

An aerial photograph of a suburban area. A red rectangle highlights a property on the right side of the image, which contains a large, light-colored industrial or commercial building. To the left of the highlighted property is a residential area with several houses and a large, empty lot. The background shows more residential streets and houses.

2966 & 2978 Carp Road

Planning Justification Report For Zoning Bylaw Amendment

SEPTEMBER 4

York – Hop Corporation

Planning Justification Report

**Zoning Bylaw Amendment
2966 and 2978 Carp Road
September 2025**

**Prepared For:
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Section 1: Introduction

This report has been prepared to coordinate the preparation and submission of a Zoning By-law amendment for the property known as 2966 and 2978 Carp Road (the amendment area). The application is being submitted by Nautical Lands Management Corporation on behalf of York-Hop Corporation, who are seeking to amend the City of Ottawa Zoning Bylaw No. 2008-250 and add site-specific permitted uses to permit an instructional facility on the subject lands (shown in figure 1).

The proposed Zoning Provisions for the Amendment Area will allow for an Instructional Facility to occupy the subject site. The site is currently designated Rural Industrial and Logistics in the City of Ottawa Official Plan and is part of the Carp Road Corridor Area Specific Policy Area where it is designated Convenience Commercial. In the City of Ottawa Zoning Bylaw 2008-250 the site is designated Rural Commercial (RC-7).

This Planning Justification Report provides the following justification and professional opinion for the proposed Zoning By-law Amendment:

- Section 2 is a description of the site's existing condition and its context within Ottawa and the immediate surrounding neighbourhood;
- Section 3 is a summary of the proposed zoning amendment being requested
- Section 4 is planning analysis to demonstrate how the requested amendments conform to relevant policy and regulatory framework
- Section 5 is a summary of the findings of the studies and reports prepared in support of the ZBA application;
- Section 6 is a planning opinion and justification supporting the proposed ZBA application

Land Acknowledgement

The land on which the subject lands are located, within the City of Ottawa, are part of the traditional unceded territory of the Anishinaabe People. This Algonquin Nation has lived on this land for thousands of years, long before the arrival of the European settlers. The landowner and applicant are grateful for the opportunity to work in this traditional territory.

Section 2: Site Context

The subject site, municipally known as 2966 and 2978 Carp Road, is a rectangular parcel located on the East side of Carp Road, approximately 140 m south of McGee Side Road (the “subject site” or the “site”). The subject site is located outside of the City of Ottawa urban area, and is located in the Carp Road Secondary area, designated as Convenience Commercial Area.

The site is under the ownership of York-Hop Corporation. The site frontage is 104.89 metres in length. The site area is 13,039 square metres. The parcel at 2978 Carp Road contains a warehouse, while the parcel at 2966 Carp Road which was used as an office until 2024. Both properties are currently vacant. With the purchase by York-Hop in 2016, the two properties have merged and are now considered one parcel which encompass the entire site.

The property has vegetation around the perimeter of the site on North, East and South sides. There is limited vegetation on the west side. The surrounding uses (Figure 2) include agricultural to north and east of subject land. To the south is an office and vacant agricultural land. On the west side of Carp Road is an existing residential neighbourhood. Carp Road is classified as a rural arterial road with no sidewalks on either side of the road.

The following land uses are located immediately adjacent to the subject site:

- North: Undeveloped Lands / Light Industrial
- East: Farmland / Undeveloped Lands
- South: Office, Undeveloped lands
- West: Residential

The broader land use, within a 500-metre radius, is mixed, with a low-density residential community located to the west, rural industrial and commercial uses to the north centred around the intersection of Carp Road and McGee Side Road, commercial uses to the south located along Carp Road, and farmland to the east. Figure 2 displays the immediate surroundings of the site. The Carp Village Secondary Area is located approximately 4.5 kilometres north of the site. The site has direct access to Carp Road, which is an important corridor for the area. There is no public transit along Carp Road, or anywhere in the vicinity of the site.

Figure 1: Surrounding Uses



Source: Tate Economic Research., 2025

Section 3: Development Proposal

The proposed amendment will allow a Instructional facility to be located in the Warehouse of 2978 Carp Road. It is a premanufactured 15,000 square foot (1394 square metre) building. The building will be used for the training space, waiting and viewing area for parents, and an office for staff.

Approximately 50 employment full and part time positions will be supported by the instructional facility. Landscaping and fences provide a buffer between the warehouse and Carp Road.

Parking for the site will be provided around the warehouse building, as seen on the proposed site plan in figure 2. There is a total of 50 parking spaces proposed for the entire site to accommodate the proposed use. Access to the facility will be from Carp Road.

The site is in the Carp Road Corridor Area Specific Policy Area and is designated Convenience Commercial. The site is currently zoned RC7 Rural Commercial Zone, with warehouse, office and commercial uses permitted on the site. This area will be zoned RIL7 once the Draft Zoning by-law for the City of Ottawa comes into effect. The RIL7 zone permits an instructional facility as a conditional use.

