

REGION OF OTTAWA-CARLETON
RÉGION D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. 43-98-0113
Your File/V/Réf.

DATE 9 February 2000

TO/DEST. Coordinator, Planning and Development Committee

FROM/EXP. Commissioner
 Planning and Development Approvals Department

SUBJECT/OBJET **PUBLIC MEETING TO CONSIDER
DRAFT REGIONAL OFFICIAL PLAN AMENDMENT 3 -
PALLADIUM AUTO-PARK**

DEPARTMENTAL RECOMMENDATION

That, subject to the Public Meeting, Planning and Environment Committee recommend that Council:

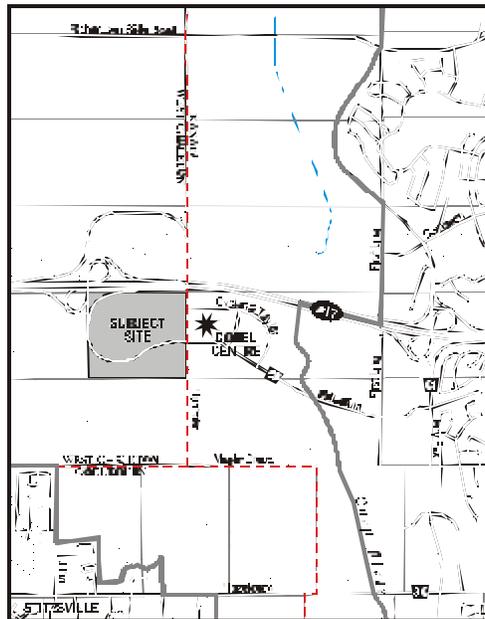
- 1. Defer a decision on the application by Palladium Auto-Park Limited to amend the Regional Official Plan because the application is premature;**
- 2. Direct staff to report in September, 2000 on this proposal in the context of a proposed amendment for an urban expansion in the Palladium Interchange area.**

SUMMARY

Palladium Auto-Park Limited has applied to amend the Regional Official Plan (1997) to extend piped water and sanitary services to its site at the Palladium Drive interchange on Highway 417, as shown on the map below. The site is approximately 34 ha (84 acres), not including land required for the interchange roads. It is entirely located in the Township of West Carleton and is designated General Rural in the Regional Official Plan (1997).

The Auto-Park proposal comprises up to 12 auto dealerships arranged within the interchange as well as one or more office buildings, a gas bar and car wash, a farmer's market and two restaurants. These uses together could ultimately support a total of about 1000 jobs.

The Plan indicates that development in the General Rural Area is to proceed on the basis of private wells and septic systems. However, a hydrogeological study completed by the applicant has concluded conditions underlying the subject site are unfavourable in terms of their potential to provide the required water supply. The applicants are therefore proposing an extension of piped water and sanitary sewer from the Corel Centre.



The Plan also indicates that commercial uses permitted in the rural area are those intended “to meet the needs of the rural or travelling public or which relate to local resources and which would not be better located within a Village.” The nature and scale of the proposed uses (ie, the dealerships, offices, and restaurants) do not meet these criteria.

An amendment to the Regional Official Plan, attached as Annex A, is therefore required to permit a development in the rural area to connect to central water and sewer services and to permit the use in the rural area. Staff view this amendment as premature with respect to ongoing work on an amendment to the Official Plan to expand the urban boundary in this area. If the amendment were approved, it would also set a precedent in terms of Council’s policies on rural servicing and appropriate uses in the rural area.

On February 8, 2000, Planning and Environment Committee directed that the draft Official Plan amendment for the Corel Area be brought back to Planning and Environment Committee in September, 2000, and among other matters, should determine the specific boundaries of the urban area expansion around the Corel Centre consistent with justification analysis. The subject site is within the Corel Centre area. If the site were included within the urban area boundary, the amendment attached as Annex A to this report would not be required.

Staff are therefore recommending that a decision on the proposed amendment attached as Annex A be deferred until the Corel Centre area amendment is considered at Planning and Environment Committee in September, 2000. Staff further recommend that they be directed to report on the Auto-Park in the context of this proposed amendment. Additional work could be undertaken to assess the appropriateness of the proposed Auto-Park as a use in any proposed future urban area and to consider whether the Auto-Park could be considered separately from the larger area in the subsequent development approvals process.

PROJECT DESCRIPTION

The Palladium Auto-Park is proposed by four individuals well-established in the automotive retail business in Ottawa-Carleton. The applicants have indicated that the land is to be kept under a single ownership, with individual dealerships leasing their sites. They expect development will occur over many years, perhaps at the rate of one dealership per year, with some dealerships relocating from current urban locations and others representing new entrants to the regional market. The size of the various uses proposed for the site is shown below and a conceptual site plan is attached as Annex B.

