

Subject: Zoning By-Law Amendment - 1400 and 1410 Youville Drive

File Number: ACS2023-PRE-PS-0089

Report to Planning and Housing Committee on 5 July 2023

and Council 12 July 2023

**Submitted on June 9, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Orléans West-Innes (2)

**Objet : Modification du Règlement de zonage – 1400 et 1410, promenade
Youville**

Dossier : ACS2023-PRE-PS-0089

Rapport au Comité de la planification et du logement

le 5 juillet 2023

et au Conseil le 12 juillet 2023

**Soumis le 9 juin 2023 par Derrick Moodie, Directeur, Services de la planification,
Direction générale de la planification, des biens immobiliers et du développement
économique**

**Personne-ressource : Evode Rwagasore, urbaniste, Examen des demandes
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Quartier : Orléans-Ouest-Innes (2)

REPORT RECOMMENDATIONS

- 1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 1400 and 1410 Youville Drive as shown in Document 1, to permit an automobile body shop and automobile service station, as detailed in Document 2.**

2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of July 12, 2023” subject to submissions received between the publication of this report and the time of Council’s decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d’approuver une modification du Règlement de zonage 2008-250 visant les 1400 et 1410, promenade Youville, des biens-fonds illustrés dans le document 1, afin de permettre la présence d’un atelier de carrosserie et d’une station-service, comme l’expose en détail le document 2.
2. Que le Comité de la planification et du logement donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux ‘exigences d’explication’ aux termes de la *Loi sur l’aménagement du territoire*, à la réunion du Conseil municipal prévue le 12 juillet », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

1400 and 1410 Youville Drive

Owner

2167659 Ontario Inc.

Applicant

Bridgette Alchawa, McIntosh Perry

Architect

KWC Architects Inc.

Description of site and surroundings

The subject site is comprised of two properties fronting along the west side of Youville Drive within an established commercial area of Orléans bounded by Ottawa Regional Road (Highway) 174 to the north, St. Joseph Boulevard to the south and Jeanne d'Arc Boulevard to the east, as shown on Document 1. The site is approximately 0.92 hectares in area and is currently occupied by a car wash operation and an unpaved parking lot used primarily to store automobiles. To the north and south of the site are low-rise, retail commercial buildings. Opposite the site on the east side of Youville Drive is a low-rise, retail commercial building with a large unpaved surface parking area, and abutting the site to the west is the White Sands golf course within the NCC Greenbelt. The Youville Drive commercial area is dominated by a mix of light industrial, office and retail uses and has established itself as a destination for the sales and servicing of automobiles as numerous dealerships, service stations and other like uses are located along the street.

Summary of proposed development

The proposed development consists of a one-storey automobile collision centre of approximately 2,100 square metres in area, including associated office and administrative functions. The building is approximately 8 metres high designed to appear from the street as a two-storey structure. The site design features two vehicular entrances on either side of the building providing access from the public street to the parking areas and a large, paved compound at the rear of the collision centre. The compound provides the necessary space for the maneuvering of tow trucks, the parking of damaged vehicles and the outdoor storage of parts and equipment within modular shipping containers. A total of 89 parking spaces are arranged along the perimeter of the site, which features a continuous 3.0-metre wide landscape buffer strip with tree planting and shrubbery to provide visual screening of the parking area and compound. From the perspective of job creation, the proposed facility will create up to 24 full-time skilled technical trade and administrative jobs for Orléans. The proposed site development plan and rendering are illustrated in Document 3.

Summary of requested Zoning By-law amendment

The subject property is currently zoned “Light Industrial, Subzone 2”, with a maximum building height of 14 metres [IL2 H(14)]. The purpose of the light industrial zone is to permit a wide range of low impact light industrial and office uses, including certain automobile-oriented uses, in a campus-like industrial park setting. The IL2 zone currently permits automobile dealership and automobile rental establishment. The applicant is proposing to add two new automobile-oriented uses to the existing zone, specifically an “automobile body shop” and “automobile service station”, as these uses are not currently permitted in the subzone. The ability to have outdoor storage is also proposed. The new uses and storage requirement are to be accomplished through a site-specific zoning exception, IL2[XXXX] H(14). Other than the requested additional uses, no exceptions to the current IL2 zone provisions or performance standards are proposed.

