FOTENN





Prepared for:

Butler Group of Companies 63 Roydon Place Ottawa, ON, K2E 1A3

Prepared by:

FOTENN Planning + Design

Fotenn Planning + Design 223 McLeod Street Ottawa, ON K2P 0Z8 fotenn.com

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CONTENTS

1.0 Inti	oduction	2
1.1	Subject Lands and Surrounding Area	2
1.2	Development Proposal	
1.3	Supporting Studies, Reports and Plans	
2.0 Po	icy Framework	
2.1	Provincial Policy Statement	
2.2	City of Ottawa Official Plan (2003, as amended)	
2.2		
2.2		
2.2		
2.2		
2.2		
3.0 Re	gulatory Framework	
3.1	Comprehensive Zoning By-law (2008-250)	
3.2	Proposed Additional Land Uses	16
3.3	Proposed Major Zoning By-law Amendment	
4 0 Co	nclusion	

1.0 INTRODUCTION

Fotenn Consultants Inc. ("Fotenn") has been retained by Butler Group of Companies ("Butler") to assess the appropriateness of rezoning the lands municipally known as 1970 Merivale Road and 22 Slack Road ("the subject lands"), located in the Knoxdale-Merivale ward of the City of Ottawa. The purpose of the Major Zoning By-law Amendment application is to rezone the property from "Minor Institutional Zone, Subzone B (I1B)" to "Business Park Industrial (IP) Zone" and to introduce additional uses beyond those permitted in the parent IP zone through the introduction of an Exception. At present, no changes are proposed to the existing buildings or the site.

1.1 Subject Lands and Surrounding Area

The subject lands, which have a total land area of approximately 2.9 hectares, are located on the southwest corner of the intersection at Merivale Road and Slack Road, excluding the property located directly at the corner (1960 Merivale Road) (Figure 1). The subject lands also abut Capital Drive to the south and Grenfell Crescent to the west. The total frontage along each of the abutting public roads is as follows:

Merivale Road: 106 metres

/ Slack Road: 140 metres (interrupted)

/ Grenfell Crescent: 72 metres / Capital Drive: 190 metres



Figure 1: Site Location, GeoOttawa 2017

The subject lands are legally described as Lots 26 and 27, Block B, and Part of Blocks A and D, Registered Plan 402691 and Block D, Registered Plan 493738 (Figure 2).



Figure 2: Plan of Survey

The portion municipally known as 1970 Merivale Road was developed as an office building in the late 19060s/early 1970s, with additions made in 1986 and 2005 (Figure 4). The office complex still occupies this portion of the subject lands and includes a gated surface parking enclosure. The building is two storeys in height and employs generic mid-century office architecture. There is also a small, one storey light industrial building to the south of the office building that was developed in 2007. The lands have always been occupied by an electrical distribution entity. Hydro Ottawa currently occupies the subject lands but is scheduled to vacate by September 2019.

The portion municipally known as 22 Slack Road was developed in the 1980s and was originally used as a storage yard with surface parking. In the mid-2000s, an industrial warehouse garage with vehicle bays was introduced, which still exists today. At the same time, the surface parking lot was broadened to support more parking stalls. Functionally, both properties which comprise the subject lands operate as a single entity.

The subject lands have vehicular access off of Capital Drive, Slack Road, and Grenfell Crescent. Only pedestrian access is available from the Merivale Road frontage. All vehicular accesses are un-signalized and allow full movement. The Capital Drive and Grenfell Crescent accesses are controlled by security gates.



Figure 3. Existing Office Building

The subject lands are situated in the southwest corner of the Merivale Industrial Area and surrounded by the following uses:

North: The abutting property located at the southwest corner of Merivale Road and Slack Road was historically occupied by a gas bar, which was removed in the late-1990s and is now vacant. Commercial uses, industrial uses, and office uses occupy the north side of Slack Road.

To the northwest, along the north side of Slack Road, are lands zoned for institutional uses.

Approximately one kilometre to the north, at the intersection of West Hunt Club Road and Merivale Road, is a commercial shopping area that extends east along West Hunt Club Road.

/ **East:** The lands located on the east side of Merivale Road, which are also located with the Merivale Industrial Area, are occupied by industrial uses, office uses, and a large-scale car wash operation. Further east (east of the railway line) is the Rideau Heights Business Park, beyond which is the Rideau River.