Palladium Auto-Park Proposal

<i>Function</i>	<i>Site Area net hectares¹ (net acres)</i>	<i>Size of Facility square metres (square feet)</i>
Dealerships	16.2 ha (40.1 acres)	21,135 m ² (227,500 ft ²)
Office	6.2 ha (15.3 acres)	11,150 m ² (120,000 ft ²)
Restaurants	2.9 ha (7.2 acres)	930 m ² (10,000 ft ²)
Farmers' Market	4.4 ha (10.9 acres)	3,715 m ² (40,000 ft ²)
Corel Parking ²	2.4 ha (5.8 acres)	
Total	32 ha (79.24 acres)	35,835 m ² (396,500 ft ²)

1. This total excludes land required for access roads to the dealerships. The total site is approximately 34 ha.
2. Leased to the Corel Centre for staff parking.

The applicants stress that building layout, design and landscaping can be used to create an attractive appearance from Highway 417. The office space is intended for use by the automobile dealerships and associated companies such as leasing and financial institutions. The farmers' market will sell food as well as clothing, arts and crafts, plants and flowers in indoor and outdoor sales areas. Although it may benefit from traffic to the Auto-Park, the applicants have indicated its purpose is to off-set some of the cost of developing the Auto-Park.

The applicants and the Corel Centre believe the Auto-Park and the arena are complementary uses, in that people who attend events may plan also to visit the Auto-Park, thus favouring joint promotion and other activity.

A study of auto malls by J. D. Power and Associates in 1997¹ found six auto malls in Canada and 193 auto malls in the United States, together accounting for almost one of every 10 new vehicle sales in North America. Auto malls were defined as “ a pre-planned multi-dealership or multi-franchised shopping centre or dealership cluster that advertises as a destination location that offers shoppers the convenience of comparing a wide variety of product lines and brands.” With most auto malls (64%) now ranging in age from six to 19 years of age, the J.D.Power study forecasts continuing development of these retail formats. Services offered on a shared basis by up to half the malls included security, new and used vehicle advertising, lawn and building maintenance, and the services of a mall manager.

The auto-mall in Richmond, BC also offers a customer shuttle service to a nearby shopping area and public transit. Developed in the 1980s, the Richmond mall occupies a 12.48 ha (30.84 acre) site and, like the proposed Palladium Auto-Park, includes dealerships (a total of 16), a restaurant, bank, insurance company, a rental office and other ancillary uses. Zoning for the Fraser Valley auto mall in Abbotsford, B.C. was approved for a 17.3 ha site in 1990. In 1999 it had seven dealerships and space for another six. The zoning also permits autobody repair, offices uses limited to an auto mall administration office, an insurance company and financial institutions, and a service station. Each of these auto malls was developed according to detailed design guidelines.

BACKGROUND

Palladium Auto-Park purchased the subject site in December, 1991, following the Ontario Municipal Board decision in August, 1991, permitting development of the Corel Centre as a Major Community Facility in the rural area. The OMB decision said that services for the facility were to be sized only to accommodate the development approved in its decision. The Board also spoke to the need to strengthen measures to protect Agriculture Resource land north and south of Highway 417 and stressed that its decision on the Palladium should not be taken as a precedent for additional development.

¹ J.D. Power and Associates. (1997) *The Revolution in Automotive Retailing. The 1997 Auto Mall Study*. Spring, 1997

West Carleton Council approved the Auto-Park proposal in principle in April, 1996. In March, 1997, the Township of West Carleton asked Regional staff to comment on applications for a local official plan amendment and a zoning bylaw for the Auto-Park. Regional staff indicated that in order to conform to the General Rural policies of the Regional Official Plan, the proposed development should be reduced in scale and serviced on private services. The applicant was advised that the proposed development could not proceed as a development in the rural area until the new Official Plan was in effect, changing the designation of the site to General Rural from Agriculture Resource. In July, 1997, Regional Council adopted the new Official Plan and it came into effect in September, 1998.

The Palladium Auto-Park applied for a Regional Official Plan amendment in August, 1998 requesting extension of central water and sewer services. The applicant also provided a study showing how the site could be serviced through an on-site septic system. However, this servicing option was not supported by regional staff because of technical concerns about the operation of the facility and the location of the site on the urban boundary. Regional staff preferred that if the development were to proceed on central services, then both central water and sewer should be provided. Approval from the City of Kanata would be required to permit the connection to the municipal sewer serving the Corel Centre.

The Region and the Township of West Carleton circulated the municipal and regional applications for comment in September, 1998. In response, Kanata staff drafted a report in October which said the development was premature in view of the pending *Economic Study of the Corel Centre Area* and that the City had not agreed to share servicing capacity. The applicant requested a three-month delay in this report (later ratified by Kanata Council in February, 1999.) In January, 1999, the applicant agreed to a Regional staff request that the Auto-Park application await the outcome of the economic study.

The *Economic Study of the Corel Centre Area* was completed in December, 1999. The study said that if development is permitted in the Corel Centre area, it should focus on a high-tech business campus north of Highway 417 on about 250 to 260 ha and a leisure, sport and entertainment area south of Highway 417 near the Corel Centre, encompassing 160 to 170 ha. Theme retail and speciality commercial, of which automotive uses could be considered a part, were a component of the proposed leisure, sport and entertainment option. A subsequent phase would see additional business park on about 180 ha south of Maple Grove Road. The total area considered for development is 550 to 570 ha.

