

# **PLANNING RATIONALE REPORT**

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**Draft Plan of Subdivision Application  
Draft Plan of Condominium Application  
3119 Carp Road**

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Prepared for:

**Greg LeBlanc and Sallie Storey**

by:



6393 Roslyn Street  
Ottawa (Orleans), Ontario  
K1C 2Z9

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## 1. INTRODUCTION

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### **1.1.      *Background***

Greg LeBlanc and Sallie Storey (hereinafter referred to as LeBlanc) own the property located at 3119 Carp Road, in the rural area of west end of Ottawa. LeBlanc is proposing to develop this property into a 12 lot commercial/industrial subdivision on two private streets, which will form a registered common elements condominium. To facilitate this development, a plan of subdivision and a common elements plan of condominium are required. The proposed subdivision and common elements condominium comply fully with the current City of Ottawa Zoning By-Law.

This Planning Rationale will demonstrate that this rural commercial/industrial development proposal is desirable, in conformity with the Provincial Policy Statement (PPS), and the City of Ottawa's applicable policies and regulations, and that it represents good planning.



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## 2. SITE CONTEXT

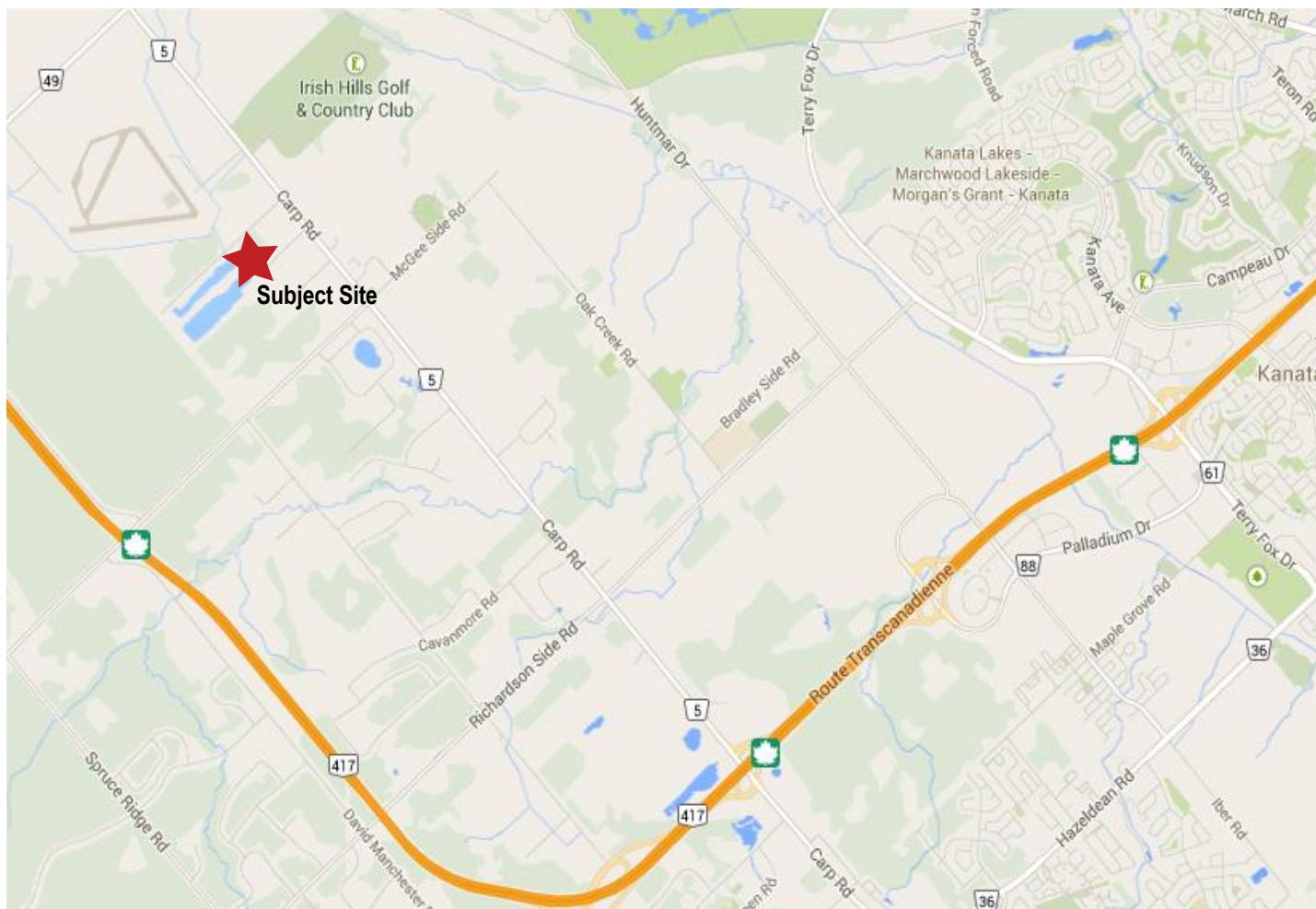
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### **2.1.      *Site Location and Context***