DISCUSSION

Public consultation

A public information session was not conducted in consideration of the zoning by-law amendment application, as it is not a legislative requirement, nor was it requested by the Ward Councillor. The Planning and Housing Committee meeting will constitute the required public engagement under the *Planning Act* for this item.

For this proposal’s consultation details, see Document 4 of this report.

Official Plan designation(s)

Schedule B8 – Suburban (East) Transect – of the Official Plan designates the site “Neighbourhood” and is subject in part to the policies of the “Evolving Neighbourhood Overlay.” Neighbourhoods are contiguous urban areas that constitute the heart of communities and permit a mix of building forms and densities. The Neighbourhood designation outlined in Section 6.3 of the Plan generally permits a range of low-rise residential and limited non-residential uses and built forms that achieve the intensification and density targets of the Plan.

The Evolving Neighbourhood Overlay, as outlined in Section 5.6.1 of the Plan, is intended to provide built form direction in cases where a change in character is anticipated, and it applies to areas that are in a location or at a stage of evolution that creates the opportunity to achieve an urban form in terms of use, density, built form and site design. In this case, the overlay has been applied only because a portion of the subject site lies within 200 metres of St. Joseph Boulevard, which is designated a Mainstreet Corridor.

Other applicable policies and guidelines

The subject site also lies within the planning area of the recently adopted *Orléans Corridor Secondary Plan (2022)*. The Plan describes the Youville District in which the subject property is situated as having two land use designations – “Station Core” and “Station Periphery.” Properties in this district are generally commercial, large and underutilized and are within proximity to the Jeanne d’Arc LRT station. Over the long-term, however, the Youville District will transform from an auto-centric suburban area characterized by large, underutilized parcels and limited retail and commercial uses into a dense, mixed-used residential neighbourhood that makes walking, cycling and transit an attractive alternative to cars, and that will feature a high-quality, urban public realm and green spaces, and be supportive of commercial enterprises and office spaces.

The Station Periphery designation, which applies to the subject site, is generally intended to provide for high density pedestrian-oriented development of neighbourhoods near the LRT station in a 15-minute neighbourhood, and primarily supports residential development to heights of up to six storeys.

Urban Design Review Panel

While a portion of the site is within the Design Priority Area of the St. Joseph Boulevard Mainstreet Corridor, the Zoning By-law Amendment application was not subject to the Urban Design Review Panel process.

Planning rationale

With respect to the suitability of the site’s physical characteristics and adequacy of existing municipal services and road network to support the proposed uses, it is staff’s opinion based on the review of the supporting technical reports filed with the application that the site is adequately suited for the proposed uses.

It is also staff’s opinion that the proposed zoning amendment supported by the preliminary development site plan conforms with the relevant land use policies of the Official Plan. The proposed non-residential uses are suitable in the context of the existing neighbourhood and can be adequately integrated within it. Furthermore, the supporting development plan conforms with the general intent of the Evolving Neighbourhood policies by proposing a more urban form and scale of non-residential site design, through increased building height and orientation of the building and windows toward the public realm, where such evolution in neighbourhood character within the Suburban (East) Transect area is anticipated and encouraged.

With respect to the *Orléans Corridor Secondary Plan*, the proposed non-residential uses do not align with the above-noted future vision for the Youville District that is outlined in

the Plan, but rather supports the existing automobile industry that is well established in the area. While this may be the case, it is important to note that the subject zoning amendment application was submitted prior to Council approval of the *Orléans Corridor Secondary Plan* ([September 21, 2022](#)), which is also currently under appeal and not yet in force and effect. Consequently, in the meantime, the relevant Official Plan policies prevail.

The Secondary Plan sets out a bold vision and character for the Youville District primarily and understandably because of its relative proximity to the Jeanne d'Arc LRT station currently under construction within the Highway 174 corridor. However, the implementation of the vision will undoubtedly take years if not decades to evolve and be realized. Therefore, it is staff's opinion that under these circumstances, the proposed uses and site development are appropriate in the current established context of the Youville District. By working with the applicant, the focus of site design efforts has been to enhance the relationship between built form and the public realm, employ effective landscaped buffers and provide pedestrian amenities, such as a sidewalk and bus pad within the public road allowance. These measures, while modest, will contribute to the evolution of the Youville District over the long term from its current auto-centric commercial area to a dense, mixed-used residential neighbourhood.