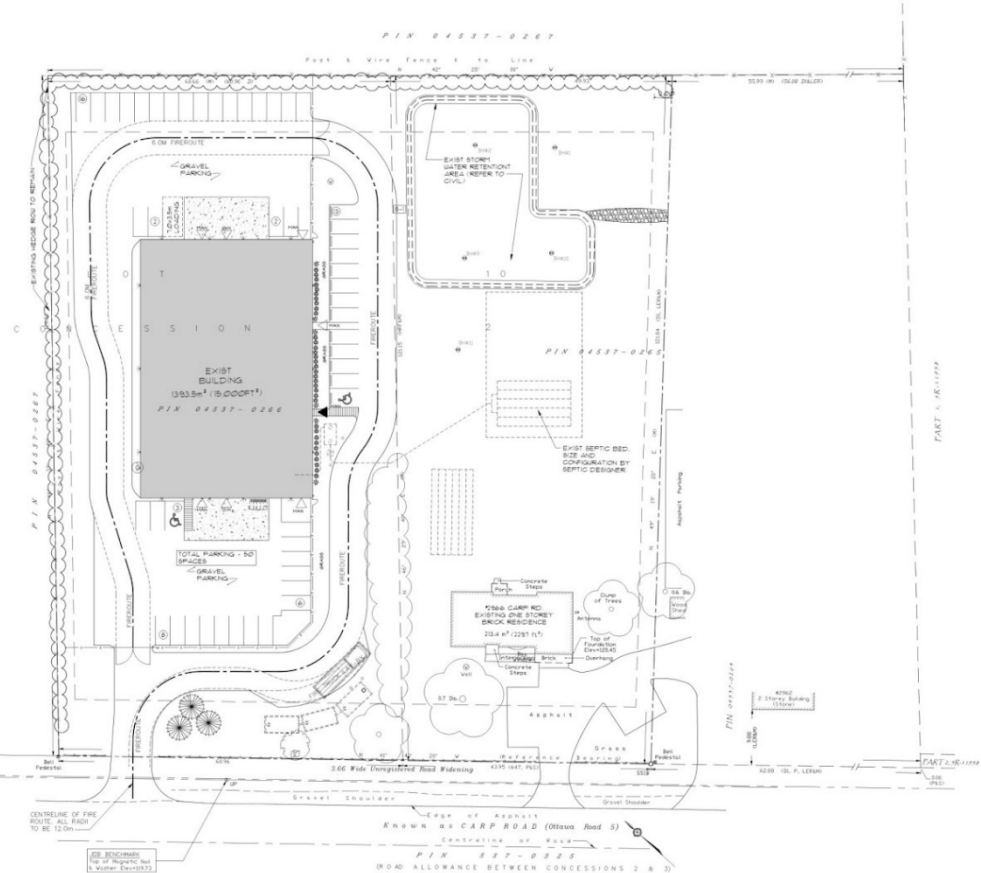
Proposed Amendments

ZBA: We are seeking a site-specific exception to the current city of Ottawa zoning bylaw to add the following as a permitted use under the rural commercial (RC7) zoning designation:

- Instructional Facility

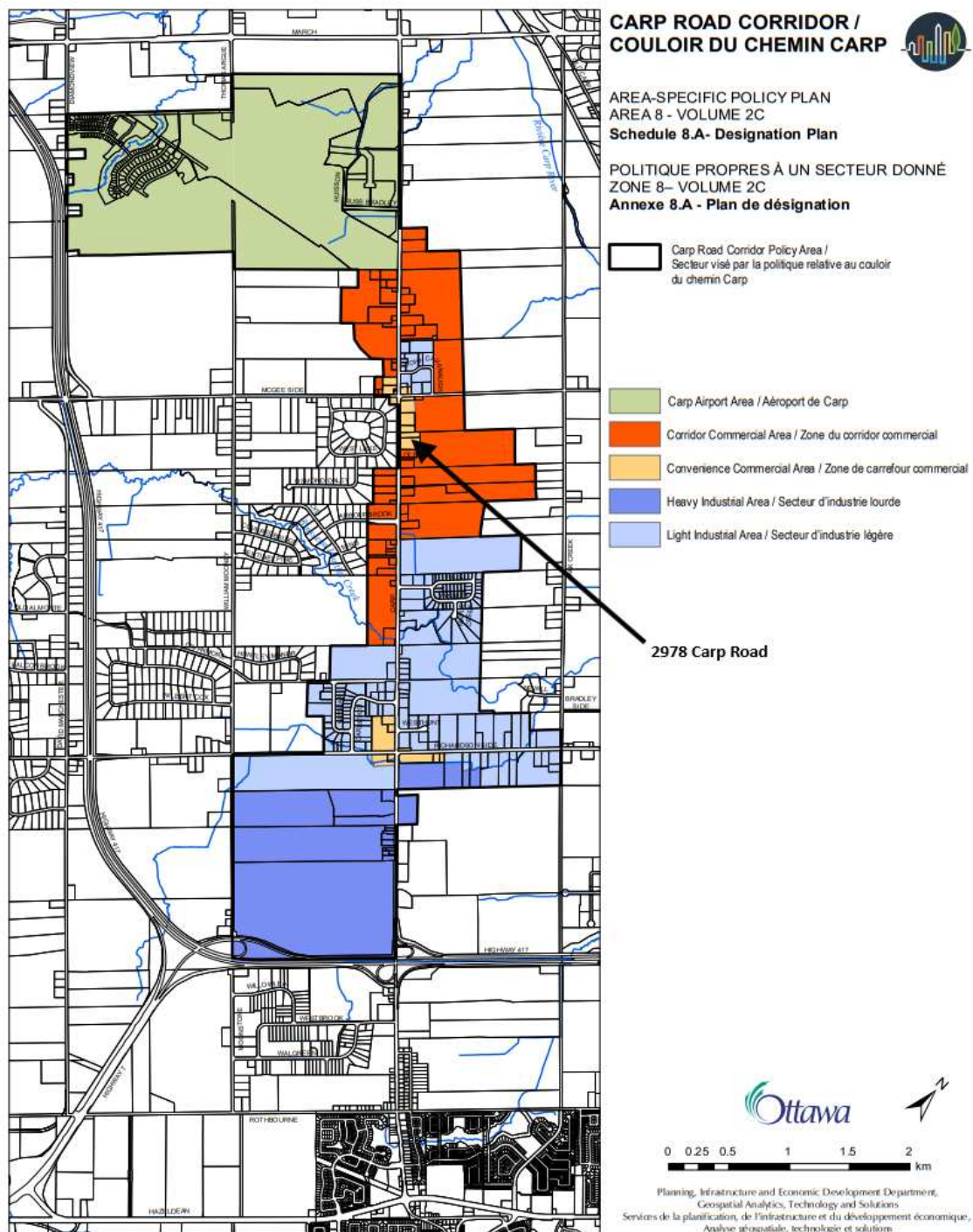
The definition of an Instructional Facility in the Zoning by-law 2008- 250 is:

Instructional facility means a business that provides practical instruction or training in an art, hobby, skill or trade; and includes things commonly referred to as a dance or music school or studio, a computer training facility, an art or craft school or studio, a martial arts school and any other similar school or similar studio. (établissement d’instruction)



Source: Nautical Lands Management Corporation., 2025

Figure 3: Location of Subject site within the Carp Road Corridor Area Specific Policy Plan



City of Ottawa, 2025

Section 4: Policy and Regulatory Framework

Planning Act (1990)

The *Planning Act* (the Act) is provincial legislation that establishes the framework and rules for land use planning in the Province of Ontario. The Act outlines matters of provincial interest and identifies the respective roles and responsibilities of the province and local municipalities to implement the planning framework.

Section 1

The purposes of the Act, as indicated in Section 1.1 of the Act, are:

- a. to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;*
- b. to provide for a land use planning system led by provincial policy;*
- c. to integrate matters of provincial interest in provincial and municipal planning decisions;*
- d. to provide for planning processes that are fair by making them open, accessible, timely and efficient;*
- e. to encourage co-operation and co-ordination among various interests;*
- f. to recognize the decision-making authority and accountability of municipal councils in planning.*

Section 2

As outlined under Section 2 of the Act, municipalities and the Ontario Land Tribunal, in carrying out their responsibilities, shall have regard to, among other matters, matters of provincial interest such as (“...” denotes a truncated list):

...