A low-density residential neighbourhood is located to the southeast of the subject lands, on the east side of Merivale Road.

South: South of the subject lands are industrial and office uses situated along the south side of Capital Drive (the southwestern boundary of the Merivale Industrial Area). Further south is an active railway corridor (Smith Falls Rail Corridor).

- St. Monica Catholic School is located immediately southeast of the rail corridor, with a low-density residential neighbourhood located to the south and southwest, both east and west of the railway corridor.
- West: The western boundary of the Merivale Industrial Area is located behind the properties situated along the west side of Grenfell Crescent, beyond which is the edge of the National Capital Commission (NCC) Greenbelt.



Figure 4: Concept Plan (Existing Condition)

1.2 Development Proposal

The proposed Major Zoning By-law Amendment would serve to expand the uses that are permitted within the existing buildings on the subject lands. More specifically, a "Business Park Industrial (IP) Zone" is proposed with a site-specific Exception that permits additional uses. The new uses being proposed beyond those already included in the IP parent zone are listed below:

- / Automobile body shop
- / Heavy equipment and vehicle sales, rental and servicing
- / Retail food store
- / Retail store
- / Storage yard

The proposed uses are suitable for the established development context of the area and can be incorporated on the subject lands through tenant fit-ups, without the requirement for any site alterations.

1.3 Supporting Studies, Reports and Plans

In addition to this Planning Rationale, the following studies/reports and plans form part of this Major Zoning Bylaw Amendment submission:

Studies/Reports

- Assessment of Adequacy of Public Services, prepared by McIntosh Perry, dated May 23, 2019; and
- / Phase 1 Environmental Site Assessment prepared by Pinchin, dated February 13, 2019.

Plans

- Concept Plan showing existing land uses and landscaping, prepared by Fotenn, dated May 28, 2019;
- / Site Servicing Plan, prepared by McIntosh Perry, dated May 31, 2019; and
- / Topographic Plan of Survey, prepared by Farley, Smith & Denis, dated April 30, 2019.

The studies/reports and plans identified above have been reviewed and support the proposed rezoning application.

2.0 POLICY FRAMEWORK

2.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) sets out a vision for land use planning in the Province of Ontario that encourages planning and development that is environmentally-sound, economically-strong and that enhances quality of life. Land use planning policies are intended to promote efficient development patterns with a mix of housing, employment, open space and multi-modal transportation which are appropriate for and make efficient use of existing and planned infrastructure and public service facilities. The relevant policies to the subject application are as follows.

Section 1.1.1 provides policy guidance for efficient development and land use patterns. The relevant policies are discussed below. This section states:

"Healthy, liveable and safe communities are sustained by:

a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;

The proposal is efficient in that it repurposes existing buildings located within an area that is serviced situated within an adequate transportation network.

b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

The proposed Major Zoning By-law Amendment would serve to permit additional employment-generating uses on the subject lands, providing for flexibility that would allow the existing building to remain viable over the long term. The applicable Official Plan designation supports the uses proposed on the subject lands.

c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;

This proposal does not create environmental or public health and safety concerns. No construction is proposed. Re-purposing existing buildings is less impactful on the environment than demolition and/or new construction.

e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;

Land consumption will not increase as no further construction is proposed.

Section 1.1.3.2 of the PPS notes that land use patterns within settlement areas shall be based on:

- a) densities and a mix of land uses which:
 - 1. efficiently use land and resources;
 - 2. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
 - 3. minimize negative impacts to air quality and climate change, and promote energy efficiency;
 - 4. support active transportation;
 - 5. are transit-supportive, where transit is planned, exists or may be developed;

The proposed Major Zoning By-law Amendment makes efficient use of land and resources; is appropriate for the available infrastructure; minimizes climate change impacts through re-use of existing buildings; and is situated within an adequate transportation network.

Overall, the proposed rezoning of the subject lands to support the desired uses is consistent with the policies of the PPS.

2.2 City of Ottawa Official Plan (2003, as amended)

The City of Ottawa's Official Plan (OP) provides a vision and a policy framework to guide the future growth of the City of Ottawa. It addresses matters of provincial interest as defined by the Planning Act and the Provincial Policy Statement. The applicable policies of the OP have been reviewed below.