The *Economic Study of the Corel Centre Area* was considered at Planning and Environment Committee on February 8, 2000 and staff were directed to prepare a draft urban expansion amendment for September, 2000. Among other matters, staff are to determine the specific boundaries of the expansion area consistent with analysis of the need for more land; designate land uses in accordance with these studies; and address the timing, cost and funding arrangements for the required infrastructure. Staff are also to examine the means of funding the required infrastructure and to assess the implications of development on the capital budget and development charges.

COMMENTS FROM THE CIRCULATION

Information about the proposed development was circulated in September, 1998 to owners of adjacent properties, the provincial Ministry of Municipal Affairs and Housing, area municipalities, and community organizations. These groups were re-circulated in December, 1999 after the Corel Area study was complete.

After the initial circulation, two area residents said a decision on the application should be deferred until completion of the Corel Area study.

One resident indicated that he generally supported development of the area but believed the auto-park was not in keeping with the *Economic Study of the Corel Centre Area* and was not the best use of the site. However, he said he would not object to the proposal provided it did not affect his well; that measures be taken to limit light and noise pollution; that strict landscaping measures be used to maintain a green rural outlook; that the developers keep the area clear of litter; and that the security and safety of the neighbourhood be maintained.

Another resident objected to the proposed use of the land because it did not meet the vision of the gateway as proposed in the *Economic Study of the Corel Centre Area*, that it was not being developed within an overall concept for the area, and that traffic flow is an issue.

Another resident wrote in support of the application, that she was looking forward to the area moving ahead.

The owner of land south and west of the subject site has asked that access from his land to Palladium Drive be provided across the south side of the subject site.

The Corel Centre supports the use at this location and notes that it is consistent with the findings of the *Economic Study of the Corel Centre Area*. The Corel Centre said the proposed development would provide an economic stimulus to the region and that such employment growth is needed to support the long-term viability of the Corel Centre and other area businesses. The Corel Centre said it hopes the Auto-Park and the arena can pursue joint promotions, complementary scheduling of activities, and shared use of each other's facilities.

The Corel Centre also indicated concerns about the proposal. Specifically, it questioned the need for additional restaurants and asked that the need for restaurants be reviewed and if permitted, reduced in size and allowed only after dealerships are established on the site. It also asked that the need for a service station be reviewed and if permitted, that it not be located directly in front of the Corel Centre. The Corel Centre also said it was strongly opposed to any general parking lots on the site that could detract from Corel Centre parking and parking revenue streams.

Owners of land within the urban area of Kanata indicated they had no objection to the proposal, but noted that development should be conditional on recovering part of the costs of the servicing now in

place in the urban area, and that it must be demonstrated that servicing to the subject site would not affect development of land between the Carp River and Silver Seven Road.

The March Rural Community Association wrote that its members did not support the proposal because it seemed contrary to the Regional Official Plan thrust of using existing infrastructure and avoiding development in unserviced areas. The association said the development “jumps the gun” by seeking to develop rural land for commercial purposes when suitable urban land is serviced and available. In response to the second circulation, the association said consideration of the proposal is premature until its place in the overall area plan can be determined.

The Wyldewood Homeowners Association in Stittsville said a commitment to extending Huntmar Drive must be made before any development occurs around the Corel Centre. They questioned whether the automotive use was compatible with the leisure, sport and entertainment theme proposed for the area. New development should also be required to pay for a portion of the Palladium Drive interchange.

Responding to both circulations, the Carp Farmers’ Market Association (CFMA) indicated it was strongly opposed to the application. The CFMA believed the development would cause undue pressure on agricultural operations near the site and is contrary to the long-term interests of agriculture in the region. The CFMA said it believed the land is agricultural resource and should not be reclassified Marginal Resource. (The local official plan amendment entails a change in designation from Agriculture Resource to Marginal Resource. This change conforms to the General Rural designation in the 1997 Regional Official Plan.) It noted that the Ontario Municipal Board said that land around the Corel Centre should not be developed in the near future and this direction should be considered.

With respect to the proposed farmers’ market, the CFMA said it did not fit in with the rest of the proposal and noted that a producer-based farmers’ market within the City of Kanata failed after a few years of operation. An alternative to the producer-based farmers’ market, resembling the produce and delicatessen portion of a supermarket, would not be economically viable either, the CFMA said.

The Region’s Environmental Health Advisory Group commented, with respect to both the Corel Area study and the Auto-Park, that potential social and environmental effects of the proposed land use changes need to be assessed, that a unified planning approach be followed including required infrastructure and costs, and that extensive public consultation is required. The Auto-Park and other Corel area development should not proceed until a detailed environmental assessment is complete.

The Mississippi Valley Conservation Authority commented that it concurred with the findings of the hydrogeological study prepared for the applicant, that the site is unfavourable in terms of its potential to provide the necessary groundwater supply for private servicing. It said it was concerned that the proposed stormwater management facility may be undersized but that this concern did not warrant a delay in the application. The issue would be reconsidered at the time of site plan.