- h) the orderly development of safe and healthy communities;*
- i. the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;*
- j) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;*
- j) the adequate provision of a full range of housing, including affordable housing;*
- k) the adequate provision of employment opportunities;*
- l) the protection of the financial and economic well-being of the Province and its municipalities;*
- o) the protection of public health and safety;*

-
- p) the appropriate location of growth and development;*
 - q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;*
 - r) the promotion of built form that,*
 - i. is well-designed,*
 - ii. encourages a sense of place, and*
 - iii. provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;*

Response: The proposed use of Instructional Facility has regard for the above-noted matters of provincial interest. The proposal represents a form of orderly development, which will improve access to safe community service for youth in Ottawa. This will contribute to the creation of safer and healthier communities. The proposed use will provide a service that is greatly needed in the community. The subject site is ideally located in proximity to highways, the Village Commercial area and other commercial in the Carp community that will benefit from the parents dropping off children and utilizing nearby shops in the Carp Community. This will promote a mutually beneficial relationship between land uses, serving to protect the health and well-being of residents, as well as the financial and economic well-being of the municipality and province. The proposed use will also result in the creation of approximately 50 employment opportunities, further supporting the economic well-being of the municipality. Adding the use of Instructional Facility to the current zoning designation will create a sense of community and will benefit all the commercial areas within Carp.

Section 3

Under Section 3 of the Act, the Province may issue policy statements which relate to municipal planning and are of provincial interest. To this end, Section 3(5) states that decisions of municipal councils, local boards, or the Ontario Land Tribunal (among others), in respect of the exercise of any authority that affects a planning matter shall:

- a) be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision and*
- b) conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be.*

Of particular relevance to the proposed Official Plan and Zoning By-law Amendments is to conform with provincial plans.

16 (1) An official plan shall contain,

-
- a. goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic, built and natural environment of the municipality or part of it, or an area that is without municipal organization;
 - (a.1) such policies and measures as are practicable to ensure the adequate provision of affordable housing;
 - b. a description of the measures and procedures for informing and obtaining the views of the public in respect of,
 - (i) proposed amendments to the official plan or proposed revisions of the plan,
 - (ii) proposed zoning by-laws,
 - (iii) proposed plans of subdivision, and
 - (iv) proposed consents under section 53; and
 - c. such other matters as may be prescribed. 2015, c. 26, s. 17; 2017, c. 23, Sched. 3, s. 5 (1).

Response: Section 16 (1) (a) states that the Official Plan sets the goals and objectives established primarily to manage the effects of the social, economic and built and natural environment. The site is designated Convenience Commercial in the Carp Road Corridor Area Specific Policy Area. The permitted uses include a variety of retail and commercial uses, professional offices and gas bars. Instructional Facility is permitted in commercial designations in the City of Ottawa zoning bylaw and should therefore be considered a commercial use. Although this use is not specifically listed as permitted use in the convenience commercial designation, the list is not exhaustive. Other sections of the Carp Road Corridor Area Specific Policy Area specifically prohibit commercial uses, however, Convenience Commercial permits commercial uses and does not prohibit these uses. It is implied that instructional facilities are permitted and thus considered acceptable. Instructional facilities already exist in the Carp Road Corridor such as the dance academy located at 2710 Carp Road. The Draft Zoning Bylaw permits the use of Instruction Facility on the site. Thus, it has already been considered for the Convenience Commercial designation.

It is therefore concluded that the proposed use is acceptable for this location. It complies with the intent of the Official Plan and with the intent of the current Zoning By-law. It conforms with the Draft Zoning by-law. The proposed development will not negatively impact the current uses in the Carp Road Corridor Area Specific Policy Area. It will support the businesses in Carp, specifically the Carp Village.

Provincial Planning Statement (2024)

The Provincial Planning Statement 2024 (PPS) sets out key Provincial interests with regard to land use planning. It came into effect on October 20, 2024, and applies to planning decisions made on or after that date, replacing the Provincial Policy Statement that came into effect on May 1, 2020. The goal of the PPS is to achieve livable and resilient communities. Decisions made by all approval authorities in the Province of Ontario must be consistent with the policies of the Statement.

The proposal for 2978 Carp Road is consistent with the policies in the PPS, notably:

2.5 Rural Areas in Municipalities

1. Healthy, integrated and viable rural areas should be supported by:

- a) building upon rural character, and leveraging rural amenities and assets;
- b) promoting regeneration, including the redevelopment of brownfield sites;
- c) accommodating an appropriate range and mix of housing in rural settlement areas;
- d) using rural infrastructure and public service facilities efficiently;
- e) promoting diversification of the economic base and employment opportunities through goods and services, including value-added products and the sustainable management or use of resources;
- f) providing opportunities for sustainable and diversified tourism, including leveraging historical, cultural, and natural assets;
- g) conserving biodiversity and considering the ecological benefits provided by nature; and
- h) providing opportunities for economic activities in prime agricultural areas, in accordance with policy 4.3.

2. In rural areas, rural settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.

3. When directing development in rural settlement areas in accordance with policy 2.3, planning authorities shall give consideration to locally appropriate rural characteristics, the scale of development and the provision of appropriate service levels.

Growth and development may be directed to rural lands in accordance with policy 2.6, including where a municipality does not have a settlement area.

Response: The subject site is located in a rural area of the City of Ottawa. The proposed use of an instructional facility promotes diversification of the economic base and provides employment opportunities in the rural area as this use is not commonly found in the area. The proposed use will draw residents from outside of the Carp area to the site on a consistent basis, who might not travel to the rural area under regular circumstances. The parents of members of the instruction facility will

travel to the site to drop off their child, who will then have the opportunity to shop at local retail and commercial establishments while the child is attending the instructional facility. The proposed use will efficiently use the surrounding rural infrastructure and will not put undue stress on the road network.

2.6 Rural Lands in Municipalities

1. On rural lands located in municipalities, permitted uses are:

- a) the management or use of resources;
- b) resource-based recreational uses (including recreational dwellings not intended as permanent residences);
- c) residential development, including lot creation, where site conditions are suitable for the provision of appropriate sewage and water services;
- d) agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, in accordance with provincial standards;
- e) home occupations and home industries;
- f) cemeteries; and
- g) other rural land uses.

2. Development that can be sustained by rural service levels should be promoted.

3. Development shall be appropriate to the infrastructure which is planned or available, and avoid the need for the uneconomical expansion of this infrastructure.

4. Planning authorities should support a diversified rural economy by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.

5. New land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.

Response: The proposed site-specific use would allow for an instructional facility on the subject lands, which can be sustained by current rural service levels. It is concluded that the proposed use can be supported by the current infrastructure along the Carp Road Corridor as well as the private services on the subject site. This is demonstrated by the Traffic Impact Assessment prepared by GCH Transportation and the Hydrogeological Assessment and Terrain Analysis prepared by Paterson. The instructional facility is a resource-based recreational use, which is permitted on rural lands. This use supports a diversified rural economy along the Carp Road Corridor.