By the year 2031, Ottawa's population in the urban area outside the Greenbelt is projected to grow to 432,000 and is expected to support 162,000 jobs. The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. More specifically, the Plan pursues strategic directions in four key areas, two of which are relevant to this proposal:

1. Managing Growth

- / The City will manage growth by directing it to the Urban Area where services already exist or where they can be provided efficiently;
- / Growth in the urban area will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.

2. Building Liveable Communities

- Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing and places to work and shop;
- / Attention to design will help create attractive communities where buildings, open space, and transportation work well together;

Consistent with the direction set out in the PPS, these strategic directions are developed further in the policies of Section 2.2 (Managing Growth) discussed below.

The proposed rezoning strengthens the viability of an under-utilized property within the City's Urban Area and will complement the existing commercial, office, and industrial uses along Merivale Road and Slack Road in pursuit of creating a diversified and dynamic area.

2.2.2 Managing Growth

The City anticipates that approximately 90 percent of the growth in population, jobs and housing will be accommodated within the Urban Area. Concentrating growth within the Urban Area makes efficient use of existing services and infrastructure and allows for a pattern and density of development that supports transit, cycling, and walking as viable and attractive alternatives to private automobiles.

This proposal will sustain growth in the Urban Area, make efficient use of existing services, and support active transportation by allowing for jobs and services in an area that is well-supported by the existing transportation network. It will contribute to the employment options in the existing community.

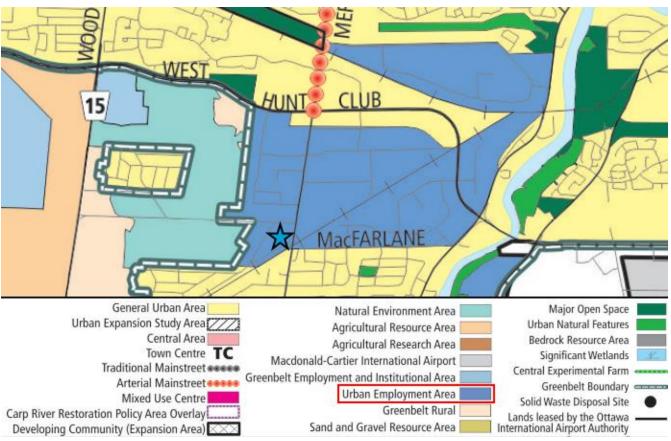


Figure 5: Schedule B of the Official Plan, Urban Policy Plan

2.2.3 Urban Employment Area Designation (Section 3.6.5)

The subject lands are designated "Urban Employment Area" on Schedule B- *Urban Policy Plan* of the Official Plan. The policies of the Urban Employment Area designation support land uses that provide opportunities for business and economic activity. Urban Employment Areas generally enable three land use scenarios:

- / Noxious industrial uses that require a buffer from other uses;
- / Non-noxious uses that are incompatible with other uses due to noise and functional impacts; and
- / Prestigious uses (office/clean industry) which intend to locate among similar uses.

The proposal reflects the second and third typologies. The proposed uses will integrate well with the existing uses in the surrounding Merivale Industrial Area and will support the existing surrounding uses.

The direction for Urban Employment Areas are described in Policy 2:

"In Urban Employment Areas, the Zoning By-law will:

- a. Permit traditional industrial uses such as manufacturing, **warehousing**, distribution, **storage**, communications, construction;
- b. Permit uses that store most products outdoors and require large land areas devoted to external storage, sale or service of goods or for vehicle sales and service;