The Ministry of Municipal Affairs and Housing commented that large-scale development in the vicinity of the Corel Centre was not envisioned by the community when the 1997 Regional Official Plan was prepared. Generally, land designated General Urban Area would be used for this type of development.

Council for the City of Kanata advised that it does not support the proposed amendment because it would permit the premature development of a prominent site, contrary to the recommendation in the *Economic Study of the Corel Centre Area* that coordinated planning and design is needed to ensure that the area's potential is achieved. The proposed servicing contradicts the servicing in the Region's Official Plan and pre-empts the detailed servicing strategy needed before any development in the area occurs. The use is not rural in character and should only be permitted as an urban use in the context of an urban expansion.

The Conseil scolaire de district catholique du Centre-Est de l'Ontario and Ontario Hydro Services company indicated they had no objections.

SERVICING THE SITE

The application was reviewed by staff to determine its effects on regional water and sewer services and transportation infrastructure.

If approved, the development could be served with water through an extension of the Regional water pipe now serving the Corel Centre. The existing water supply to the Corel Centre is adequate for providing the projected increase in water demand. The projected increase is relatively small compared with the fire flow requirements of the total development approved on the Corel Centre site (which governed the size of the pipes) and thus can be accommodated.

The Region's Signature Ridge pumping station would receive sewage flows from the proposed development through municipal sewers serving the Corel Centre and the business park south of Highway 417 along Palladium Drive. The area served by the pumping station is only partially developed. Full development of the area will require an upgrade to the pumping station at some time in the future, after the Main Street sewer through the Kanata Town Centre is completed. The requirements of the proposed Auto-Park could be accommodated within the additional capacity created by the upgrade.

However, staff recommend that if the development is approved, sewage flows from the site should be controlled mechanically to safeguard servicing capacity for development in the area already designated for urban development. The area served by the pumping station is only partially developed and some future uses could require more capacity than allowed for in the design. For example, the Nortel plant approved on Palladium Drive in 1999 requires two to three times the amount of water typically allowed for in the servicing design—with a corresponding increase in sewage flows. Also, owners of other land already in the urban area will want to access the capacity within this system. Staff recommend that if the development is approved, the site should be serviced by a holding tank that is pumped out at an average rate to the receiving sewer, thus reducing effects on peak flows. Alternatively, the applicant could be required to restrict discharge in the future or pay for additional upgrades in the future if additional capacity is required.

If the amendment is approved, there may be some impact on the Region's priorities for timing infrastructure construction. The Signature Ridge pumping station requires an upgrade, regardless of approval of this application, and the timing of the upgrade might be advanced as a result of the approval. The applicants should be required to pay a portion of the costs of the Signature Ridge pumping station and the municipal sewer leading to it, costs which have been borne by area landowners.

The site is within the area to be considered in a watershed and subwatershed study for the Carp and Upper Carp Rivers in 2000. These studies should be completed before development is approved within the area, in keeping with policy 5.3.2.3 which requires such plans before official plan amendments are considered in areas which are largely undeveloped.

The development would have the greatest impact on traffic in the weekday morning and afternoon peak periods. The applicant's transportation impact study says impacts on the weekday evening period when there is an event at the Corel Centre will be minor, "as knowledge of the congestion caused by Corel Centre traffic will significantly reduce the number of discretionary trips to the site." The transportation impact study found that signalized intersections in the area would continue to operate at an acceptable level of service following development of the site.

During the consultation for the *Economic Study of the Corel Centre Area*, area residents expressed concern about traffic on John Street in Stittsville between Maple Grove and Hazeldean. Afternoon peak hour increases have occurred between 1995 and 1999, likely as a result of residential growth in Stittsville. Evening traffic on event nights at the Corel Centre were monitored in 1996 and found levels below the afternoon peak period. Current traffic experienced during Corel Centre events probably does not exceed the current afternoon peak. Development of the Auto-Park could potentially increase traffic somewhat on John Street but resulting levels are considered acceptable for a local road.

The site is outside the Urban Transit Area and would not be served by public transit unless the boundary of the Urban Transit Area is changed.

DISCUSSION

Issues raised by this application relate to:

- timing of the application related to ongoing studies for an urban expansion in the area;
- the effect of the proposal on Council's Official Plan policies regarding extension of piped services to the rural area;
- the effect of the proposal on Council's Official Plan policies regarding development of appropriate uses in the rural area.

Timing of the application

Following on the *Economic Opportunity Study of the Corel Centre Area*, Planning and Environment Committee have directed staff to prepare a draft Official Plan amendment for the Corel Centre area for September, 2000, consistent with justification analysis and other studies now in progress. The *Economic Opportunity Study of the Corel Centre Area* called for comprehensive planning of the

business park north of Highway 417 and high standards of urban design throughout the area; an appropriate balance between transportation capacity and development intensity; maintaining a buffer between Stittsville and Kanata; and management of natural environment features.