2.8 Employment

2.8.1 Supporting a Modern Economy

1. Planning authorities shall promote economic development and competitiveness by:

- a) providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- b) 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;
- c) identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;
- d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and
- e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

2. Industrial, manufacturing and small-scale warehousing uses that could be located adjacent to sensitive land uses without adverse effects are encouraged in strategic growth areas and other mixed-use areas where frequent transit service is available, outside of employment areas.

3. In addition to policy 3.5, on lands within 300 metres of employment areas, development shall avoid, or where avoidance is not possible, minimize and mitigate potential impacts on the long-term economic viability of employment uses within existing or planned employment areas, in accordance with provincial guidelines.

4. Major office and major institutional development should be directed to major transit station areas or other strategic growth areas where frequent transit service is available.

Response: The proposed instructional facility on the subject site will foster employment, as it will generate approximately 50 employment positions. It diversifies the economic base of the area, as this type of instructional facility is not commonly found along the Carp Road Corridor, or the Carp Village. As this is the case, the subject site will provide a mix and range of employment positions that are not abundantly available in the area. It will also bring patronage into the area which will bring increased visibility to retail and commercial uses along Carp Road and in the Carp Village.

2.8.2 Employment Areas

1. Planning authorities shall plan for, protect and preserve employment areas for current and future uses, and ensure that the necessary infrastructure is provided to support current and projected needs.
2. Planning authorities shall protect employment areas that are located in proximity to major goods movement facilities and corridors, including facilities and corridors identified in provincial transportation plans, for the employment area uses that require those locations.
3. Planning authorities shall designate, protect and plan for all employment areas in settlement areas by:
 - a) planning for employment area uses over the long-term that require those locations including manufacturing, research and development in connection with manufacturing, warehousing and goods movement, and associated retail and office uses and ancillary facilities;
 - b) prohibiting residential uses, commercial uses, public service facilities and other institutional uses;
 - c) prohibiting retail and office uses that are not associated with the primary employment use;
 - d) prohibiting other sensitive land uses that are not ancillary to uses permitted in the employment area; and
 - e) including an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability.
4. Planning authorities shall assess and update employment areas identified in official plans to ensure that this designation is appropriate to the planned function of employment areas. In planning for employment areas, planning authorities shall maintain land use compatibility between sensitive land uses and employment areas in accordance with policy 3.5 to maintain the long-term operational and economic viability of the planned uses and function of these areas.

Response: Per the City of Ottawa Official Plan Amendment No. 46, lands within the Convenience Commercial Area are not considered an employment area for the purposes of the Provincial Planning Statement.

2.9 Energy Conservation, Air Quality and Climate Change

1. Planning authorities shall plan to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:

- a) support the achievement of compact, transit-supportive, and complete communities;

Response: The addition of an instructional facility on site helps to achieve a complete community along the Carp Road and extended Carp Village area. As there is not currently an instructional facility of this type in the area, residents in Carp, and Ottawa as a whole, will have an option to train in this area, instead of having to travel to other parts of the city, or outside of the city altogether.

3.3 Transportation and Infrastructure Corridors

2. Major goods movement facilities and corridors shall be protected for the long term.

Response: The subject site is located along the Carp Road Corridor, which is an important corridor for the area in terms of major goods movement. GCH Transportation has prepared a Transportation Impact Assessment, which concluded that the addition of the instructional facility will not negatively impact the major goods movement along the corridor. There are no projected negative impacts related to the trips generated by the new use on site. A summary of the Transportation Impact Assessment can be found in section 5 of this report.

3.7 Waste Management

1. Waste management systems need to be planned for and provided that are of an appropriate size, type, and location to accommodate present and future requirements, and facilitate integrated waste management.

Response: The site is served by a septic facility on-site. Per the Hydrogeological Assessment and Terrain Analysis provided by Paterson, the septic tank can be upgraded to accommodate the expected amount of volume based on the projected number of people on site.

Ottawa Official Plan

Section 2.Strategic Directions

2.1The Big Policy Moves

This new Official Plan is proposing five broad policy directions as the foundation to becoming the most liveable mid-sized city in North America over the next century. Several of these policies relate to the proposed zoning bylaw amendment at the subject site:

Big Policy Move 3: Improve our sophistication in urban and community design and put this knowledge to the service of good urbanism at all scales, from the largest to the very small. Ottawa is a city of neighbourhoods and Villages. Each of these neighbourhoods and Villages have their own characteristics that make them different from each other. Yet, despite these differences, the elements of successful neighbourhoods and Villages are quite similar- whether it's safe and easy access to groceries, parks and schools, good housing options, or gathering places like Mainstreets, soccer fields or coffee shops. The goal of this Plan is to contribute towards stronger, more inclusive and more vibrant neighbourhoods and Villages in a way that reflects the differences from highly urbanized and dense areas in the downtown, to lower-density suburban areas farther out. The goal of this Plan is also to contribute toward stronger, more inclusive and vibrant neighbourhoods and Villages that reflect and integrate Ottawa's economic, racial and gender diversity in every neighbourhood. Planning for the evolution of a new subdivision in Kanata or Barrhaven will be different than for a former streetcar suburb such as Hintonburg, or a 19th century downtown neighbourhood like Centretown.

The Official Plan introduces a transect approach to planning that will better distinguish, by context, Ottawa's distinct neighbourhoods and rural Villages, resulting in policies that are better tailored to an area's context, age and function in the city. The City has been divided into six transects—each representing a different gradation in the type and evolution of built environment and planned function of the lands within it, from the most urban (the Downtown Core) to the least urban (Rural). Policies associated with land use designations, including Hubs, Corridors, Neighbourhoods and Rural Villages are specific to the context of each transect. Finally, overlays have been identified where specific policy direction is needed beyond those contained in land use designations to guide growth, to allow certain types of activities and provide built form guidance. Identifying Design Priority Areas, including Special Districts, targets areas of the city that are important to our national and international image as the capital of Canada, that are key regional economic or entertainment districts, or that are local spaces that are important to our local identity.

Response: The proposed instructional facility helps to foster a successful neighbourhood in Carp, as it strengthens the vibrancy and economic diversity of the neighbourhood. It adds a use which is not currently found in the Carp Road Area Specific Policy Area or Carp Village.

Big Policy Move 5: Embed economic development into the framework of our planning policies. A range of interconnected factors influence economic sustainability and growth. In the Official Plan, an economic development lens is taken to policies throughout the Plan spanning the rural, suburban and urban contexts. While land use policies in the Official Plan alone do not ensure economic development, they provide an important foundation for other City initiatives and programs to support economic development and create a context for business and entrepreneurship to succeed.