Details of Proposed Zoning

The proposed additional uses and site-specific exception, detailed in Document 2, are appropriate for the site and current neighbourhood context. Specifically, the proposed exception provision IL2[XXXX] H(14) introduces the automobile body shop and automobile service station as additional permitted uses on the site and, secondly, permits outdoor storage on the site that is otherwise prohibited in the IL zone. The storage will be restricted only to modular shipping containers. The maximum building height of 14 metres remains in effect, and all other zone provisions and performance standards remain unchanged.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

N/A.

COMMENTS BY THE WARD COUNCILLOR(S)

City Council recently adopted the Orléans Corridor Secondary Plan, which provides a guide for how the heart of Orléans can grow to create a mixed use, pedestrian-oriented and complete livable community. As part of the Secondary Plan, the Youville District will transform from its current state of large, parcels of land (many of which house dealerships and similar business types requiring large parking lots) into a dense, commercial and mixed-used residential and neighbourhood that is a true 15-minute community.

This vision will take decades to be fully realized, however, it is my hope that as development applications come in, we will see this area transform sooner rather than later.

While it is great to see businesses growing and thriving in the East End, it is unfortunate that the application before us does not more closely align with the ultimate intentions for the area as outlined in the Secondary Plan. Going forward, the hope is that future development applications for the Youville District will include more key elements of the Secondary Plan, such as housing, especially since this entire District is within a short walking distance of an LRT station.

ADVISORY COMMITTEE(S) COMMENTS

No Advisory Committee comments were received in response to the proposed zoning by-law amendment.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations of this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations in this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

Design considerations with respect to accessibility are not a key consideration of this

Zoning By-law amendment application. If the application is approved, accessibility impacts will be assessed in detail during the ongoing review of the related application for site plan control approval.

ENVIRONMENTAL IMPLICATIONS

The proposed automobile-oriented uses have the potential to impact air quality and emit odours. In response to these potential concerns, the applicant has assured that the proposed automobile body shop will operate within a sealed door environment and employ an internal exhaust system with high efficiency air filters to prevent paint particle emissions and odours from entering the atmosphere, and that such operations will comply with all relevant City, Provincial and Federal environmental policies, standards, regulations and legislation.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0086) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to workload volumes and the time required to resolve matters of appropriate site design.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Proposed Site Development Plan and Rendering

Document 4 Consultation Details

CONCLUSION

The proposed Zoning By-law amendment respects the intent of the relevant policies of the Official Plan. While the proposed non-residential uses do not align with the future vision for the Youville District outlined in the *Orléans Corridor Secondary Plan*, the Plan is currently under appeal and not in full force and effect. In staff's opinion, therefore, the proposed zoning amendment is appropriate at this time and would be compatible with the existing and well established surrounding non-residential context.

The Department recommends that the proposed Zoning By-law amendment be approved.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; and Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76), of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.com)

The Zoning Key Map below highlights the subject site to be rezoned from IL2 H(14) to IL2[XXXX] H(14).



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-22-0086	23-0543-D	1400, 1410 prom. Youville Drive	
I:\COL2023\ZKP\Youville_1400_1410		 Area A to be rezoned from IL2 H(14) to IL2 [XXXX] H(14) Le zonage du secteur A sera modifié de IL2 H(14) à IL2 [XXXX] H(14)	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers. All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY. ©Les données de parcelles appartient à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2023 / 06 / 22			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 1400 and 1410 Youville Drive is as follows:

1. Rezone the lands as shown in Document 1.
2. Amend Section 239 – Urban Exceptions by adding a new exception [XXXX] with provisions similar in effect to the following:
 - a) In Column II, “Applicable Zone”, add the text, “IL2[XXXX] H(14)”
 - b) In Column III, “Exception Provisions – Additional land uses permitted”, add the text,

“Automobile service station
Automobile body shop”
 - c) In Column V, “Exception Provisions – Provisions”, add the following text:
 - i. Despite section 203(5), outdoor storage limited to modular shipping containers is permitted.

