

PLAN OF SUBDIVISION

Proposed Mixed-use Development



PLANNING RATIONALE | 4200 Innes Road, Ottawa



Prepared for:

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1. OVERVIEW

Lloyd Phillips & Associates Ltd. has been retained by Innes Shopping Centres Limited (the Owner) to prepare a Planning Rationale report for the application of a Plan of Subdivision for the property known municipally as 4200 Innes Road (the site). The subdivision will consist of seven blocks, six of which will be for a variety used (i.e., residential, retail, general industrial, service), and a seventh for the future road network.

The development of the site by way of subdivision represents part of a much larger development scheme which began in 2015 with applications for retail development at 2025 Mer Bleue (abutting the subject site to the north).

The proposed subdivision is a logical extension of the development at 2025 Mer Bleue and the intended development of a retirement home on lands to be severed from 4200 Innes Road. It should be noted that as a condition of the holding provision attached to the site's zoning (including the zoning of the land to be severed for the intended retirement home), a plan of subdivision must be submitted in order to lift the holding provision and facilitate the development of the site and neighbouring land to be severed.

The following outlines how the proposed subdivision falls into the larger scheme of phased development for the area:

- **Phase 1** (2025 Mer Bleue) – Site Plan Approved and under construction
- **Phase 2** (2025 Mer Bleue) – awaiting Site Plan Approval
- **Public Road Opening and Land Conveyance** (2025 Mer Bleue & 4200 Innes Road) – names approved, design approved through Phase 1 Site Plan Approval, and now waiting for road opening and land conveyance approval
- **Reseau Selection Severance** (4200 Innes Road) – consent application submitted
- **Phase 3** (2025 Mer Bleue) – future development
- **Plan of Subdivision** (4200 Innes Road) – submitted
- **Lifting of the Holding Provision** (4200 Innes Road and lands to be severed and transferred to Reseau Selection) – future submission

As per the above, the proposed subdivision represents a timely, appropriate, and intended approach to developing the site and facilitating the development of the abutting lands by addressing the conditions of the holding provision. See Figure 1 on the following page for a contextual overview of the above processes.

It should be noted that although the proposed severance of the lands intended for the future retirement home has not yet been heard by the Committee of Adjustment, all references to 4200 Innes Road throughout this report are specific to the remnant lands of the proposed severance, as the proposed subdivision will not include the lands to be severed and intended for a future retirement home.

