Planning Rationale
Major Zoning By-law Amendment and Site Plan Control Application

5264 Fernbank Road, Ottawa
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and Site Plan Control Application

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# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>DEVELOPMENT PROPOSAL</td>
<td>2</td>
</tr>
<tr>
<td>PLANNING APPLICATIONS</td>
<td>3</td>
</tr>
<tr>
<td>SITE AND COMMUNITY CONTEXT</td>
<td>4</td>
</tr>
<tr>
<td>SUBJECT SITE</td>
<td>4</td>
</tr>
<tr>
<td>AREA CONTEXT</td>
<td>4</td>
</tr>
<tr>
<td>COMMUNITY AMENITIES</td>
<td>5</td>
</tr>
<tr>
<td>ROADS AND TRANSIT</td>
<td>5</td>
</tr>
<tr>
<td>PLANNING AND REGULATORY FRAMEWORK</td>
<td>6</td>
</tr>
<tr>
<td>PROVINCIAL POLICY STATEMENT (2005, as amended 2014)</td>
<td>6</td>
</tr>
<tr>
<td>CITY OF OTTAWA OFFICIAL PLAN (2007, as amended 2013)</td>
<td>7</td>
</tr>
<tr>
<td>URBAN DESIGN GUIDELINES FOR DEVELOPMENT ALONG ARTERIAL MAINSTREETS (2006)</td>
<td>11</td>
</tr>
<tr>
<td>CITY OF OTTAWA ZONING BY-LAW 2008-250</td>
<td>12</td>
</tr>
<tr>
<td>SUPPORTING STUDIES</td>
<td>15</td>
</tr>
<tr>
<td>CONCLUSIONS</td>
<td>15</td>
</tr>
</tbody>
</table>
INTRODUCTION

FOTENN Consultants Inc. has been retained by 1872089 Ontario Inc. to prepare a Planning Rationale in support of concurrent Zoning By-law Amendment and Site Plan Control Applications for the land municipally known as 5264 Fernbank Road. The intent of this rationale is to assess the proposed development against the applicable policy and regulatory framework, and determine if the development is appropriate for the site and compatible with adjacent development and the surrounding community.

DEVELOPMENT PROPOSAL

1872089 Ontario Inc. is proposing to construct a two (2) storey building with approximately 726.7 m² (7,822 ft²) Gross Floor Area (GFA) and 881.4 m² (9,487 ft²) Total Floor Area to house an automobile dealership, automobile service centre, and associated outdoor motor vehicle display spaces. The building itself will have a total height of 9.7 metres and will be located along the eastern portion of the property, parallel to Eagleson Road and the east property line. The north corner of the building provides a clear aluminum framed curtain wall to be used as a show room to display vehicles within the building.

With respect to parking, the Site Plan proposes a total of one-hundred (100) surface parking spaces (34 display vehicle spaces, 64 customer/staff spaces, 2 barrier free). The two (2) barrier-free parking spaces are located next to the building entrances.

In addition to showroom uses, the proposed building’s ground floor provides waiting rooms, reception areas, staff areas, office spaces specific to the operation of the primary business, and twelve (12) car bays for servicing and maintaining vehicles. Access to the ground floor of the building is from the northwest and southwest lobby entrances. The second floor above includes a mezzanine level, which will primarily be used for storage, and offices for staff.

The property meets and exceeds the setbacks and Floor Space Index (FSI) as set out in the City of Ottawa Zoning By-law 2008-250. More specifically, the front yard setback requirement is no minimum and the proposal provides a front yard setback of 21.62 metres along Eagleson Road, the corner side yard setback requirement is also no minimum and the provided corner side yard setback is 5.38 metres along Fernbank Road, the rear yard setback requirement is no minimum and the proposal provides a rear yard setback of 21.70 metres, and finally the FSI maximum ratio is 2, and the proposal provides a maximum floor space index ration of 0.12.

The design provides ample room for snow storage along the southern edge of the parking lot. Further, the site includes enclosed garbage and recycling unit with lockable gates and will be buffered from view with facer board and galvanized steel posts.