The Official Plan supports long-term economic sustainability and growth in a number of ways, working with other City programs. In the Plan, flexible land use designations are adaptable to changing economic conditions, new industries and ways of doing business. The Official Plan also supports a broad geographic distribution of employment so that people have the choice to work closer to where they live. Special Economic Districts are individually identified areas in the Plan with tailored policies that support these areas as economic generators and hubs for innovation. Land is also designated for employment uses like goods movement and manufacturing in strategic locations to support those industries and allow for their evolution. The protection of non-renewable resources including prime agricultural lands and aggregates (bedrock, sand and gravel) also helps to safeguard the rural economy. Ottawa's economic success continues to be based on maintaining a liveable city and having affordable market-based housing options in relation to larger cities. We need to attract skilled workers to support growing and new enterprises in Ottawa and be a choice destination for new Canadians. Becoming more liveable and affordable relative to other cities is a key to Ottawa's success. That is why there is a high degree of relationship between achieving the other Big Policy Moves that will facilitate economic success.

Response: The proposed instructional facility supports long-term economic sustainability along the Carp Road Corridor as it would provide a new industry in the area and provide a function to the subject site which has been vacant for over 5 years. The proposed use would support approximately 50 employment positions.

2.2 Cross Cutting Issues

Some of the City's policy goals require implementation policies that span multiple themes and fall under a number of other City policies, plans, by-laws and operational or other practices. For instance, creating healthy and inclusive communities requires policy direction related to areas such as mobility, housing, urban design, parks and growth management. Six of these cross cutting issues have been

identified that are essential to the achievement of a liveable city, but are implemented through the policies in multiple sections of this Plan. To the extent that urban planning or development decisions can play a role in achieving the City's intent, these themes are to be considered:

- Intensification
- Economic Development
- Energy and Climate Change
- Healthy and Inclusive Communities
- Gender and Racial Equity
- Culture

Subsections 2.2.1 to 2.2.6 provide the broader context and policy intent related to these issues. However, the Official Plan policies that give effect to the policy intent of each cross-cutting issue are embedded throughout many sections of this Plan. Many of these policies are identified through issue specific icons attached to sections of this Plan. These icons are intended simply to draw the link between the section and a specific cross cutting issue but do not confer additional weight to any particular section or policy. The Official Plan guides the city's physical growth and change. It is not the only City document that plans for its operations and services. Many of these cross-cutting issues are addressed in other City policy documents and plans (see Subsection 1.4), and consequently, the Official Plan needs to be read in conjunction with those other policy documents. Furthermore, where other policies exist, the Official Plan will not repeat policy, particularly when that policy is not related to physical growth and change.

Response: The proposed Instructional Facility relates to several of the cross cutting themes identified. The proposal provides positive economic development to the Carp area by supporting diversified employment positions and generating economic activity in the area by bringing people to the site who might not typically have a reason to visit the area. It promotes healthy communities as it will allow for an instructional facility to operate on site, which will give children the opportunity to partake in the recreation that will result from the facility. It will also promote culture by allowing a use that fosters recreation and creativity amongst its users.

Section 5. Transects

5.5.1 Recognize a rural pattern of built form and site design

1. Built form in the Greenbelt and Rural Transect areas, where development is permitted shall be low-rise. Mid-Rise buildings may be permitted with the Greenbelt Transect area identified by the Zoning By-law and within Villages as identified in a secondary plan.
 - b) Outside Villages, where development is permitted, built form and site design shall be premised on maintaining the rural character, image and identity; and
 - c) Outside of Villages, sites shall be designed to locate surface parking, storage and paved areas far from the road frontage, and access to such areas shall be designed to maintain rural character. The frontage along the road shall be landscaped and treed in a way that respects the rural landscape and enhances the green edge of rural roads. Elements such as low fences, hedges or landscape-based ornaments may be used to enhance the site frontage.

Response: The subject site is located in the rural transect. The existing building is low-rise, and the built form does not negatively impact the rural character, image or identity of the surrounding area, and the proposed added use will not affect this either. In order to accommodate the parking needed, the proposed surface parking lot will surround the existing building, however this is located away from the road frontage and has vegetation and a fence as a buffer from the road. The fence and landscape buffer enhances the site frontage and enhances the rural character of the area.

2. Development in the Greenbelt and Rural Transect areas shall:
 - a. Be of low density throughout, with the majority of residential uses and commercial and institutional uses concentrated within Villages;
 - c. Allow for uses that integrate well with the natural environment and rural area;
 - e. Be adequately serviced and not create any risk that cannot be adequately mitigated, to the quality and quantity of groundwater for the surrounding area

Response: The existing building is low-rise and integrated well with the rural area. The site is privately serviced by a well and septic system which can be upgraded to support the capacity of the proposed use.

5.5.2 Recognize mobility options and street connectivity in the Greenbelt and Rural Transects

1. Mobility in the Rural area shall be premised on a recognition of the necessity to cover long distances, and that the use of personal vehicles is the most prevalent means of transportation within, and to and from, the Rural area. The Rural mobility network shall:
 - a. Have arterial rural roads designed to a rural cross-section;
 - b. Have a designated road network to provide for the efficient movement of goods;

Response: The site is accessible via Carp Road which is an arterial road. The transportation Impact Assessment provided by GCH Transportation indicates that the increased vehicular traffic from the proposed Instructional Facility will not negatively impact the efficient movement of goods along Carp Road.

Section 9 Rural Designations

9.3 Rural Industrial and Logistics

Lands designated as Rural Industrial and Logistics are intended to support uses that are not suitable in the Urban area or Rural Countryside due to the requirements for large areas of land or separation from their noxious activity. These uses provide for a full range of activities across multiple industry sectors, which include warehouse, distribution, light and heavy industrial uses and small offices. Rural Industrial and Logistics areas are served by arterial roads, most of which are located in close proximity to 400 series highway interchanges to facilitate the efficient movement of goods while limiting disruption to local rural traffic. This designation is considered an employment area for the purposes of the Provincial Policy Statement.

Response: The subject site is designated Rural Industrial Logistics in the City of Ottawa Official Plan. The zoning amendment seeks to allow for an Instructional Facility to operate on site. The language of section 9.3 does not specifically outline the permitted and non-permitted uses. The section provides general direction for a range of activities that can be considered and does not specify that an instructional facility falls outside of the full range of activities across multiple industry sectors. The proposed added use meets the intent of the Rural Industrial and Logistics designation as the facility will require a large area of land, which is not suitable in the Urban area or Rural Countryside. Furthermore, the Carp Road Corridor Area Specific Policy Area provides additional clarity regarding the types of uses permitted along this section of Carp Road. The Convenience Commercial Area does allow for non-industrial and non-employment uses.

Per OPA 46, the convenience commercial designation of the Carp Road Corridor Area Specific Policy Area is no longer designated as an employment area. The proposed use will supply 50 employment positions.

It is therefore concluded that the proposed instructional facility use complies with the intent of the Rural Industrial and Logistics designation of the City of Ottawa Official Plan.