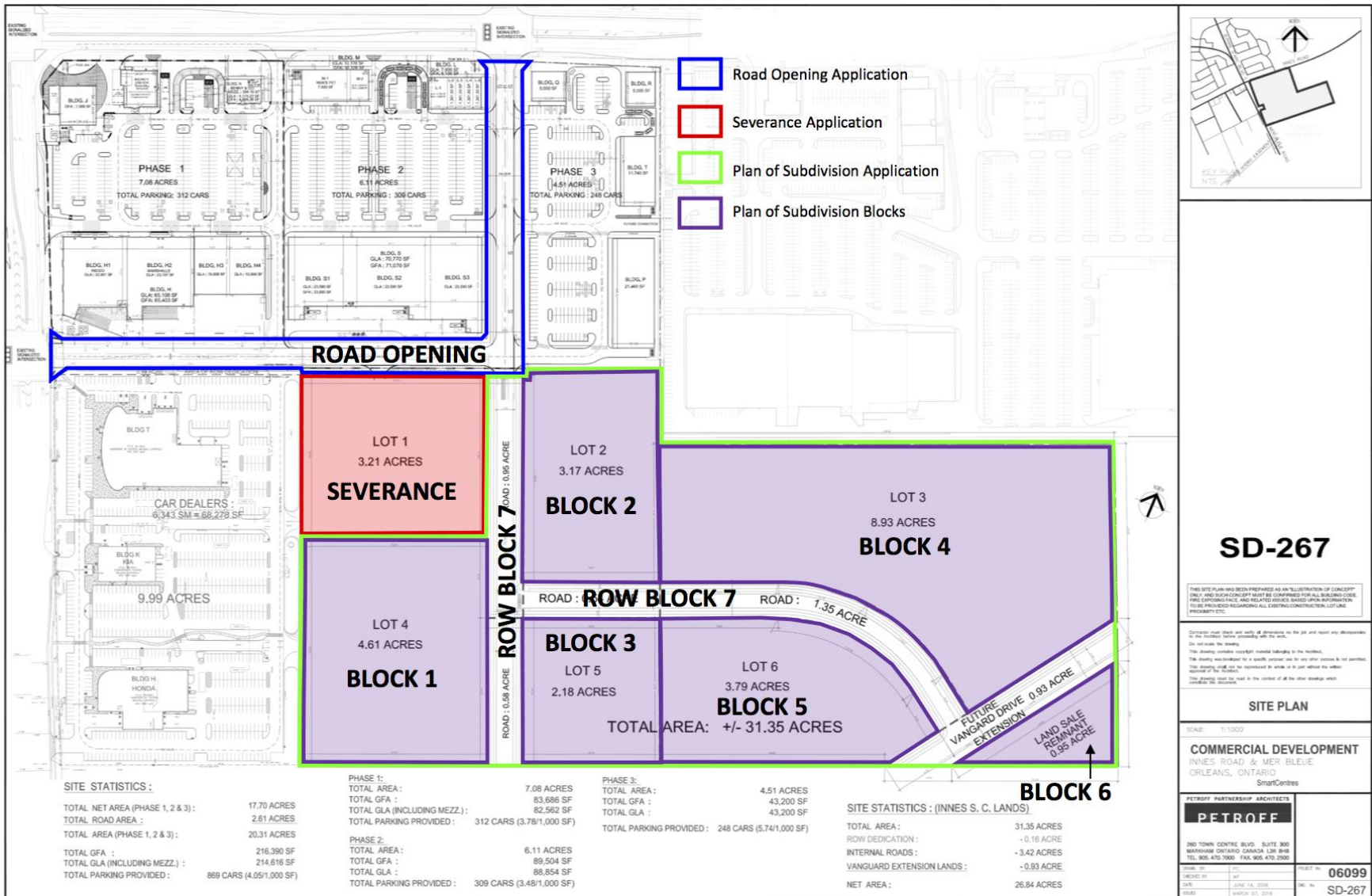


Figure 1. Development context plan

2. SITE AND SURROUNDING CONTEXT

2.1 Site Context

The site is a large irregularly shaped property consisting of vacant land formerly used for agriculture. The site is generally flat and is covered with vegetation consisting mainly of low-lying grasses with a small concentration of trees around the centre.

Although the site has no physical frontage on a public roadway, it contains legal frontage, as per zoning (one lot for zoning) on both Innes Road and Mer Bleue Road. The following are the site specifications for 4200 Innes Road:

Total Area:	11.32 ha (27.98 ac)
Frontage:	31.5 m (Roger Pharand), 405.77 m (Innes), 211.77 m (Mer Bleue)
Legal Description:	CUMBERLAND CON 11 PT LOT 1;RP 4R28870 PARTS 13 TO 15
PIN:	145631329
Easements/ROWs:	INST. NO. OC1410495
	<ul style="list-style-type: none">Easement over Part 13 Plan 4R-26139 (now Part 13 on Plan 4R-28870) in favour of McGiac Realty Corporation for sanitary sewers.



Figure 2. Site Context

2.2 Surrounding Context

The site is located in Orleans, Ward 19 – Cumberland, on a vacant parcel of land between a long stretch of retail land uses fronting the south side of Innes Road (four-lane major arterial). The majority of this retail is broken down in three main formats: large-box retail, multi-tenant buildings, and stand-alone units commonly occupied by banks, restaurants, and the occasional gas bar or other auto-related service establishment. The area to the north of Innes Road is mostly residential except for a small corner of strip retail containing some fast-food establishments.