With respect to the building form and materials, the form of the building is consistent with many other automobile dealerships in the City. The layout and function of the building was vetted and well thought out in order to take full advantage of its location at a prominent intersection. With respect to building materials, the building incorporates horizontal and vertical pre-finished metal cladding with various ribbing and thickness to clearly distinguish the look and feel as well as visually separating the various spaces of the building. Further, the building design incorporates illuminated signage, wall mount...
lighting, the use of windows and clear aluminum framed curtain walls to filter in natural light while allowing for views in and out of the building.

In terms of on-site landscaping, the site dedicates 38% of its total area for landscaping to soften up a site which relies heavily on parking and display spaces for vehicles. Further, the property includes a three-metre landscape buffer between the parking lot and the lot lines which abut the street.

**PLANNING APPLICATIONS**

In order to proceed with the development proposal as described above, a Major Zoning By-law Amendment and Site Plan Control Application will be filed concurrently.

The site is currently zoned I1A [1487] - Minor Institutional, Subzone A, Urban Exception 1487 in the City's Comprehensive Zoning By-law 2008-250. Subzone A outlines specific zoning provisions for properties in this zone and urban exception 1487 permits an instructional facility. The Zoning By-law Amendment seeks to rezone the lands to AM - Arterial Mainstreet to more closely reflect the Official Plan land use designation and to permit a wider variety of uses that can better serve the community. Further, the
proposed uses, automobile dealership and automobile service centre, are not currently permitted and rezoning the lands to AM would permit these uses going forward. The following amendments are requested as part of this application:

- Rezone subject property from I1A [1487] to Arterial Mainstreet [XXXX] to permit automobile dealership and automobile service station as permitted uses.

Other amendments may be identified following technical circulation and as a result of Site Plan changes.

SITE AND COMMUNITY CONTEXT

SUBJECT SITE

The subject property consists of one (1) lot of record and is located on the southwest corner of Fernbank Road and Eagleson Road in Kanata. The subject property has approximately 142.82 metres of frontage along Fernbank Road, 108.81 metres of frontage along Eagleson Road, and a total lot area of approximately 7,288.5 m² or 0.729 hectares.

The subject site is currently vacant of any buildings and is heavily covered with vegetation. It is raised at a slightly higher elevation than the adjacent Monahan Drain.

AREA CONTEXT

The subject property is located in the Glen Cairn Kanata South area in Ottawa’s west end and is approximately 4.8 kilometers south of highway 417.

The surrounding area uses vary; however consist primarily of low-rise residential uses, open space, and vacant lands slated for future commercial/retail development. The following identifies the land uses that surround the site:

NORTH: The lands directly north of the subject property include the existing Fernbank and Eagleson Road intersection. Beyond the intersection to the north there are detached and townhouse dwelling units located in nearby residential subdivisions.

EAST: The lands directly east of the subject property consist of the Eagleson Road right-of-way. Beyond the Eagleson Road right-of-way there is a vacant parcel of land that is zoned for future local commercial uses.

SOUTH: The lands to the south of the subject property consist of open space, and more specifically the Monahan Drain. Beyond the open space to the south there is a residential subdivision with primarily townhouse dwellings units.

WEST: The lands directly west of the subject site consist of the Fernbank Road right-of-way. Beyond the right-of-way there are two (2) residential areas comprised of primarily townhouse dwelling units.
COMMUNITY AMENITIES

The subject property is located within close proximity to area amenities, some of these amenities are listed below:

- Commercial uses to the north along Eagleson Road (i.e. grocery store, bank, retail store etc.);
- Future commercial uses to the east;
- Huntsman Park, Brigitta Park, Romina Park, Meadowbreeze Park, Kristina Kiss Park, and open space in the surrounding area;
- Existing cycling network to the east and west;
- An existing school to the east; and
- Within close proximity to bus rapid transit access along Fernbank Road.