The subject site is located at 3119 Carp Road in the former Municipality of West Carleton, approximately 5 kilometers (km) north of the Highway 417 and Carp Road interchange, and approximately 3.5 km south of the Village of Carp, along the Carp Road Corridor as depicted in Figure 1.

The site is located on west side of Carp Road and south of the Carp Road Airport (refer to Figure 2). Directly abutting the site to the north is a private road owned by the airport, with access easements provided for lands further to the west. Immediately to the west is a property, also owned by LeBlanc, which contains two large ponds, which were formerly active sand and gravel pits, with extraction being completed more than 20 years ago. To the south is a property owned and operated by the Ross Brothers, who farm cash crops (grains, corn, soybeans, etc.). The subject site abuts four parcels of lands to the east which front directly onto Carp road: a cemetery, a vacant parcel where a landscaping operation is currently proposed, a church, and a field for cash crops.





**Figure 1: Location Map**  
Source: Google Maps 2014



Land Use Planning  
Development Approvals  
Project Management

**Kathleen Willis Consulting Ltd.**  
6393 Roslyn Street, Ottawa (Orleans), ON K1C 2Z9  
T 613.837.6325 F 613.837.8034



**Figure 2: Aerial Photograph**

Source: Google Earth 2014



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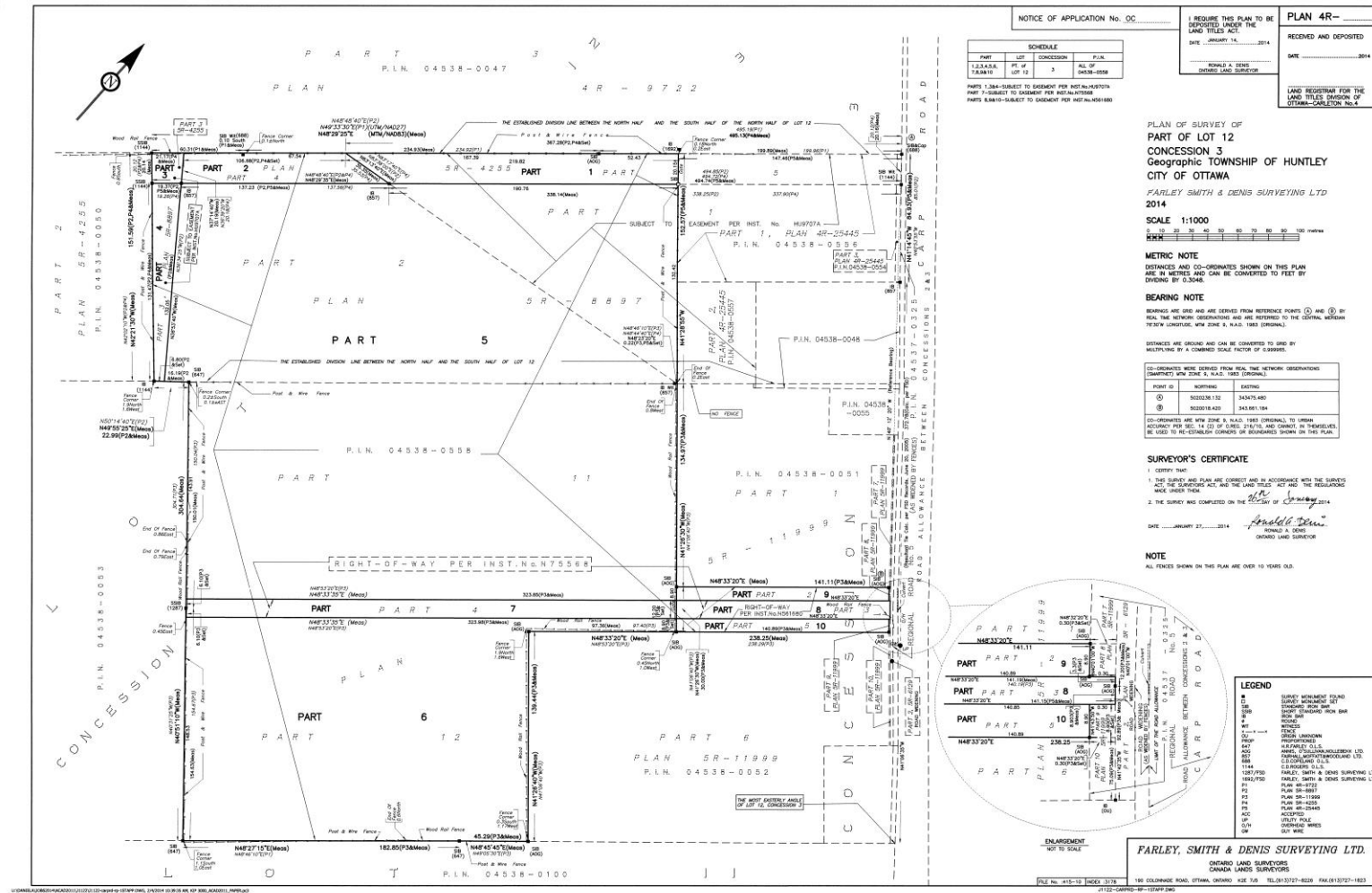
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## **2.2.     *Site Characteristics***