The development to the west contains retail and commercial type uses, including three existing car dealerships, Home Outfitters, Best Buy, Canadian Tire, Wal-Mart, Shoppers Drug Mart, restaurants, smaller retail establishments, and a Mr. Gas. The development to the east contains a Winners, Home Sense, Value Village, Michaels, LCBO, and Canadian Superstore.

The area to the south of the site is mainly vacant green fields followed by a Hydro corridor and low density residential development. These lands consist of a variety of zones, which include: Industrial, Mixed-Use, Development Reserve, and Residential. Figure 3 shows the general delineation of residential and retail type uses surrounding the site.

The lands immediately surrounding the land to be severed include the following:

South: Vacant land to be retained (4200 Innes Road);

East: Vacant land to be retained (4200 Innes Road);

North: Phased retail development that contains a phase that is approved and under construction (Phase 1), a phase subject to a Site Plan Control application (Phase 2), and a portion of lands subject to a road opening application (2025 Mer Bleue Road);

West: Recently developed car dealership (2035 Mer Bleue Road)

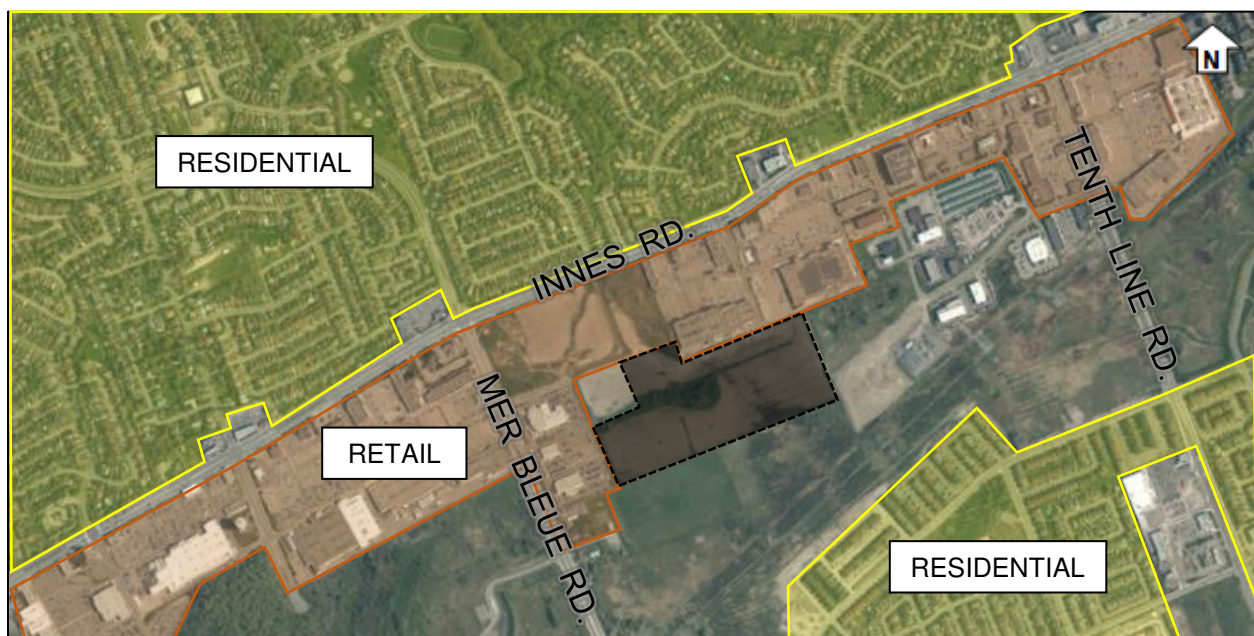


Figure 3. Surrounding context (site shown in black hatching)

3. PROPOSED PLAN OF SUBDIVISION

The proposed subdivision is entirely situated on the lands identified as 4200 Innes Road. The main road into the proposed subdivision extends down from Innes Road, across from Wildflower Drive. This functional extension of Wildflower Drive is subject to a road opening application, and once approved, will assume its City-approved name, Noëlla Leclair Way. Services from Innes Road already exist beneath this future public roadway and are stubbed at 4200 Innes Road.