ROADS AND TRANSIT

The subject site is well serviced with respect to the existing road network. As per Schedule E – Urban Road Network in the Official Plan, Fernbank Road and Eagleson Road are identified as existing Arterial Roadways, which carry large volumes of traffic over the longest distances. Further, Romina Drive to the west is identified as an existing Collector Roadway, which is used as a principal roadway in an urban neighbourhood. The stretch of Terry Fox Drive that intersects with Fernbank Road is identified as a proposed Arterial Roadway.

*Schedule E: Urban Road Network*
The site is within close proximity to several bus routes that are within walking distance for staff and customers. More specifically, local and peak bus routes 66, 161, and 164 are nearby to the property. Further, Schedule D - Rapid Transit Network in the City of Ottawa Official Plan outlines that the subject property is within close proximity to an existing bus rapid transit route and station further west of Terry Fox Drive at Fernbank Road.

**PLANNING AND REGULATORY FRAMEWORK**

**PROVINCIAL POLICY STATEMENT (2005, as amended 2014)**

On February 24, 2014, the Ministry of Municipal Affairs and Housing released a Provincial Policy Statement (2014) that will replace the current Provincial Policy Statement (2005) on April 30, 2014. The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development, and sets the foundation for regulating the development and use of land in Ontario. It is important to note that all decisions on planning applications made after April 29, 2014 will be required to be consistent with the new PPS and its policies (regardless of whether the application has already been submitted).

Issued under Section 3 of the Planning Act, all decisions affecting planning matters in Ontario are required “to be consistent with” the PPS.
The PPS provides direction on the proposed development in several ways, including:

- **Section 1.1 (Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns)** specifies that an appropriate range and mix of residential, employment (including industrial, and commercial), and institutional, among others be accommodated to meet long-term needs and that cost-effective development standards be promoted to minimize land consumption and servicing costs. The proposed development introduces a new type of land use, automotive dealership, into the area and makes use of existing infrastructure and services.

- **Section 1.1.3 (Settlement Areas)** specifies that settlement areas are to be the focus of growth and development and their vitality and regeneration shall be promoted (1.1.3.1). According to the PPS, planning authorities should promote opportunities for intensification where they can be accommodated (1.1.3.3). The proposed development supports the intent of the PPS with respect to intensification.

- **Section 1.3 (Employment Areas)** indicates that opportunities should be provided for a diversified economic base which supports a wide range of economic activities and ancillary uses for existing and future needs (1.3.1.2). The proposed development fits the intent of the PPS in terms of providing a wide range of economic activities and uses.

The proposed automotive dealership and automotive service station uses at the intersection of Fernbank and Eagleson Roads would contribute to the provision of a wide range of uses in greater Ottawa, and result in the efficient use of land, resources, and infrastructure. As such, the proposed development is consistent with the direction of the current and recently revised PPS.

**CITY OF OTTAWA OFFICIAL PLAN (2007, as amended 2013)**

The subject property is designated ‘Arterial Mainstreet’ in the City of Ottawa’s Official Plan. Development on Arterial Mainstreets is planned to provide a mix of uses and have the potential to evolve, over time, into more compact, pedestrian-oriented and transit friendly places. A broad range of uses is permitted on Arterial Mainstreets, including retail and service commercial uses, offices, residential and institutional uses.

In 2013, the City of Ottawa reviewed its Official Plan which resulted in numerous changes to policy references and to land use designations. Ottawa Council adopted Official Plan Amendment (OPA) 150 to implement the changes in December 2013 and it is currently with the Ministry of Municipal Affairs and Housing (MMAH) for the Minister’s Decision and final approval. For the purposes of this Planning Rationale, the current policies of the City of Ottawa Official Plan 2003, Consolidated May 2013 remain in full force and effect and have been reviewed and analysed for the proposed development. In addition, although OPA 150 is not yet in full force and effect, the new policies relevant to the proposed development have been taken into consideration as the intended direction of City Council and are described in this document.

Policy 3.6.3.6 identifies that new automobile sales, and service stations are permitted on Arterial Mainstreets and will be evaluated against the design objectives and principles in section 2.5.1, any other Council Approved design guidelines, and the compatibility criteria in section 4.11 of the Official Plan. In addition, other criteria such as the location of surface...
parking, and pedestrian-oriented development will also be evaluated by sections 2.5.1 and 4.11.