The site is generally square in shape with a long throat connecting it to Carp Road. The throat/access road is approximately 100 metres (m) in length, providing 30 m (98.4 feet) of frontage on Carp Road. The total area of the site is 14.2 hectares (ha; 35 acres). A survey plan of the subject property is depicted in Figure 3.

Currently vacant, the site is generally flat, draining naturally to middle of the site and then north to the Carp Airport Lands. The site is a combination of cultural meadows, woodlands, young and intermediate-aged forests, with deciduous hedgerows adjacent to some of the fields. Since it is in the rural area, there are no municipal services available to this site. An existing access road connects to Carp Road and continues west through the site to the former sand and gravel pits west of the subject property. Carp Road is currently a two (2) lane arterial road, with intermittent bus service.





### Figure 3: Draft Reference Plan

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## **2.3. Existing Land Use Designations**

### **2.3.1. City of Ottawa Official Plan**

The property is designated “Carp Road Corridor Rural Employment Area” in the City of Ottawa Official Plan, permitting a diverse range of industrial and employment opportunities for industries that require larger amounts of land and rural sites. Carp Road is designated as an arterial road and an on-road cycling route.

### **2.3.2. Carp Road Corridor Community Design Plan**

The property is designated Highway Commercial Area, with an overlay of Sand and Gravel Resource Area applying to a small portion of one of the proposed lots. The Highway Commercial designation permits a range of commercial uses including: automotive service facilities, automobile sales and repair facilities, tourist accommodation and uses serving the surrounding rural population.

### **2.3.3. City of Ottawa Zoning By-law 2008-250**

The subject property is zoned RC9 – Rural Commercial subzone 9 (Carp Road Corridor) zone pursuant to the governing By-Law 2008-250 (refer to Figure 4). The purpose of the RC9 zone is to permit the development of highway and recreational commercial uses, which serve the rural community and visiting public, services for the travelling public, as well as a range of agriculture-related, vehicle-oriented and construction products and services. This zone allows for a mix of uses including, but not limited to: light industrial, service and repair shop, research and development centre, heavy equipment and vehicle sales, retail, warehouse and automotive uses. The complete list of permitted uses and the performance standards of the RC9 zone are included in Appendix 1.