9.3.1 Permit a range of industrial activity and functions to make the best use of rural locations

1. Rural Industrial and Logistics areas are designated on Schedule B9 and are located along arterial roads and in close proximity to highway interchanges
2. Development on lands designated as Rural Industrial and Logistics shall consider the following:
 - a) Building design, Site layout and landscape in a way that maintains and enhances the rural identity and feel of the area in which such development takes place;
 - b) Appropriate screening from public roads and adjacent properties using natural vegetation, preferably existing vegetation where possible;
 - c) Outdoor amenity areas for employees and landscaping that supports the City's tree canopy targets; and
 - d) Accesses are designed to minimize hazards between the road on which the development fronts and its vehicular points of access.
3. Development shall be supported by individual private wells and sewage systems unless the City agrees to the development of multiple lots on a small water and wastewater system in conformity with the policies in this Plan.
4. All new development proposed within the Ontario Ministry of Transportation's permit control area shall manage driveway access proximity to the interchange that is in keeping with the Ontario Ministry of Transportation's Access Management Guidelines.
5. Severances in Rural Industrial areas are permitted; however, large lots of sufficient size to accommodate uses associated with goods movement and storage shall be the dominant size within each designation area and any smaller lots should be located in a manner that shall not limit the development of an industrial subdivision.

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6. Lands designated as Rural Industrial and Logistics, located on Carp Road are subject to the policies of the Carp Road Corridor Area-Specific Policy Area.
 7. The City will have no financial obligations for any changes to the municipal roadway or transportation network, based on appropriate transportation studies as a result of proposed development. Any development must also demonstrate options for transportation such as carpooling or other shared service that mitigate the need for a personal vehicle and on-site parking.

Response: The subject site will support the rural identity of the area through its appropriate existing building layout. The site is situated away from Carp Road and has several fences and trees to act as a buffer between the building and the road and minimizes hazards from the road. The private well and septic services have been assessed and can be increased to support the instructional facility. The traffic impact assessment does not indicate any hazards between the road on which the development fronts and its vehicular points of access. It is therefore concluded that the proposed use of instructional facility will make best use of the subject rural site and takes into consideration the policies of section 9.3.1.

9.3.2 Maintain clusters of industrial uses to reduce incompatibilities with the Rural Area

1. The following uses are permitted in Rural Industrial and Logistics areas
 - a) Heavy and light industrial uses, such as value-added processing, fabrication, manufacturing, equipment and supply centres, machine and vehicle sales and servicing, landscape and construction yards, nurseries;
 - b) Transportation, distribution, warehouse and large-scale storage operations;
 - c) Uses that are noxious by virtue of their noise, odour, dust or other emissions or that have potential for impact on air quality or surface water or groundwater, such as salvage or recycling yards, composting or waste transfer facilities; concrete plants; the treatment of aggregate products; and abattoirs; where they shall not be located adjacent to a highway unless suitable screening and landscaping are provided; and
 - d) Commercial uses that primarily provide services to employees of the Rural Industrial and Logistics area or the travelling public such as a restaurant, gas station, a retail store up to 300 square metres of gross leasable space or similar uses. A commercial use involving the display and sale of products manufactured or warehoused on the site are permitted provided that the retail floor space does not exceed the greater of 300 square metres or 25 per cent of the gross floor area of the building.

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2. Residential, institutional and other sensitive uses that would conflict with or be negatively affected by the operations of these industrial uses are prohibited.
 3. To avoid adverse effects on sensitive uses and to protect the long-term economic viability of industrial uses and major facilities, the Province's Land Use Compatibility Guidelines shall be applied to the development of major facilities and/or sensitive land uses in proximity of major facilities as outlined in the guidelines.

Response: The proposed use of an instructional facility will be located within an existing warehouse, on the subject site. The use of Instructional facility is not considered a sensitive use in nature. An Instructional facility is considered a commercial use. The proposed use is not located within a heavy industrial area and will not impact the industrial clusters within the Rural Industrial and Logistics areas. It is located in an are of that permits commercial uses. As demonstrated in the Traffic Impact Assessment, the traffic generated from the instructional facility will not negatively affect the other industrial uses along the corridor. There is currently a need for his use in the area as there are no other such facilities to support the rural community in the Kanata / Carp area. It is a viable economic use. It is the opinion of the applicant that the addition of an instructional facility will benefit the surrounding rural community and will not negatively impact the function of the Rural Industrial and Logistics Area.

Volume 2C – Area-Specific Policies

8. Carp Road Corridor

The following policies are applicable to lands designated on Schedule 8.A - Designation Plan, Volume 2C - Official Plan.

General

8.1 Until such time as the lands are developed for the intended use as prescribed by the Official Plan, the use of these lands which were legally established at the time of adoption of the Official Plan, shall be restricted to those uses only. A limited range of agricultural uses are also permitted.

Land Designations

8.5 On lands designated as Convenience Commercial Area, permitted uses include retail stores, restaurants, personal services, banks, professional offices and gas bars. These uses shall be limited in size as determined by the Zoning By-law.

Response: The subject site is located in the Carp Road Corridor and is designated Convenience Commercial Area. Although the Convenience Commercial Area lists permitted uses, the list is not exhaustive and the wording suggests flexibility in potential permitted uses. Instructional facilities are permitted in most commercial zones in the City of Ottawa, therefore it is concluded that the instructional facility use is commercial by nature. Since the list of permitted uses in the Convenience Commercial Area are not exhaustive, it is implied that other commercial uses may be permitted under the right circumstances, which are intended to be further defined through the implementing Zoning By-law. As the instructional facility is commercial by nature, the added use is considered acceptable.

The addition of instructional facility use is appropriate as the added use will not negatively impact the intent of the area specific policy area. The general intent of the area specific policy area is to allow for specific uses which will protect the light-industrial nature of the Carp Road Corridor. The addition of an Instructional Facility onto the subject site will not negatively affect the intended use of the corridor. The site has been not seen use for over 5 years. By permitting an instructional facility at this location, the proposal will make efficient use of existing built resources and infrastructure. By allowing an instructional facility on the subject site, this will allow users of the instructional facility to patronize nearby businesses along the Carp Road Corridor. In this case, it is likely that the parents of members of the instructional facility will drop off their child at the facility and will patronize the abundance of cafes, restaurants, personal service shops and other retail along the corridor. The proximity to Carp Village also allows for parents to patronize the commercial and retail within the Carp Village Secondary Plan Area, which will add to its customer base. Overall, the addition of the site-specific use will not detract from or otherwise negatively impact the nearby employment functions of the corridor, but will support nearby economic activity.

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

RC - Rural Commercial Zone (Sections 217-218)

Purpose of the Zone

The purpose of the RC – Rural Commercial Zone is to:

1. Permit the development of highway and recreational commercial uses which serve the rural community and visiting public in areas mainly designated as General Rural Area, Village and Carp Road Corridor Rural Employment Area in the Official Plan;
2. Accommodate a range of commercial uses including services for the traveling public as well as agriculture-related, vehicle-oriented and construction products and services;
3. Permit research facilities in areas designated Greenbelt Employment and Institutional Area in the Official Plan, and
4. Regulate development in a manner that has a minimal impact on the surrounding rural area or villages.