Schedule B: Urban Policy Plan

Section 2.5.1 - Urban Design and Compatibility

Section 2.5.1 addresses Compatibility and Community Design, particularly as it relates to introduction of new development in established areas. New development must be sensitive to and compatible with existing communities that have developed over long periods of time. Introducing new development in existing areas that have developed over a long period of time requires a sensitive approach and a respect for a communities established characteristics. In general terms, compatible development means development that, although it is not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. It ‘fits well’ within its physical context and ‘works well’ among those functions that surround it.

The proposed development achieves, among others, the following design objectives and principles set out in Section 2.5.1:
1. The proposal enhances the sense of community by creating and maintaining places with their own distinct identity.

The proposed automobile dealership and automobile service centre takes advantage of an underutilized property at a prominent intersection and can serve the immediate area given the residential character of the adjacent lands. Further, uses such as an automobile dealership are permitted on arterial mainstreets and have the ability to complement the existing residential uses as well as the future local commercial uses that are proposed nearby.

2. To define quality public and private spaces through development

Since the lot fabric and pattern of surrounding development are currently becoming more densely populated, the proposed development contributes to a complete lot fabric. Although the site is private and is not intended for public or community use, the proposed development will contribute to a more complete street frontage, which may eventually line the entire arterial mainstreet near this location. There is an existing public sidewalk on the northwest frontage of the subject property which extends partially onto Eagleson Road, and creates a distinction between public and private use of the property.

3. To create places that are safe, accessible and are easy to get to, and move through.

The subject property is enclosed by roads to the east and west and the Monahan Drain to the south making it difficult to integrate into nearby properties.

4. To ensure that new development respects the character of existing areas.

The architectural detail of the proposed automobile dealership will complement the existing built form and context of the nearby residential and commercial areas and will over time, integrate into a more complete arterial mainstreet. Since the immediate area is experiencing growth with respect to residential and commercial development, the proposed automobile dealership will effectively act as a precedent to encourage similar developments to serve the immediate and regional area.

5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice. [OMB decision #2649, September 21, 2006]

The proposal for an automobile dealership helps to achieve a more compact urban form along Eagleson Road and Fernbank Road where there are currently long interruptions in undeveloped lands. The proposal encourages development with varying stages of maturity recognizing that lands have already developed nearby with residential uses and will continue to evolve over time with similar residential and commercial uses in the future.

6. To understand and respect natural processes and features in development design

Currently, the subject property is heavily covered with small trees, which makes development on the property difficult. Further, due to the site's prominent location at the corner of two (2) major arterial roads, the subject property is desirable for development and achieves many of the Official Plan policies. The proposed development will however respect the function of natural processes such as the
Monahan Drain to the south and will ensure that on-site uses to not provide increased stress on adjacent lands with respect to drainage, run-off, and wildlife habitat impact.

Section 4.11 – Urban Design and Compatibility

The criteria in Section 4.11 provide a means to objectively evaluate the compatibility of infill development. The following is an evaluation of the criteria in relation to the proposed development.