**Figure 4: Existing Area Zoning**  
Source: City of Ottawa GeoMap



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### 3. DEVELOPMENT PROPOSAL

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#### **3.1. Land Use Proposal**

It is the intention of LeBlanc to develop this land into 12 commercial lots on two (2) private, common elements condominium streets, as depicted on Figure 5 and Figure 6. The development will be accessed from Carp Road via the private street, identified as Block 14, heading south-west, ending in a cul-du-sac and providing a future connection to the property to the west, also owned by LeBlanc, but not part of this application. A second private street – Block 13 -connects with the first, creating a 'T' intersection, running parallel to Carp Road, creating lots on both sides of the street, ending in a cul de sac and providing a possible future connection to the airport lands.

The common element condominium will include the private streets, private roadside pathways for the enjoyment of the employees within the subdivision, and ditches for stormwater conveyance. It is intended as well that a unique entrance feature and attractively landscaped passive recreational area be incorporated at the entrance into the development, which is 10 m wider than the rest of the common element. This elegant entry, the provision of walkways, and enhanced maintenance and care afforded by the condominium are intended to provide a higher quality business environment than is the norm in a standard rural commercial/industrial subdivision.

Twelve lots are being created, ranging in size from 0.8 ha to 2.2 ha, for commercial and industrial uses. The lots will range in frontage from 56.5 m to 152.4 m with depths ranging from 120.8 m to 182.3 m. No lot will have direct access to, or frontage along Carp Road. The lots are being marketed to potential rural commercial businesses with uses permitted under the current zoning, such as light industrial, research and development, heavy equipment and vehicle sales, retail, warehouse and automotive uses.

Although the lands to the west, also owned by LeBlanc, are not part of this development proposal, it is intended that an access agreement will secure road access across Block 14