The proposed subdivision will consist of seven blocks, six of which will consist of a mix of uses, while the seventh is intended for the road network, which will include a portion of the future extension of Vanguard Drive, as has been discussed with the City. An Environmental Assessment (EA) is currently underway to determine the optimal configuration and location of the proposed Vanguard Drive extension.

The portion of 4200 Innes Road subject to a consent application and intended for a future retirement home development, will not be part of the proposed subdivision. This land to be severed will be accessible via the proposed east-west portion of roadway located along the southern border of 2025 Mer Bleue Road. This portion of roadway is subject to the submitted road opening application, and has City-approval for the name Roger Pharand Street.

The following chart offers a breakdown of the proposed blocks and their sizes, whereas Figure 4 provides the Draft Plan of Subdivision, and Figure 5 provides the Landscape Concept Plan.

Blocks	Proposed Use	Frontage	Area
Block 1	Mixed use	Block 7 Roadway	1.86 ha 4.61 ac
Block 2	Mixed use		1.28 ha 3.16 ac
Block 3	Mixed use		0.89 ha 2.19 ac
Block 4	General industrial		3.71 ha 9.16 ac
Block 5	General industrial		1.55 ha 3.84 ac
Block 6	General industrial		0.27 ha 0.67 ac
Block 7	Roadway	NA	1.76 ha 4.34 ac
TOTAL			11.32 ha 27.97 ac