<table>
<thead>
<tr>
<th>Compatibility Criteria</th>
<th>Conformity</th>
</tr>
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<tbody>
<tr>
<td>Traffic</td>
<td>The proposed automobile dealership is not anticipated to generate much traffic to the site. No impacts are anticipated on adjacent properties and a Traffic Study was not required as part of this proposal for this reason specifically.</td>
</tr>
<tr>
<td>Vehicular Access</td>
<td>Vehicular access will be provided from two separate entrances - one from Fernbank Road and one from Eagleson Road to ensure proper vehicular access through the site including fire route access for emergency services. The accesses are set closely to the southern edge of the property to ensure a safe distance away from the main intersection and to avoid issues such as queuing vehicles.</td>
</tr>
<tr>
<td>Parking Requirements</td>
<td>A total of 100 parking spaces will be provided on the site with two (2) proposed as barrier-free spaces, sixty-four (64) of those spaces being allocated to staff and customers and the other thirty-four (34) spaces will be allocated to vehicle display for the dealerships inventory. The proposed development requires two spaces for sales/showroom, 24 spaces for service (based on the number of bays), and two spaces for other uses within the building for a total of 28 required spaces.</td>
</tr>
<tr>
<td>Outdoor Amenity Areas</td>
<td>The proposed development does not require amenity area.</td>
</tr>
<tr>
<td>Loading Areas, Service Areas and Outdoor Storage</td>
<td>A fully enclosed garbage area is provided internally to the site and will not be visible from the main roads or the intersection. Snow removal is proposed on the south end of the site and will be internal to the site and will not cause any issues with site functionality nor will it create impacts on nearby properties.</td>
</tr>
<tr>
<td>Lighting</td>
<td>Lighting will meet the City’s standards, with no anticipated impacts on adjacent development. A Lighting Plan has been submitted as part of the Site Plan application.</td>
</tr>
<tr>
<td>Noise and Air Quality</td>
<td>There are no anticipated concerns with respect to noise and air quality neither to this property nor to adjacent properties.</td>
</tr>
<tr>
<td>Sunlight and Microclimate</td>
<td>There are no anticipated impacts in regards to sunlight and shadowing on adjacent properties as a result on a single storey automobile dealership in addition to the fact that the surrounding area properties are setback approximately 100 metres from the subject property to the south and approximately 45 metres across the intersection to the north.</td>
</tr>
</tbody>
</table>
The proposed development meets several of the applicable policies in the City of Ottawa Official Plan, including:

- The proposal is consistent with the direction of the Official Plan, more specifically for Arterial Mainstreets as it encourages a mix of uses such as retail, service commercial uses, offices, residential and institutional uses.

- Automobile Sales and Service Stations are permitted along Arterial Mainstreets subject to being evaluated by design and compatibility criteria in sections 2.5.1 and 4.11 in the Official Plan.

- The proposal meets many of the urban design and compatibility criteria outlined in Sections 2.5.1 and 4.11 of the Official Plan.

Annex 1 – Road Classification and Right-Of-Way (ROW)

Table 1 – Road Classification and Right-Of-Way in the City of Ottawa Official Plan identifies segments of roads where a particular right-of-way dimension is to be protected for future road widening, protection for boulevard and sidewalk construction, future upgrades to servicing and other applicable measures. The ROW requirement is typically conveyed to the City during the Site Plan Control application process.

As per Table 1, Eagleson Road is to be protected for a total width of 44.5 metres. This measurement is typically taken from the midpoint of the road and extended equally to each side of the road. As a result of the current Eagleson Road ROW shortfall, an additional 4.5 metres is being reserved on the subject site along the Eagleson Road frontage for future widening.

URBAN DESIGN GUIDELINES FOR DEVELOPMENT ALONG ARTERIAL MAINSTREETS (2006)

The Urban Design Guidelines for Development along Arterial Mainstreets were approved by Council in 2006 and their purpose is to provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development
along Arterial Mainstreets. These guidelines are to be applied throughout the City for all streets identified as an Arterial Mainstreet within the Official Plan.

The following urban design guidelines apply and are being achieved through the proposed development:

- The proposed building is being located along the public street, Eagleson Road in this case, in an effort to animate its presence along a heavily travelled arterial road (Guideline 1).
- The proposed building will create a strong feature presence at the corner of Eagleson and Fernbank Roads. In addition, landscaping will be used along the Eagleson Road frontage to create a continuous streetscape (Guideline 4/5).
- The proposed building is set back 21.62 metres from the front yard and 5.38 metres from the corner yard (Guideline 6).
- The proposed development on the site has been designed with an internal circulation pattern and provides opportunities on the south of the site for future intensification. (Guideline 10).
- The proposed building has been oriented and massed at the corner of the site (Guideline 13).
- The proposed building uses clear windows along the street frontages (Guideline 18).
- Ample landscaping areas have been provided along the edges of the site and between parking lots and the street (Guideline 35/36/41).