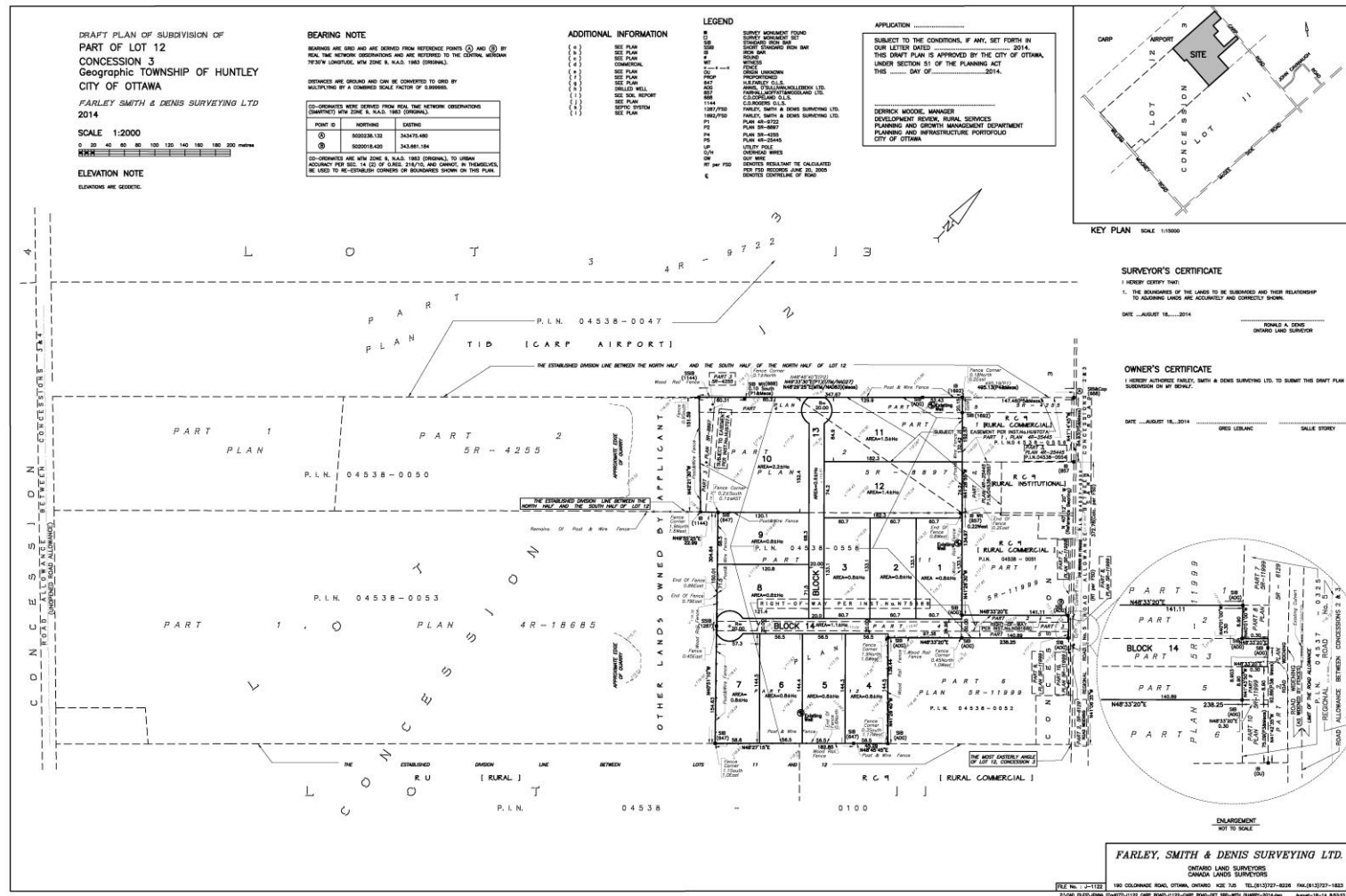


for the undeveloped lands. It should be noted that the lands to the west also have frontage on the unopened road allowance between Concessions 3 and 4, as depicted on Figure 5.

The subdivision will be serviced utilizing standard rural engineering practices on individual well and septic systems, details of which will be provided as part of future site plan applications, which will be required for each lot. The individual sites will also be responsible for stormwater storage up to the 100 year event, and this will also be addressed at individual site plan application stage. Stormwater runoff will be channeled through roadside ditches, northerly through a culvert under the private airport road to a ditch through the airport lands to the north and east.

A sand and gravel extraction license currently exists on a portion of the lands to the west, and a part of Lot 10 within the proposed plan of subdivision. Development of Lot 10 can therefore not occur until such a time as the license is removed. No extraction has ever occurred on Lot 10 and it hasn't occurred on the adjacent lands for over 20 years. LeBlanc is working with Ministry of Natural Resources to have this license amended to remove Lot 10 which would enable development of Lot 10 to proceed. Until this occurs, development of Lot 10 will not be permitted.





**Figure 5: Proposed Draft Plan of Subdivision**



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## 4. PLANNING RATIONALE

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### 4.1. *Provincial Policy Statement*

The 2014 PPS came into force and effect on April 30, 2014. It provides policy direction on land use and planning matters of provincial interest, broadly outlining the provincial government's vision and policies in these matters. The 2014 PPS builds upon its 2005 predecessor, providing greater emphasis on healthy, integrated and viable rural areas. The *Planning Act, 1990*, s. 3(a) requires that municipal land use and urban/rural planning decisions be "consistent with" the policy statement as issued under the Act.

Part V, Section 1.0, Building Strong Communities, encourages healthy and sustainable communities through a number of strategies. Those strategies include promoting efficient land use patterns to sustain financial well-being (Policy 1.1.1(a)), accommodating an appropriate mix of residential, employment including industrial, commercial and institutional land uses to meet long term needs (Policy 1.1.1 (b)), avoiding land use patterns which may cause environmental or public health concerns (Policy 1.1.1 (c)) and ensuring that necessary public service facilities are or will be available to meet current and projected needs (Policy 1.1.1 (g)).

The development proposal furthers these objectives by adding additional commercial lots along the Carp Road corridor, which is specifically designated for commercial purposes within the City's Official Plan. This development will support the community-at-large by providing employment and services and economic growth within the surrounding community, without adversely impacting surrounding uses or environmentally sensitive lands.

Section 1.1.4 addresses the support of healthy, integrated and viable rural areas, while channeling growth and development to rural settlement areas, with the following policies being most relevant to this proposal: building upon rural character, and leveraging rural amenities and assets (1.1.4.1a); using rural infrastructure and public service facilities efficiently (1.1.4.1e).