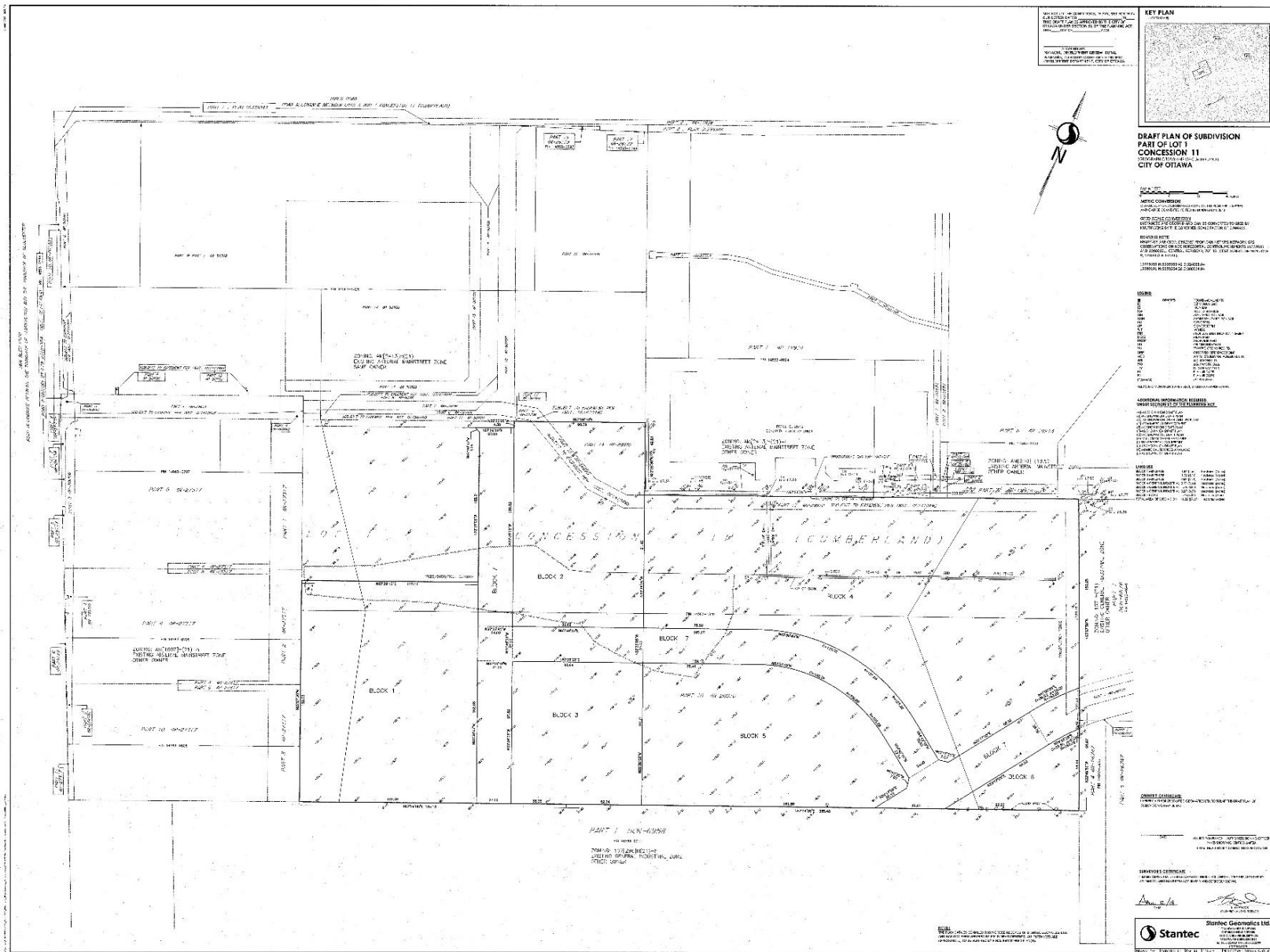


Figure 4. Draft Plan of Subdivision prepared by Stantec Geomatics Ltd.



Figure 5. Landscape Concept Plan prepared by Levstek Consultants

4. PLANNING ACT

The Planning Act, R.S.O. 1990, contains provincial planning regulations with regards to the review of a subdivision of land, whether in the form of a consent or a Plan of Subdivision. Policy 51(24) states that: "In considering a draft plan of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to" the following criteria as noted below.

(a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;

The proposed Plan of Subdivision for the subject site provides a land use that is permitted by and conforms with the applicable policies of the Official Plan, and complies with the land permitted uses of the zoning by-law. Matters of Official Plan conformity and zoning compliance will be addressed in detail whenever development applications are submitted for individual blocks. As such, the development does not contradict any of the matters of Provincial interest as noted in Section 2 of the Planning Act.

(b) whether the proposed subdivision is premature or in the public interest;

The proposed subdivision is not premature, and is in the public interest. The development of the site by way of subdivision represents part of a much larger development scheme which began in 2015 with applications for retail development at 2025 Mer Bleue (abutting the subject site to the north).

The proposed subdivision is a logical extension of the development at 2025 Mer Bleue and the intended development of a retirement home on lands to be severed from 4200 Innes Road. It should be noted that as a condition of the holding provision attached to the site's zoning (including the zoning of the land to be severed for the intended retirement home), a plan of subdivision must be submitted in order to lift the holding provision and facilitate the development of the site and neighbouring land to be severed.

The proposed subdivision represents a timely, appropriate, and intended approach to developing the site and facilitating the development of the abutting lands by addressing the conditions of the holding provision.

(c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;

The plan conforms to the Official Plan, and the conceptual design of the adjacent proposed developments to the west (land to be severed for a intended retirement home) and north (lands subject to a phased development).

(d) the suitability of the land for the purposes for which it is to be subdivided;

The land is designated Arterial Mainstreet in the Official Plan, which permits the proposed uses of the blocks. As such it is suitable for its intended purpose as a mixed-use subdivision.

- (e) **the number, width, location and proposed grades and elevations of highways, and the adequacy of them, and the highways linking the highways in the proposed subdivision with the established highway system in the vicinity and the adequacy of them;**

The proposed Plan of Subdivision contains logical and sufficient roads throughout, and provided access via the roadway subject to a road opening application, as well as the intended future extension of Vanguard Drive.