Regional staff view the application as premature with respect to development of more detailed plans for the area. Additional work is required to determine the amount of additional land required, its location, and the distribution of future uses in the area. While the *Economic Opportunity Study of the Corel Centre Area* proposes an entertainment, sport and leisure theme for the area, relocation of the Central Canada Exhibition to the area in the future is uncertain. As well, in addition to Auto-Park, the amendment if approved would permit a farmers' market, gas bar and restaurants on the site before more comprehensive plans for the distribution of uses, servicing and local roads are in place.

Effect on Council's Official Plan policies regarding extension of piped services to the rural area

Policy 10.3.7 permits installation of regional water and wastewater services in the rural area where a public health problem arises and Regional Council believes this is the best solution, rather than correction of private services. Council may also permit a large-scale extension to an entire Village or to an area such as the Carp airport, subject to a servicing and development study (policy 10.3.8). Apart from these circumstances, the Official Plan (1997) is clear that central services shall not be extended to the rural area. These policies are re-iterated in the regional development strategy and the policies for community development:

- Policy 2.4.1.10 “Council shall not extend central services to the rural area except in exceptional circumstances to address a public health issue, in accordance with Section 10.3.7 or where an overall study has been completed support the extension, in accordance with policies of section 10.3.8.”
- Policy 3.7.2 “Council shall not consider any development on the basis of the extension of central services or the installation of communal services on a large scale in rural policy areas, except to remedy a health problem, or until a study has been completed to justify the extension or installation of services, in accordance with Section 10.3.8.”

Several areas in the rural area now receive central water or sewer or both services, under existing provisions of the Plan. Access to these services has been permitted only for those lands which meet the policies of the Plan. Many of these permissions are as a result of previous Official Plan amendments. Existing or proposed development on land near a piped water supply where no health issue is identified have been refused access to the service. Moreover, potential connections to piped services in some areas entail only piped water. The Official Plan discourages connection to only one piped service—water in these cases—because of the increased potential for failure of private septic systems when combined with central water service.

However, the primary objectives of the policies regarding servicing to the rural and urban area are to provide Regional Council with a measure of control over the amount of land committed for planned urban development and with a means of planning and providing affordable, cost-effective urban

servicing. Regional staff believe that if Council permits an exception to the servicing policies for the rural area, these objectives will become more difficult to achieve.

The issue of servicing land adjacent to the urban boundary has been addressed in a few cases in the past through a requirement that the site be included within the urban boundary through an amendment or as part of a comprehensive revision to the Regional Official Plan. These precedents include, for example, the addition of a site to the urban area of Stittsville for a high school and recreation facility.

In this case, however, the applicant is not seeking an urban expansion or proposing that services be extended because of a lack of alternate, suitable sites. Rather, the request is based on the lack of water in the aquifer to support private services.

Uses permitted in the General Rural Area

Policy 3.7.4.1 permits in the General Rural Area “commercial uses to meet the needs of the rural or travelling public or which relate to local resources and which would not be better located within a Village.” The latter refers to other policies in section 3.7 of the Plan which indicate that while Villages are the focus of commercial, residential and community activity, “Industrial and commercial uses that require larger land areas that are not appropriate to locate in Villages are located in General Rural Areas.” The economic policies of the Plan (section 4.5.4) permit employment in clusters of up to 2,000 jobs, provided it is in keeping with the policies described in section 3.7. Policy 7.2.2 allows Council to consider Official Plan amendments for rural commercial uses at Highway 416 and 417 interchanges in Agriculture Resource areas.

Policy 4.7 on retail uses and commercial services also apply to this application, which proposes automotive sales and services, restaurants and a farmers’ market with a combined area of about 25,800 square metres (277,700 sq. ft.). These uses are classified as retail and commercial services in the most commonly used industrial classification systems.²

The Regional staff view is that the proposed development is not a rural commercial use as defined in policy 3.7.4.1. The proposed Auto-Park serves primarily the urban market and co-incidentally the rural and travelling public. The applicant has indicated that the site was selected because it offered good east-west access on Highway 417, high visibility and proximity to the growth areas of the western urban area.

As a retail use, the built area of the automobile dealerships’ sales and service areas plus the restaurants and farmers market is larger than the 10,000 square metres of gross leasable area permitted for development applications in Villages. If proposed in the urban area, the Auto-Park (and any other application proposing more than 10,000 square metres of gross leasable area) would be required to have access to public transit, as per policy 4.7.2.2.

² Statistics Canada (1980) *Standard Industrial Classification*. Minister of Supply and Services. Catalogue 12-501E and Statistics Canada (1998) *North American Industry Classification Canada 1997*. Ministry of Industry. Catalogue No. 12-501-XPE.

Again, staff are concerned about the effect that approval of this amendment would have on Council's ability to ensure appropriate uses in the rural and urban area in the future.

CONSULTATION

The application was circulated for comment to technical agencies, the Ministry of Municipal Affairs and Housing, community groups, and others with a potential interest in the area. Responses from the circulation are summarized in this report and are available for viewing in the Resource Centre in Ottawa-Carleton Centre. As well, the application was described during the consultation for the Corel Area study. The notice of the public meeting was printed in *The Ottawa Citizen*, *Le Devoir*, *The Ottawa Sun* and in community newspapers in Kanata, Goulbourn and West Carleton.