217. In the RC Zone:

Permitted Uses

1. The following uses are permitted subject to:
 - a. the provisions of subsection 217(3) to (5);
 - b. despite the definition amusement park, a go-cart track is not permitted in an RC zone which abuts in whole or in part any VM, V1, V2 or V3 zone;
 - c. retail store is limited to the sale of agricultural, construction, gardening or landscaping-related products, equipment or supplies;
 - d. the detached dwelling or dwelling unit is limited to one in total and must be accessory to a permitted use;
amusement centre, amusement park, animal care establishment, animal hospital, artist studio, automobile rental establishment, automobile dealership, automobile service station, bar, campground, car wash, click and collect facility (By-law 2016-289), detached dwelling, dwelling unit, gas bar, heavy equipment and vehicle sales, rental and servicing hotel kennel, see Part 3, Section 84 parking lot, restaurant, retail food store, limited to a farmers' market (By-law 2016-134) retail store, storefront industry, see Part 3, Section 99 (By-law 2018-171), warehouse (By-law 2013-58)

- e. no single commercial use can occupy more than 2500 m² of gross leasable floor area on any lot in a RC zone in a village shown on Schedule 9. (By-law 2013-58) (By-law 2017-148)
- f. Where an outdoor farmers' market is located on a lot with another use, the primary or subzone provisions do not apply and the farmers' market may only be located in a:
 - (i) parking lot;
 - (ii) yard abutting a parking lot; and,
 - (iii) front of corner side yard; associated with the other use. (By-law 2016-134)

Conditional Permitted Uses

(2) The following conditional uses are permitted subject to the following:

- a. the provisions of subsection 217(3) to (5);
- b. provided that they are located in the same building or on the same lot as a permitted use; bank machine, convenience store, drive-through facility, personal service business

Zone Provisions

(3) Zone provisions are set out in Table 217 below:

TABLE 217 - RC ZONE PROVISIONS (By-law 2021-215)

I ZONING MECHANISMS		II PROVISIONS
(a) Minimum lot area (m ²)		4000
(b) Minimum lot width (m)		30
(c) Minimum front yard setback (m)		10
(d) Minimum interior side yard setback (m)	Abutting residential zone	4.5
	All other zones	3
(e) Minimum corner side yard setback (m)		6
(f) Minimum rear yard setback (m)		10
(g) Maximum height (m)		11
(h) Maximum lot coverage (%)		25
(i) Landscaping of yards		-required front and corner side yards to be landscaped, except for driveways crossing the front or corner side yard leading to a parking area
(j) Outdoor storage		-outdoor storage permitted in interior side and rear yard only; must be screened and concealed from view from abutting streets and from abutting non-commercial or non-industrial zones

Response: The proposed use will provide a recreational commercial use along Carp Road in the form of an instructional facility. This will serve the rural community and visiting public by providing a use that is not commonly found in the area. The added use is projected to have a minimal impact on the surrounding rural area.

The added use on site will have a positive economic impact on the surrounding rural area. The nature of the proposed use will allow parents to drop off their child at the Instructional Facility and patronize the nearby commercial and retail establishments along the Carp Road Special Policy Area and within the Carp Village Secondary Area. The addition of this amount of these additional customers will be economically beneficial to surrounding businesses.

It is therefore concluded that the site-specific zoning exemption conforms to the general intent of the RC zoning designation.

RC6 AND RC7 SUBZONES – CARP ROAD CORRIDOR (CONVENIENCE COMMERCIAL NODES)

(5) In the RC6 and RC7 subzones:

- a. the retail store is limited to a convenience store and to the sale of goods, products, equipment, supplies or services manufactured, processed, assembled, packaged or delivered by a permitted use, or the sale of previously prepared materials used in the manufacturing, processing, assembly, packaging or delivery of finished parts, finished products or services; (By-law 2014-166)
- b. the following uses are also permitted: bank office retail store (By-law 2019-338)

(6) The RC6 and RC7 subzone provisions apply as follows:

- a. for the RC6 subzone the provisions of the RC2 subzone in Table 218A apply;
- b. for the RC7 subzone the provisions of the RC zone in Table 217 apply.

Response: The proposed use of Instructional Facility is not currently permitted in RC7 zone of the City of Ottawa Zoning By-law No. 2008-250, therefore the applicant is seeking a site-specific exception to allow for an instructional facility as an added use on-site. The second draft of the Draft City of Ottawa Zoning By-law, which will come into effect in 2026, does allow for an instructional facility on the subject site, which indicates that the City of Ottawa considers this use as appropriate. It is therefore concluded that the proposed use is acceptable for this area as it is implied to be acceptable in the Official Plan, and permitted in the Rural Commercial Zone as a recreational commercial use. It is outlined as a conditional use in the Draft Zoning Bylaw.

Draft City of Ottawa Zoning By-law 2026-50

The Draft City of Ottawa Zoning By-law is currently being considered. Draft 2 of the proposed new Zoning By-law was released to the public on March 20, 2025, with consultations occurring throughout the process to gather feedback on Draft 2 of the new Zoning By-law. It is anticipated that the new zoning by-law will come into effect in 2026.

Section 1308-3 – RIL6 and RIL7 Subzones (Carp Road Corridor Convenience Commercial)

Permitted Uses

(1) Sections 1308 (1) to (2) do not apply and only the following uses are permitted in the RIL6 and RIL7 Subzones:

- automobile rental establishment
- car wash
- drive-through facility
- gas bar parking lot
- storefront industry

Conditional Uses

(2) The following conditional uses are also permitted in RIL6 and RIL7:

- animal care establishment
- artist studio
- bank
- instructional facility
- medical facility
- micro-distribution facility
- office
- personal service business
- restaurant
- retail store

Subject to the following:

- a. the gross floor area may not exceed 300 square metres; and
- b. the cumulative gross floor area of uses listed in (2) on a lot must not exceed 900 square metres.

Response: The subject site will be designated RIL7 in the future City of Ottawa Zoning By-law. The RIL7 subzone includes “instructional facility” as a permitted use. Per the Draft Zoning Bylaw, an instructional facility is defined as:

a building or part of a building, other than a school or post-secondary educational facility, whose primary function is the instruction or teaching of an art, skill, hobby, trade or business, and includes tutoring businesses.

This definition follows the same intent the current Zoning (By-law No. 2008-250). It is therefore concluded that this definition fits the intended use of the proposed cheer school facility, and therefore seeks to add “instructional facility” as a site-specific use to the subject site. The amendment is to add this use to the current zoning RC7 designation, as it is clearly being considered as an appropriate use in the Draft zoning by-law.