The proposal is the development of vacant lands which are appropriately designated and do not require the expansion of infrastructure. The development will be on individual well and septic systems, with direct access to an arterial road designated for commercial development. The development is specifically identified for Highway Commercial purposes in the Community Design Plan. A rural commercial/industrial subdivision is compatible with the rural landscape of the existing and proposed uses along the corridor being a mix of commercial, industrial, recreational, residential and agricultural uses, within a settlement area.

#### **4.2. *City of Ottawa Official Plan***

The property is designated Carp Road Corridor Rural Employment Area in the City of Ottawa Official Plan, which designation is intended to preserve land for rural industrial and commercial purposes. Section 3.7.5 – Carp Road Corridor Rural Employment Area outlines the relevant policies and objectives.

The lands designated Carp Road Corridor occupy a strategic location with accessibility afforded by proximity to the Highway 417 interchange to the south and the Carp Airport to the north. The corridor already offers a diverse range of industrial and employment land uses, including manufacturing, aggregates, retail, construction, and agriculture, as well as personal, professional and business services. Further development and diversification is encouraged, particularly for existing businesses wishing to expand and for businesses wishing to locate on larger sites, all of which will lend support to the local economy.

The OP requires that new developments conform to the policies of the Community Design Plan (CDP), which is addressed in Section 4.3 of this report. The policy also states that the CDP shall provide direction to the Zoning By-law for future land uses, and that new industrial development will generally be by plan of subdivision/business parks.

The City of Ottawa has recently completed the Carp Road Corridor Zoning Study, which resulted in a zoning by-law amendment intended specifically to stimulate the local economy and to allow for more employment opportunities. Greater zoning flexibility was introduced to allow existing businesses to expand and diversify, and to allow a mixture of uses whereby a manufacturing business could operate within a commercial designation, and conversely,



industrial uses could run accessory retail operations, thereby providing a broader range of goods and services. In the case of the subject property, a number of industrial-type uses were added to the RC-9 zone including light industrial, printing plant, service and repair shop, research and development centre and office. Additionally, retail uses related to the prime permitted uses are allowed. This new flexibility will serve to attract a full range of high-quality businesses to this accessible, ideally located business park.

#### **4.3. *Carp Road Corridor Community Design Plan***

The Carp River Corridor is a 9 km corridor stretching from Stittsville to Fitzroy Harbour, and it is the area of the rural west end of the City where industrial development is concentrated. Stated objectives of the 2004 Carp Road Corridor Community Design Plan (CDP) include the further promotion of rural employment, with an emphasis on industrial and commercial uses; enhancement of the visual appearance of the corridor; ensuring that Carp Road continues to function as a major arterial, providing easy access to Highway 417, the Carp Airport, and to the businesses along the corridor.

The major portion of the property is designated Highway Commercial in the CDP, which designation is intended to include uses which rely on arterial road access and which cater to the travelling public. Typical uses may require large parking areas and extensive displays. Goods and services related to the automobile trade are typical, as well as other uses such as tourist accommodation, and uses serving the surrounding rural population. As mentioned in Section 4.2 above, the recently approved Zoning By-law, which resulted from the Carp Road Corridor Zoning Study, intentionally expanded the list of permitted uses to allow compatible industrial uses within the commercial designations. The proposal complies fully with the list of permitted uses and performance standards of the RC9 zone, as amended in 2014.

A portion of Lot 10 on the draft plan of subdivision has a Sand and Gravel Resource Area overlay, reflecting the area of the property which is subject to a quarry license with the Ministry of Natural Resources. The owner is actively working to have the license removed, since extraction has not occurred on the property since early 1990's and the useable resource is largely depleted. Lot 10 is appropriately designated within the Official Plan and



Zoning By-Law, but until such time that as the license is removed from this lot, its use for commercial purposes lot cannot occur. As addressed in Section 3.1 of this report, development of Lot 10 will not be permitted until the licence is removed, at which time the underlying Highway Commercial Designation will prevail.

Aside from the access road, the site does not have direct frontage on Carp Road. This, together with the intention to develop the property by means of a plan of subdivision, leads us to the believe that Section 7.3 – Design Guidelines for Industrial/Business Park/Subdivision is more appropriate than Section 7.3 - Design Guidelines for Highway Commercial.