FINANCIAL STATEMENT

If the amendment is approved, there may be some impact on the Region's priorities for timing of infrastructure construction. The Signature Ridge pumping station requires an upgrade, regardless of approval of this application, and the timing of the upgrade might be advanced as a result of the approval. Theoretically, there may also be a cost increase associated with the Auto-Park, in that a larger pump may be required than otherwise would be the case. However, this cost cannot be calculated now.

CONCLUSION

At the outset, Regional staff reviewed the OMB decision on the Palladium and concluded that while its views should be considered in development issues around the Corel Centre, it should not be interpreted as an indefinite prohibition on development. However, Regional staff do not recommend approval of this application at this time because it is premature with respect to the planning now in progress for the Corel Centre area.

In staff's opinion, the proposed use is an urban use that should be considered in the context of an urban boundary expansion. Moreover, it sets a difficult precedent for subsequent applications to connect to urban services from the rural area. As well, approval would set a precedent by permitting a use in the rural area which is not consistent with the rural character.

The proposed Auto-Park is best considered in the context of the urban expansion amendment requested by Planning and Environment Committee for completion in September. Staff can report then on the appropriateness of the use in that location and consider ways of creating opportunities for the Auto-Park, if approved by Regional Council, to be considered separately from the larger area in the subsequent development approvals process. These could include, for example, provisions specific to the Auto-Park within the larger amendment.

Approved by
Nick Tunnacliffe, MCIP, RPP

DRAFT**AMENDMENT 3
OFFICIAL PLAN (1997) OF THE
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON****PURPOSE**

The purpose of Amendment 3 is to enable development of automobile dealerships and other uses in the rural area of the Township of West Carleton. The proposed development comprises up to 12 dealerships engaged in automobile sales, leasing and service; associated offices; two restaurants; and a farmers' market. The site, shown on Map 1, is located at the Palladium Drive interchange with Highway 417 on the boundary between Kanata and West Carleton. The site area is approximately 34 ha (84 acres), excluding land occupied by access roads to the interchange. The amendment would permit the development in the General Rural Area on the basis of a connection to central water and sewer service, notwithstanding policies elsewhere in the Regional Official Plan.

BASIS

Palladium Auto Park Ltd., representing individuals established in automotive retailing in Ottawa-Carleton, has requested the amendment to permit development of an auto park and secondary facilities on a site it owns in the rural area. The site is adjacent to the Corel Centre, a major sports arena approved in the City of Kanata by the Ontario Municipal Board in 1991. The arena site, also located in the rural area, is serviced by a sanitary sewer and piped water extended from the urban area of Kanata.

Development of the site as proposed requires an amendment to the Regional Official Plan to permit the use and to permit connection to central services. The size and nature of the facility is not permitted in policies for commercial services for the General Rural Area. The proposed amendment therefore provides for the use as an exception to those permitted in the rural area.

The applicants also require a connection to piped water services to develop on the proposed site because the development cannot be supported by private, on-site services. A hydro-geological study has concluded conditions underlying the subject site are unfavourable in terms of their potential to provide the required water supply.

On-site septic, while technically possible, poses operating challenges. Thus, the amendment also permits connection to sanitary sewer services. The proposed servicing connections would require the extension of the Regional water pipe and a municipal sewer owned by the City of Kanata from the Corel Centre site to the subject site.

The amendment is required because Section 10.3 of the Regional Official Plan states that development in the General Rural Area is to proceed on the basis of private services except in circumstances

specified in the Plan. Central services are permitted in the rural area where a health problem arises and Regional Council determines central services, not correction of private services, are the best solution. Regional Council may also consider large-scale extensions to an entire village, following a comprehensive study. The proposed development does not meet the criteria for considering central services in the General Rural Area, and thus requires an amendment.

Sanitary services to the subject site were not envisioned in the plans for the sewer that would be extended to this site through this amendment. The Ontario Municipal Board decision stated that services to the Corel Centre were only to be sized to accommodate the level of development approved in the Board's order in 1991. The sewer pipe serving the Corel Centre connects to a system serving a business park within the urban area which is still developing.

While the sewer design shows there is sufficient capacity for the subject site, flows from the subject site are proposed to be pumped to the sanitary sewer from a holding tank at regulated intervals rather than flowing directly to the sewer. This arrangement would ensure that the system can accommodate any unforeseen future demands from the business park served by the sewer. Servicing arrangements would be achieved through the subdivision agreement.