CITY OF OTTAWA ZONING BY-LAW 2008-250

The subject site is zoned I1A [1487] - Minor Institutional, Subzone A, Urban Exception 1487 in the City of Ottawa Zoning By-law 2008-250. Subzone A outlines specific provisions which relate to lot width, lot area, building setbacks, maximum height, and maximum lot coverage. Urban exception 1487 permits an instructional facility.

The purpose of the Major Zoning By-law Amendment is to rezone the lands from Minor Institutional, Subzone A to Arterial Mainstreet (AM) to fit the site’s Official Plan designation and also permit the proposed automobile related uses.

The purposes of the AM zone is to accommodate a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings or side by side in separate buildings in areas designated Arterial Mainstreet in the Official Plan, and to ensure new development is compatible with the surrounding uses.
Many of the proposed uses in the I1A zone are also permitted in the Arterial Mainstreet zone. The proposed uses, however are not permitted. The Arterial Mainstreet zone and designation in the Official Plan promotes a mix of uses and do permit automobile dealership and service centre uses with the assumption that they meet the urban design and compatibility criteria.

**Table 185 - AM Zone Provisions and Proposed Development Provisions**

<table>
<thead>
<tr>
<th>Zoning Mechanism</th>
<th>By-law Requirement</th>
<th>Proposed</th>
<th>Conforms ✓ or ✗</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum Lot Area</td>
<td>No minimum</td>
<td>7,288.5 m²</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Lot Width</td>
<td>No minimum</td>
<td>108.81 m (Eagleson)</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Front Yard Setback (Eagleson Road)</td>
<td>No minimum</td>
<td>21.62 m</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Corner Side Yard Setback (Fernbank Road)</td>
<td>No minimum</td>
<td>5.38 m</td>
<td>✓</td>
</tr>
</tbody>
</table>
### Zoning Mechanism:

<table>
<thead>
<tr>
<th>Requirement</th>
<th>By-law Requirement</th>
<th>Proposed</th>
<th>Conforms ✓ or ✗</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum Rear Yard Setback</td>
<td>No minimum</td>
<td>21.705 m</td>
<td>✓</td>
</tr>
<tr>
<td>Maximum Building Height</td>
<td>25 metres</td>
<td>9.7 m</td>
<td>✓</td>
</tr>
<tr>
<td>Maximum Floor Space Index</td>
<td>2</td>
<td>0.12</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Landscaped Area (per Exception 1690)</td>
<td>10%</td>
<td>38.47%</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Width of Landscaped Area Around a Parking Lot</td>
<td>15 percent of parking lot must be landscaped (includes perimeter and interior landscaping)</td>
<td>40%</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>3 m buffer required between parking lot and lot line abutting a street, 1.5 m not abutting a street</td>
<td>3 m</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Parking Space Requirements</td>
<td>Sales/Showroom: 2 spaces per 100m² of GFA</td>
<td>2 spaces</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>Service: 2 spaces per service bay</td>
<td>24 spaces (12 bays)</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>Other: 1 space per 100m² of GFA</td>
<td>2 spaces</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>Total Required = 28 spaces</td>
<td>100 spaces</td>
<td>✓</td>
</tr>
<tr>
<td>Minimum Bicycle Parking Requirements</td>
<td>1 space per 1500 m² of GFA</td>
<td>1</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>Total Required = 1 spaces</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Outdoor Storage</td>
<td>Permitted in an interior side yard or rear yard</td>
<td>Any outdoor storage will be in an interior side yard</td>
<td>✓</td>
</tr>
</tbody>
</table>

Additional amendments may be identified following staff review, technical circulation and as a result of Site Plan revisions.
SUPPORTING STUDIES

Several technical studies have been prepared in support of the proposed development including with respect to servicing, stormwater management, geotechnical, erosion and sediment control, tree inventory, and environmental. These technical studies are included under separate cover.

CONCLUSIONS

The proposed development represents, in our opinion, good land use planning and reflects appropriate development for the site that is consistent with the broad policy directions of the PPS, the City of Ottawa Official Plan, and the intent of the City of Ottawa Zoning By-law 2008-250.

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