The following relevant guidelines have been addressed through this subdivision process:

- Only one vehicular access to Carp Road is provided (Guideline 1);
- No lots back onto Carp Road or the main entry road and therefore no storage or service areas will visible from Carp Road (Guideline 3);
- As per the tree preservation plan, as many trees as possible will be retained (Guideline 5 & 6);
- A new entry feature will be designed with a sign and landscaping at street #1 and the Carp Road intersection (Guideline 10); and
- Based on traffic study, turn lanes will eventually be required on Carp Road with warrants established as the subdivision is built out (Guideline 11).

Each lot within the subdivision will be subject to the site plan approval process. Through the site plan application process, each lot will be designed based on the relevant design guidelines for that particular lot.



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## 5. SUPPORTING DOCUMENTATION

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A number of additional studies have been completed as part of the preparation of the subdivision and condominium applications, and each one supports the development as proposed. Each report is included in the submission package. A brief summary of the conclusions of each of these reports is outlined in the following sections:

### **5.1.      *Servicing Options and Stormwater Management Report***

Completed by Robinson Land Development, this engineering report concludes “*The 3119 Carp Road plan of subdivision can be adequately serviced to be in conformance with the City of Ottawa Design Guidelines. The water service for the site will be provided by individual on-site wells. The fire suppression for the Development can be provided by either of the following:*

- *Individual on-site fire suppression tanks or*
- *A dry hydrant at the western end of proposed Street #1 or*
- *A combination of the dry hydrant and some on-site fire suppression tanks.*

*The sanitary service will utilize a septic system. Both these services will be designed and submitted by others at the appropriate detailed design stage.*

*The following conclusions for the storm and stormwater management system are provided:*

- *Release of post development stormwater is to be controlled to the pre-development design events for up to and including the 100 year design event;*
- *Current pre-development drainage patterns have generally been maintained in the post-development. Specifically, the site will continue to sheet drain the stormwater runoff towards the existing roadside culvert outlet and the ditch within the Carp Airport lands to the north and east; and*
- *The on-site ditches will provide sufficient quality enhancing of the stormwater before it reaches the nearest tributary watercourses of the Carp River (~3 km*



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*downstream of the site). These ditches have also been graded as shallowly as possible to encourage infiltration and are to be vegetated to promote cleansing.*

*Off-site works to accommodate the development and include:*

- *Lowering of the outlet drainage ditch (for approximately 320 meters) on the Carp Airport lands (from the private road to the new proposed ditch that was designed and submitted under separate cover by Novatech Engineering Consultants Ltd.);*
- *Provide a new deeper culvert underneath the private road;*
- *Provide 2 drop structures to connect to the deeper culvert (within the right-of-way of the northerly private road); and*
- *Temporary erosion and sediment control measures for the site have been identified.”*

## **5.2.      *Transportation Brief***

Completed by Delcan (now Parsons), the study concludes that minor modification are required at the intersection of the private street and Carp Road, with the future addition of turn lanes. These turn lanes are not required initially, but will be warranted when the southbound right-turn reaches approximately 60 vehicles per hour (vph) and the northbound left-turn reaches approximately 30 vph. The study recommends the monitoring of site-generated traffic to determine when these thresholds are met and the turn lanes are required. No other off-site intersections along Carp Road require modification.

## **5.3      *Hydrogeological Assessment and Terrain Evaluation***

Houle Chevrier Engineering Ltd. found that the quality and quantity of groundwater is sufficient to service the proposal, that the site is suitable for onsite sewage disposal using conventional and/or tertiary treatment septic disposal systems. There are no unusual constraints expected in founding the proposed buildings on or within the native overburden deposits above the groundwater table.



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#### **5.4 Mineral Aggregate Assessment**

Paterson Group has concluded that Lot 10 has no usable aggregate remaining and that the remaining aggregate outside the existing license area is extremely limited and therefore further extraction would not be economically viable.

#### **5.5 Phase 1 Environmental Site Assessment**

Pinchin Environmental Ltd. found nothing which would result in potential subsurface impacts on the site, and as a result, a Phase 2 ESA is not recommended.