THE AMENDMENT

1. Section 3.7.4.1 Development in the General Rural Area is hereby amended by addition of a new clause which permits the proposed development in the General Rural Area, as follows:

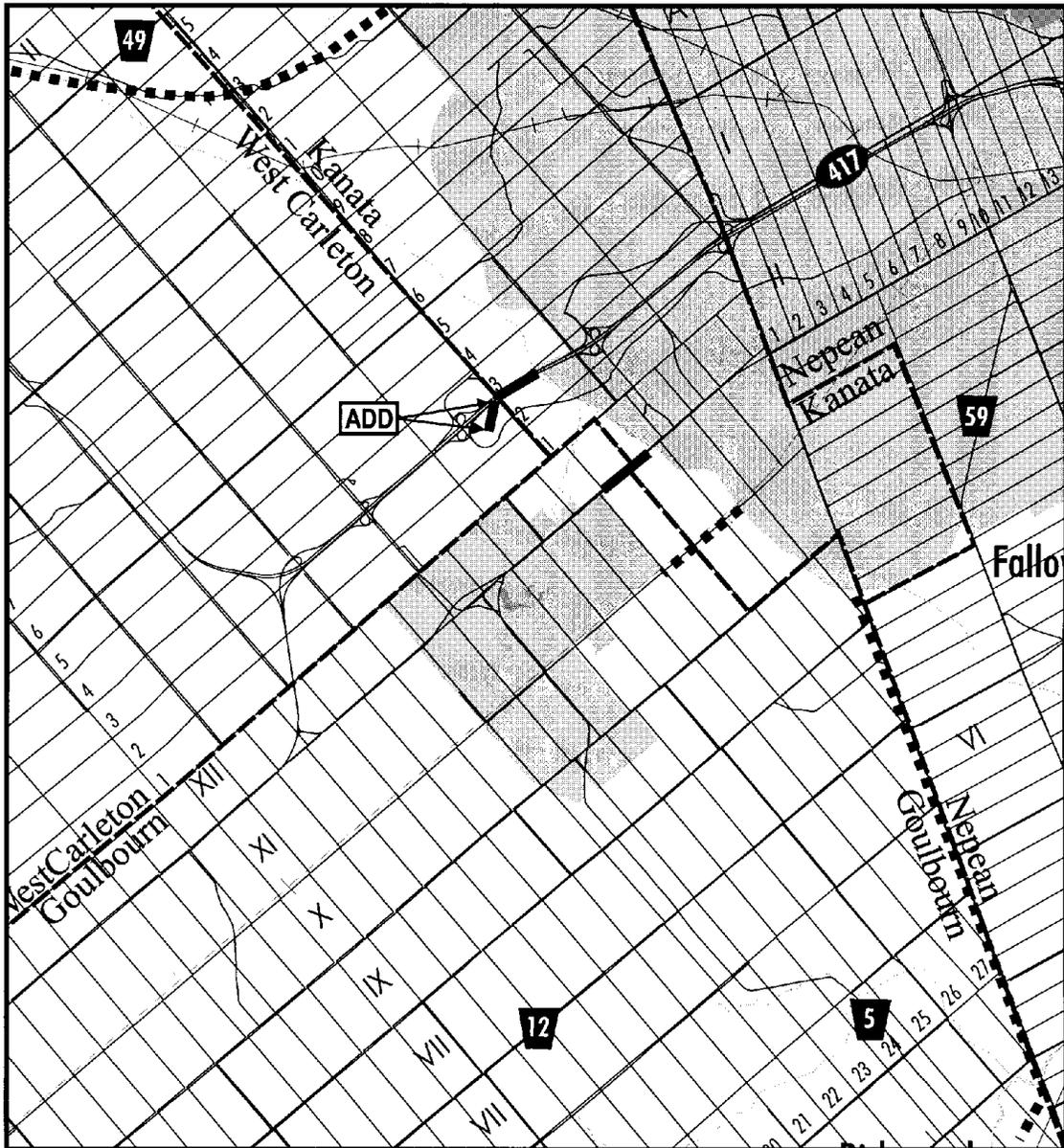
“p) Notwithstanding this policy, permit an auto park and secondary facilities as specified in Section 10.3.3.2 on 34 ha in part of the Front half of Lot 2, Concession I, being part 3 on Plan 5R-14184, save and except parts 2, 3, and 4, 4R-10222, in the southwest quadrant of Huntmar Drive and Highway 417.”
2. Section 10.3.3 General Policies for Communal or Central Sewer and Water Services is hereby amended by the addition of a new policy 2 following policy 1, as follows:

“2. Notwithstanding policies elsewhere in section 10.3, permit extension of central services to 34 ha in part of the Front half of Lot 2, Concession I, being part 3 on Plan 5R-14184, save and except parts 2, 3, and 4, 4R-10222, in the southwest quadrant of Huntmar Drive and Highway 417, provided the development respects the following criteria:

 - a) the site shall be used primarily for automobile dealerships engaged in sales, leasing, and servicing with a combined indoor service and sales area of up to 21,135 square metres, including a gas bar and car wash;
 - b) secondary facilities of up to 11,150 square metres of separate office space used for banking, insurance and other commercial activities directly related to automobile sales and servicing; up to 930 square metres of commercial restaurant space; and up to 3,720 square metres of indoor plus outdoor space for the sale of food, crafts and other goods are permitted but at no time may exceed the combined indoor automobile service and sales areas;

- c) the maximum area of land to be developed for the primary and secondary uses is 34 ha, excluding land occupied by access roads to the interchange; and
 - d) development of this site shall proceed by plan of subdivision.”
3. Renumber policies 2, 3, and 4 in section 10.3.3 to policies 3, 4 and 5.
 4. Schedule H, Rural Servicing, is hereby amended by extending the line indicating a Regional Water Main south of Highway 417 to the lands within the interchange of Highway 417 and Palladium Drive, as shown on Schedule 1 attached.