Notes

The RIL6 and RIL7 subzones are based on the RC6 and RC7 subzones in the current Zoning By-law. These subzones, as well as RIL8 and RIL9, were created to implement the former Carp Road Corridor Community Design Plan (CDP). The CDP was condensed and transferred to the Area-Specific Policies of the Carp Road Corridor (Volume 2C of the Official Plan).

Subsection (1) – New provision that implements the Convenience Commercial Designation in the Carp Road Corridor. Permitted and conditional uses have been modified for the second draft to better align with the Area-Specific Policies for the area.

Subsection (2) – New provision that implements the Area-Specific Policies for the Carp Road Corridor with a size limit for uses intended for employees and the travelling public.

Subsection (3) – Table 1308-3 – New provisions that are based on the current provisions for the RC6 and RC7 subzones in Subsection 218(6)(a) and (b) in the current Zoning By-law. A maximum lot occupancy has also been introduced that is the same as the maximum lot occupancy in other RIL zones.

Response: Per the notes above, the RIL6 and RIL7 subzones are based on the RC6 and RC7 subzones in the current Zoning By-law. While an instructional facility is not a conditional use allowed in the RC7 zone, the fact that it is a conditional use under the future RIL7 zone indicates that this use is acceptable under the right circumstances. The permitted and conditional uses have been modified for the second draft to better align with the Area-Specific Policies for the Convenience Commercial area of the Carp Road Corridor. Therefore, the draft zoning by-law indicates that an instructional facility aligns with the intended function of the Convenience Commercial designation.

Public Consultation Strategy

The Public Consultation Strategy describes the public engagement actions for a development application. The Strategy has a single component detailed below to be included in the planning rationale:

- Formal submission of application information and materials for Official Review.
- Community “Heads Up” to local Community Association, where applicable, to be completed by the City of Ottawa during the application review process.
- Planning Committee Meeting Advertisement and Notice of the public meeting. Notification for the statutory public meeting will be undertaken by the City of Ottawa.
- Statutory Public Meeting for the (name application) at (Name Committee: Planning and Housing Committee; or Agriculture and Rural Affairs Committee). The Statutory public meeting will take place at the City of Ottawa (name committee) meeting.

Response: A Public Consultation Strategy Report is required for this Zoning Bylaw Amendment proposal. The application being submitted conforms to the Public Consultation Strategy as prescribed by the Ottawa Official Plan and Zoning Bylaw, and a statutory Public Meeting at the Agriculture and Rural Affairs Committee will occur at a later date, once the application has been deemed complete.

Section 5: Supporting Studies

The following studies have been prepared and submitted in conjunction with this report for the zoning bylaw amendment:

Transportation Impact Assessment

A Transportation Impact Assessment has been prepared by CGH Transportation to assess the existing transportation conditions around the site area, and whether the proposed new use for the site will have an adverse impact on the surrounding area. This study has been prepared according to the City of Ottawa's 2017 Transportation Impact Assessment (TIA) Guidelines, incorporating the 2023 Revision to Transportation Impact Assessment Guidelines. Per the findings of the TIA, it is recommended that, from a transportation perspective, the proposed development applications proceed.

Commercial Impact Study

It is the professional opinion of TR that the proposed addition of the Instructional Facility permission to facilitate the relocation of the Cheer Sports facility should be approved based on the following findings: The proposed use is consistent with the intent of the Convenience Commercial Area land use designation in the Carp Road Corridor, from a market context, the proposed Cheer Sports use at the Subject Site could catalyze further development within the Convenience Commercial Area centred around Carp Road and McGee Side Road, from a market context, the proposed Cheer Sports use of the Subject Site will not impact the surrounding commercial uses including the uses in Carp Village, from a market context, and the proposed Cheer Sports use at the Subject Site would not negatively impact the ability to attract employment users in the larger Carp Road corridor.

In summary, permitting the Cheer Sports facility as an Instructional Facility would activate an underutilized site, fit the intent of the Convenience Commercial Area, support complementary commercial activity, and maintain compatibility with the Rural Industrial and Logistics context. These benefits reinforce the rationale for a site-specific zoning amendment to permit Cheer Sports as an Instructional Facility at the Subject Site.

Hydrogeological Assessment and Terrain Analysis

A Hydrogeological Assessment and Terrain Analysis was prepared by Paterson Group for the subject site. Based on the information contained within the body of this report the following conclusions can be drawn:

1. The water supply aquifer underlying the subject site is considered to be adequate to support the water quantity demands for the proposed zoning.
2. The preferred water supply intercepted by TW1 contains a water supply that is potable and contains only elevated concentrations of hardness and TDS. The noted parameters can be treated with current readily available water conditioning equipment.
3. Total Coliforms were detected at 4 ct/100 mL, as such, it is recommended that a UV system is installed to assist in the removal of any remnant Total Coliforms found in the groundwater, as a precautionary measure.
4. If desired by the property owner, a residential grade water softener can be used to facilitate the reduction of the hardness concentration and reduce scaling. If a water softener is used for the proposed development, the owner should be made aware that additional sodium will be added to the water to reduce hardness. If desired, a point-of-use reverse osmosis system can be used to provide a drinking tap source without increasing sodium levels.
5. It is recommended that either a point-of-use reverse osmosis system be used to reduce the TDS concentration, or bulk bottled water is provided as a drinking water source.
6. The subject site is sufficient in size to accommodate two new sewage systems and meet all of the regulatory separation criteria. As a precautionary measure, a 30 m setback should be maintained between the drinking water well and any septic system components.
7. A maximum sewage flow volume of 1.6 m³/day at a nitrate concentration of 40 mg/L or 6.8 m³/day at a nitrate concentration of 17.2 mg/L can be accommodated on the subject site based on the current layout and still be below the predictive nitrate concentration threshold of 10 mg/L at the property boundary.
8. Onsite sewage disposal needs can be accommodated with a Class 4 Sewage System utilizing tertiary treatment technologies.
9. A Sewage System Permit and Building Permit need to be issued prior to the commencement of construction on the proposed structures or amenities/services.
10. The results of the Hydrogeological Assessment and Terrain Analysis have provided satisfactory evidence that the subject site can support the proposed zoning usage with respect to water quality, quantity and sewage system placement.

Section 6: Conclusion

The application for Zoning Amendment by York-Hop Corporation for an Instructional Facility at 2966 and 2978 Carp Road has been fully reviewed from a land use planning Perspective. It is our professional opinion that the application for the site-specific use should be approved for the following reasons:

1. The approval of the application is consistent with the Provincial Planning Statement 2024.
2. The proposed use meets the intent of the City of Ottawa Official Plan.
3. The proposed use is in conformity with the Carp Road Corridor Area Specific Policy Area.
4. The proposed use meets the intent with the Zoning By-law 2008-250.
5. The proposed use represents good land use planning
6. The proposed use enhances the visual appearance along Carp Road and adds employment and economic growth to Carp.