- (f) **the dimensions and shapes of the proposed lots;**

The dimensions and shapes of the lots are appropriate and well-suited for the desired density and functionality of the subdivision.

- (g) **the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;**

With regards to restrictions, an application to lift the applicable holding symbols subject to the site will be required in order to proceed with the appropriate and timely development of individual blocks.

- (h) **conservation of natural resources and flood control;**

A Servicing and Stormwater Management report has been prepared for the proposal, and addresses any matters of flood control. An Environmental Impact Statement and Tree Conservation Report was also prepared for the proposal, and addresses conservation of natural resources.

- (i) **the adequacy of utilities and municipal services;**

There are sufficient utilities and municipal services to supply for the proposed subdivision.

- (j) **the adequacy of school sites;**

It is anticipated that the subdivision will not result in, or require, the inclusion of a school site. The subdivision application will be reviewed by the area school boards to assess any other school requirements.

- (k) **the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes;**

The details for the conveyance of parkland, and/or, the provision of cash-in-lieu of parkland, is to be addressed through the subdivision process.

- (l) **the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy; and**

The location of the proposed subdivision is optimally located within the City's Urban Area and is designated as Arterial Mainstreet, which is appropriate for the scale and intended use of the subdivisions blocks and road network. The proposal is utilizing greenfield land which represents one of the last undeveloped gaps in the Innes Road corridor of Orleans. The site

will be adequately serviced by existing services stubbed at the norther property line of the site and sized for the full build-out of the subdivision.

- (m) **the interrelationship between the design of the proposed plan of subdivision and site plan control matters relating to any development on the land, if the land is also located within a site plan control area designated under subsection 41 (2) of this Act or subsection 114 (2) of the City of Toronto Act, 2006. 1994, c. 23, s. 30; 2001, c. 32, s. 31 (2); 2006, c. 23, s. 22 (3, 4).**

Site Plan Control will apply to development proposed on the blocks of the subdivision.

The proposal has regard for the applicable criteria of Section 51(24) of the Planning Act.

5. PROVINCIAL POLICY STATEMENT, 2014

The Provincial Policy Statement (PPS) provides policy direction on planning matters for the Province of Ontario. Decisions affecting all planning matters shall be consistent with the policies of the PPS.

Section 1.1.1 of the PPS sets out the criteria whereby healthy, livable, and safe communities are sustained. In short, these are: to promote efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long turn; avoiding development and land use patterns which may cause environmental or public health and safety concerns; promote cost-effective development patterns; improve accessibility for persons with disabilities and older persons by identifying, preventing, and removing land use barriers which restricts their full participation in society; ensuring there is necessary infrastructure; and, promoting development and land use patterns that conserve biodiversity.

In the above list of criteria, there is a large emphasis on efficient development that is safe, respects the natural environmental, uses available infrastructure, and provides for the needs of the community both in the short term and long term. The proposed subdivision is consistent with the criteria of Section 1.1.1, with the expectation that these criteria will be addressed in greater detail when future applications for site plan control are submitted on a likely block by block basis.

Section 1.5.1 of the PPS states that healthy, active communities should be promoted by: planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity.

The proposed layout of the subdivision and the landscape concept plan provide for optimal functionality with the surrounding land uses and existing infrastructure. The matters of pedestrian connectivity, safety, community interaction, and active modes of transportation will be addressed in greater detail when future applications for site plan control are submitted on a likely block by block basis.

Section 1.6.6 of the PPS states that planning for sewage and water services shall direct and accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing: municipal sewage services and municipal water services.

The services that enter the site from the roadway to be opened have been sized to adequately service the intended full build-out of the proposed subdivision.

Section 1.7.1 of the PPS states that long-term economic prosperity should be supported by: promoting opportunities for economic development and community investment-readiness; and, maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets.