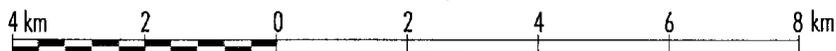
**SCHEDULE "1" OF AMENDMENT 3 OFFICIAL PLAN (1997) OF
THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON**

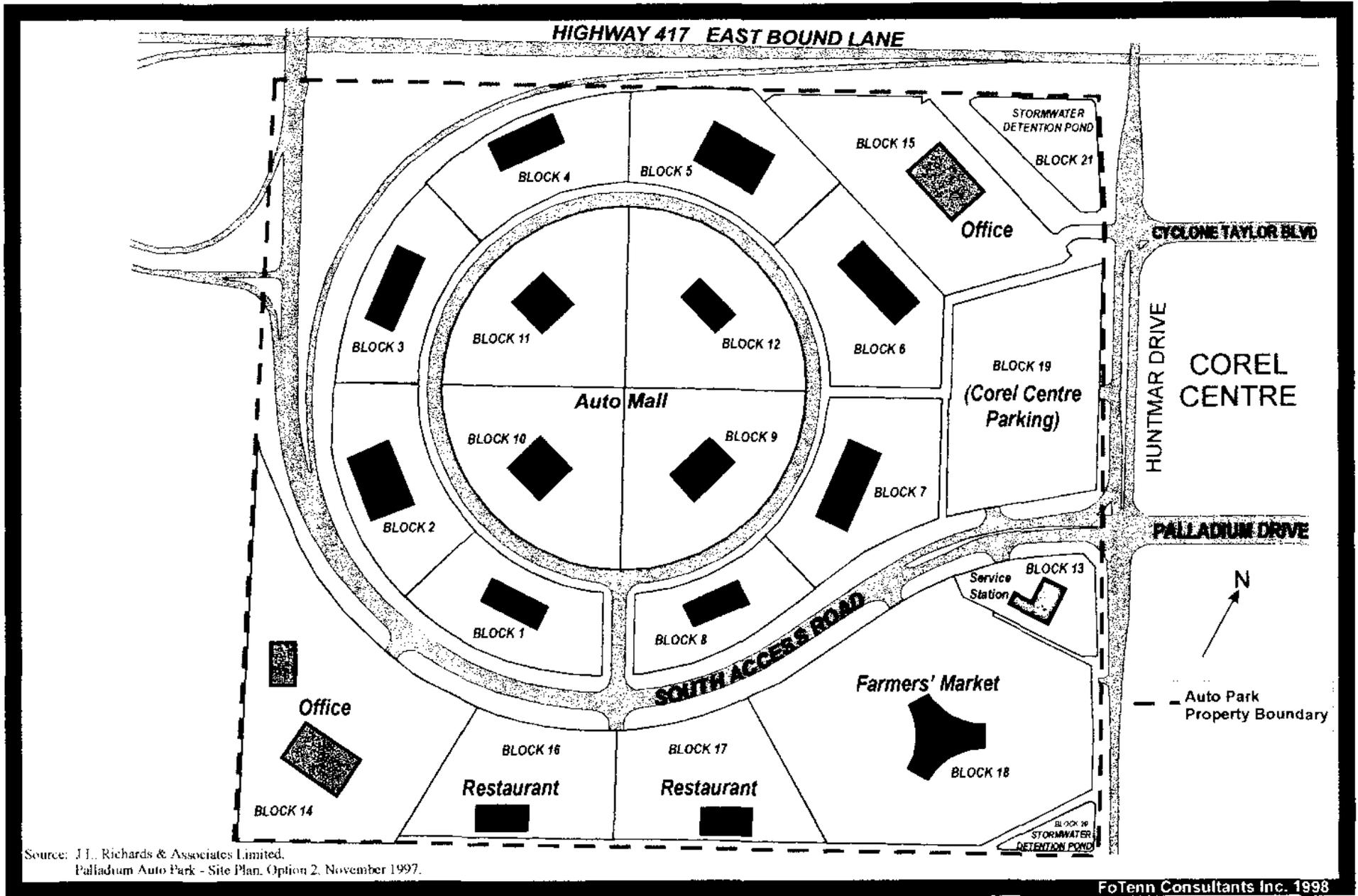


OFFICIAL PLAN - SCHEDULE "H" RURAL SERVICING

REGIONAL WATER MAIN —————
 REGIONAL TRUNK SEWER (OR FORCEMAIN) - - - - -

Scale 1 : 100,000





Source: J.J. Richards & Associates Limited.
Palladium Auto Park - Site Plan, Option 2, November 1997.

FoTenn Consultants Inc. 1998

Palladium Auto Park Site Plan