Document 3 – Proposed Site Development Plan and Rendering

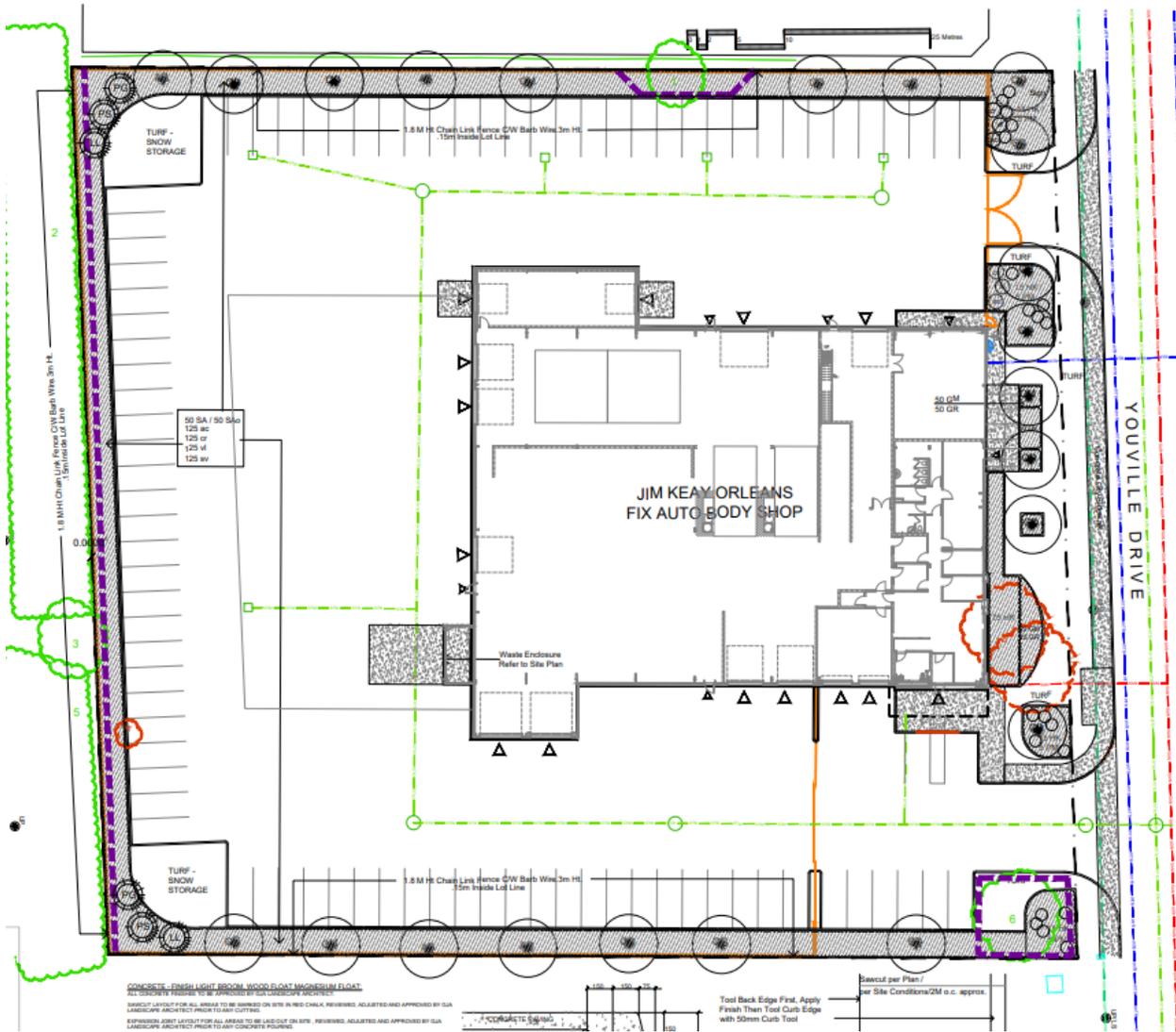


Image 1: Site Development Plan (including building layout, parking spaces and landscaping)



Image 2: Rendering (perspective of proposed building façade from Youville Drive)

Document 4 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. The holding of a formal City-organized public information session during the public consultation period was deemed not necessary.

No public comments or comments from community organizations were received in response to the proposed Zoning By-law amendment.