The proposed development will contribute to the filling in of one of the last undeveloped greenfields along the south side of Innes Road in Orleans. The location will allow for an efficient use of urban designated land that is serviced and compatible with the existing land uses to the north, east, south, and west. The site will also be compatible with the future land uses to the west and north, which are intended to be developed in the near future. Lastly, the proposal provides for a road network that anticipates the future extension of Vanguard Drive, and that makes for a logical distribution of blocks, land uses, and pedestrian networks.

The proposed mix of uses is compatible with surrounding development, and will go a long way in diversifying this large stretch of primarily retail and commercial uses along the south side of Innes Road. This mixing of uses will provide future housing stability and economic vitality to the community of Orleans.

The proposed subdivision represents development that is consistent with the policies of the PPS.

6. OFFICIAL PLAN

The City of Ottawa Official Plan designates the site at 4200 Innes Road as Arterial Mainstreet. The general character of Arterial Mainstreets is described in Section 3.6.3 of the Official Plan, as such:

- being built after 1945;
- having larger lots and buildings;
- displaying varied setbacks;
- having lower densities;
- being primarily automobile-oriented;
- typically, four or more traffic lanes; and,
- having large parking areas separating predominantly large commercial and retail buildings from the street.

A wide range of uses and densities are permitted in the Arterial Mainstreet designation, including the uses proposed for the subdivision, which include mixed-use, residential, retail, general industrial, and service type uses. The site is also located within close proximity to major

transportation routes and transit uses, and will provide direct access for pedestrians through active transportation linkages.

It should also be noted that the site is located adjacent to the boundary area for the East Urban Community Mixed Use Centre Community Design Plan, which is a Community Design Plan still in progress, with the intent of presenting opportunity to guide future development in a way that meets the Official Plan's policy directions with regards to land use, intensification, planned transit infrastructure and employment targets.

The proposal conforms to the Official Plan. Future development of proposed subdivision blocks will address Official Plan conformity in further detail through the site plan control process.

7. ZONING BY-LAW

The subject site is dual-zoned, with its westerly half zoned AM[2414] H(40)-h – Arterial Mainstreet, Urban Exception 2414, Maximum Height of 40 metres, and a holding provision, and its easterly half zoned *_IG[1608] H(21)-h – General Industrial, Urban Exception 1608, Maximum Height of 21 metres and a holding provision.

The site's AM zoning permits a large range of residential and non-residential uses, whereas the site's IG zoning permits a large range of general industrial type uses. The proposed uses of the subdivision blocks are designed to comply with the intended land uses of each zone on the site. A detailed review of zoning compliance will be more appropriately addressed at the time of future block development.