#### **5.6 Stage 1 Archaeological Assessment**

Completed by Adams Heritage, the study assessment found no features of archaeological significance on the site. A Stage 2 Investigation is not recommended.

#### **5.7 Environmental Impact Statement and Tree Conservation Report**

This study, which was completed by Muncaster Environmental Planning Inc, found no Species at Risk or other natural heritage features on the property. The vegetation is common and the forests have been disturbed by past logging, wind throw and invasive species. The report concludes that *“The construction and operation of the subdivision will not impact the overall landscape of the natural environment.”*



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## 6. CONSULTATIONS

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A formal pre-consultation meeting was held with City staff on December 13, 2013. A follow-up meeting to deal with various engineering matters was held on January 27, 2014. The intention to change the proposal from a standard plan of subdivision with public roads to a subdivision on private, common element condominium streets, was discussed by telephone and email with City staff on several occasions. Because the general nature of the development proposal was not being altered by this technical modification, City staff determined that a further formal pre-consultation meeting would not be required.



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## 7. SUMMARY AND CONCLUSION

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In summary, the proposal complies with the policies of the Provincial Policy Statement, 2005, the City of Ottawa Official Plan and the Carp Road Corridor Community Design Plan by:

- Providing additional commercial and industrial uses within the designated Carp Road Corridor, thereby contributing to the local economy;
- Maximizing the use of existing municipal infrastructure with minor upgrades to Carp Road;
- Ensuring compatibility within the existing character of Carp Road Corridor;
- Providing for rural employment opportunities;
- Minimizing vehicular access points onto Carp Road;
- Complying with the list of permitted uses and performance standards of the recently amended Zoning By-law; and
- Being supported by all of the accompanying technical reports and studies.

In conclusion, the proposal for a draft plan of subdivision to develop a twelve lot commercial subdivision complies fully with all relevant policy documents, represents good planning and supports the public's best interests.



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## APPENDIX 1 – RC9 Zone (Rural Commercial Zone)

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The following is a subset of sections 217 and 218 from the City of Ottawa Zoning By-law 2008-250 as of August 29, 2014.

*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**  
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 store**  
**warehouse** (By-law 2013-58)

- e) no single commercial use can occupy by more than 2500 m<sup>2</sup> of gross leasable floor area on any lot in a RC zone in a village shown on Schedule 9. (By-law 2013-58)

### 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**

<b>I ZONING MECHANISMS</b>		<b>II PROVISIONS</b>
(a) Lot area (m <sup>2</sup> )		4000
(b) Lot width (m)		30
(c) Front yard setback (m)		10
(d) Interior side yard setback (m)	Abutting residential zone	4.5
	All other zones	3
(e) Corner side yard setback (m)		6
(f) Rear yard setback (m)		10
(g) Height (m)		11
(h) Lot coverage (%)		25



<b>I ZONING MECHANISMS</b>	<b>II PROVISIONS</b>
(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

- 4) For other applicable provisions, see Part 2 - General Provisions, Part 3 - Specific Use Provisions and Part 4 - Parking, Queuing and Loading Provisions.
- 5) It should be noted that lots serviced by private services may require lot sizes larger than that necessary to meet zone provisions in order to accommodate the servicing systems capable of handling the increased levels of water consumption and sewage generation that may be associated with these uses.

## RC Subzones

218. In the RC Zone the following subzones apply:

- 1) Zone provisions are set out in Table 218A below.

## RC8 and RC9 Subzones – Carp Road Corridor (Highway Commercial Restricted)

- 7) In the RC8 and RC9 subzones:
  - a) the **automobile service station** may not retail fuel;
  - b) the following uses are prohibited:
    - bar**
    - gas bar**
    - kennel**, *see Part 3, Section 84*
    - restaurant**
  - c) the following uses are also permitted:
    - light industrial**
    - printing plant**
    - service and repair shop**
    - research and development centre**
    - office** (By-law 2014-166)
  - d) retail store is limited to the sale of agricultural, construction, gardening or landscaping-related products, equipment or supplies; and to the sale of goods,



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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)

- 8) The RC8 and RC9 subzone provisions apply as follows:
- a) for the RC8 subzone the provisions of the RC2 subzone in Table 218A apply;
  - b) for the RC9 subzone the provisions of the RC zone in Table 217 apply.