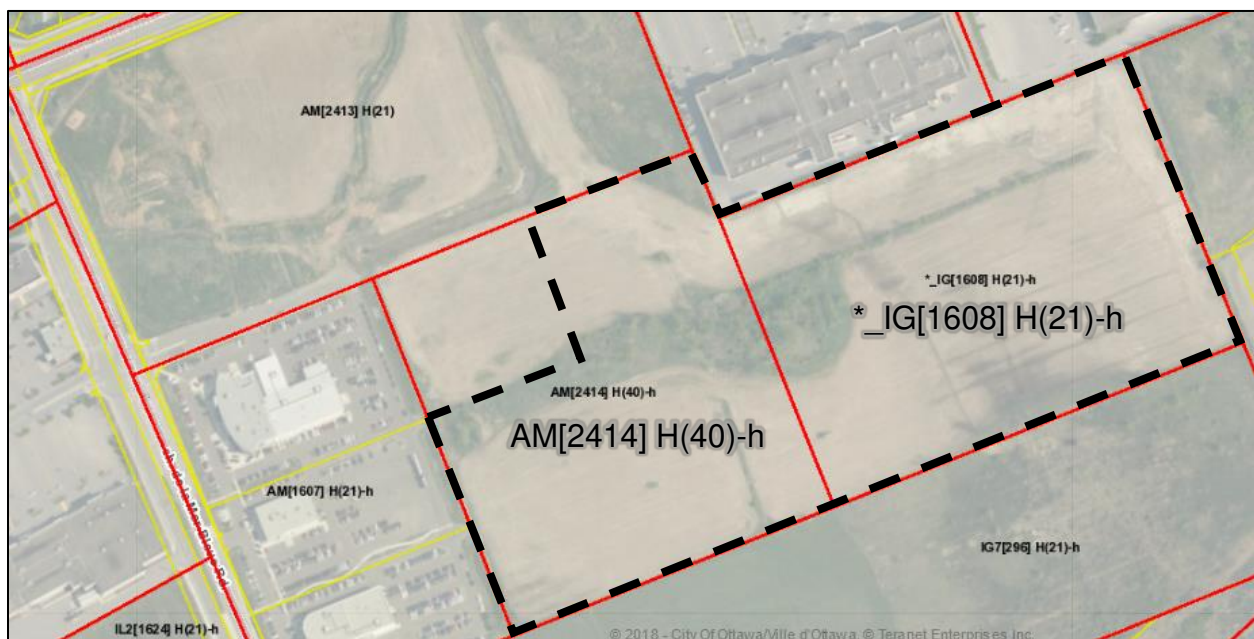


Figure 6. Zoning extract

The holding zone for the AM zoned lands states:

“The holding symbol may not be removed until such time as there is a draft approved subdivision over the subject property, which addresses the following:

- Proposes a public street network to the satisfaction of the General Manager of Planning Infrastructure and Economic Development, including a public street traveling south from Wildflower Drive to the southern property line within the AM [2414] H(40) zone.
- Provides sufficient parkland on site, to the satisfaction of the General Manager of Planning Infrastructure and Economic Development.”

The holding symbol for the IG zoned lands states:

“The following conditions must be satisfied prior to removal of the holding (h) symbol:

- a connection to the sanitary sewer within the Vanguard Drive public road allowance is provided;
- the sanitary sewers within Vanguard Drive and Tenth Line Road south of Vanguard Drive are constructed to the Tenth Line Road sanitary pumping station and are put into service; and
- when the first two conditions of holding are satisfied, development in the IG[1608] H(21)-h zone or adjacent AM[1607] H(21)-h zone may proceed provided the combined total gross floor area in both zones does not exceed 23 225 m². However, prior to any further development in excess of the combined total gross floor area of 23 225 m² in either zone, the following condition of holding must be satisfied, at which time the holding (h) symbol may be removed:
- The City must approve a Transportation Impact Study the recommendations of which are to be implemented as a condition of development. Such study must address the increased trip generation and its effect on the surrounding road network during the year that any additional development in either zone is proposed and five years following the build-out of development in both zones.”

The proposed subdivision complies with the intent and purpose of the zoning by-law. The holding symbols will be addressed through the appropriate application.

8. CONCLUSION

The proposed plan of subdivision represents a timely and appropriate development which is part of a larger development scheme for the lands known as 2025 Mer Bleue Road and 4200 Innes Road. The subdivision will provide a road network that extends from the proposed new roadway subject to a road opening application and that incorporates the future extension of Vanguard Drive. Services required for the full build-out of the subdivision are already sized and ready for connection along the north property line of the site.

The proposal will add vitality, economic stability, and opportunity for community development within a large undeveloped area of the Innes Road corridor, which is in the interest of the public, the City and the Province.

The proposed plan of subdivision has regard for the Planning Act, is consistent with the PPS 2014, conforms to the City of Ottawa Official Plan, complies with the City of Ottawa Zoning By-law, and represents a desirable use of land that fits well within its physical context and works well among those functions that surround it.

The proposed plan of subdivision represents good land use planning that is in the public interest and is recommended for approval.

Sincerely,

Lloyd Phillips & Associates Ltd.

Prepared by:



Barrett L. Wagar, M.Pl

Reviewed by:



Lloyd Phillips, MCIP, RPP