- c. Permit office uses and similar uses at similar densities, including, research & development and emergency services. Universities, community colleges and private career colleges will be established by an amendment to the Zoning By-law and are subject to Major Urban Facilities Policies 5 to 10 in Section 3.6.7.
- d. Permit **sample and showroom uses**, meaning that portion of a building operating only in association with a warehouse or other permitted use in the same building, primarily used for the display of samples, patterns or other goods and wherein orders are taken for merchandise which is stored in bulk in a warehouse in part of the same building for future delivery to its customers, and where the proportion of the gross leasable area of a building devoted to sample and showroom use is limited in the Zoning By-law so that sample and showroom space is secondary and subordinate to the primary use of the building for warehouse storage;
- e. Permit a variety of ancillary uses, such as recreational, health and fitness uses, child care, and service commercial uses (e.g. convenience store, doctor and dentist office, shoe repair shop, coffee shop, restaurant, bank, dry-cleaning outlet, service station or gas bar) consisting of small occupancies on individual pads, within a building containing a permitted use, in groups as part of a small plaza, or on small lots. The purpose of these complementary-type uses is to serve the employees of Urban Employment Areas. Ancillary uses are to be clearly incidental to the primary employment-generating uses listed in subsections a, b and c above, and will not be of a size or nature that draw clientele from a beyond the local area. Ancillary uses consisting of a single occupancy on an individual pad shall be limited to 750 m2 of gross floor area. Alternative and area specific limitations may be determined through a municipally-initiated Zoning By-law Amendment that analyses the appropriate size and application of ancillary uses relative to the circumstances and attributes of the different Urban Employment Areas to their surrounding community. The Zoning By-law shall establish an individual occupancy and a cumulative total gross floor area limit for ancillary uses. Amendments to either the individual or cumulative limits above shall assess whether the use with the proposed floor space is ancillary to the subject Urban Employment Area;
- f. Consider through a site specific amendment to the Zoning By-law permitting low density institutional uses such as community centres, daycares, places of worship only if the proposed use is compatible with existing and potential permitted uses as specified in the Zoning By-law; and, the ability for the remainder of the Urban Employment Area to achieve the requirements of Policy 1 above or as otherwise provided for in a Secondary Plan. The compatibility assessment will be guided by the Ministry of the Environment D Series Guidelines, as amended. The identification of potential permitted uses may consider the impact that existing uses adjacent to and within the Urban Employment Area may already have on a non-existing use that is permitted in the Zoning By-law.
- g. Distinguish uses with characteristics that are likely to impact negatively on surrounding areas (e.g., industrial uses that produce odours, dust, smoke, heavy equipment movement, large areas of outdoor storage, or noise) from those uses that are likely to have negligible such impacts (e.g., offices or research and development facilities);
- h. Not permit industrial uses or development with the potential of restricting visibility at the Ottawa Macdonald-Cartier International Airport, the Rockcliffe Airport or the Carp Airport by virtue of industrial/manufacturing processes generating smoke, dust, or steam as described in Transport Canada's "Land Use in the Vicinity of Airports" document TP1247E."

The proposed uses are in line with the broader policy direction of the Urban Employment Area designation and can be accommodated in a manner that meets the compatibility requirements as set out above.

2.2.4 City-Wide Employment Area Policies (Section 2.2.3)

Section 2.2.3 of the OP discusses general policies for employment areas within the City of Ottawa. Overall, economic growth and diversity is supported through upholding the purpose of employment area designations. Policy 1 directs that:

"The City encourages intensification and renewal of employment uses within the Urban Employment Areas located inside the Greenbelt. Because of their central location these Employment Areas provide access to goods movement corridors and major transportation routes for workforce access. These locations also create stable operating environments for a wide variety of traditional industrial uses, which helps to diversify the local economy."

The subject lands are located in an Urban Employment Area (the Merivale Industrial Area) that is located within the Greenbelt and along an Arterial Road (Merivale Road). Therefore, the subject lands are well-suited for a range of employment and employment-supporting uses.

2.2.5 Transportation Network

The existing and proposed transportation network is supportive of the proposed Major Zoning By-law Amendment. As per Schedule E- *Urban Road Network* of the Official Plan, the subject lands abut an Arterial Road (Merivale Road) and three (3) Collector Roads (Slack Road, Capital Drive, Grenfell Crescent) (Figure 6). This makes the subject lands ideally situated for the establishment of a range of uses. The subject lands can be accessed by personal vehicle through the road network without the necessity of through-traffic on Local Roads.

Per Schedule D- *Rapid Transit Network* of the Official Plan, the subject lands are not located in close proximity to any Rapid Transit Stations (Figure 7). However, the intersection of Merivale Road and Slack Road marks the beginning of a "Transit Priority Corridor" that continues north towards downtown Ottawa, with intersections at numerous rapid transit corridors (Figure 6). The subject lands are served by three (3) bus routes that travel along Merivale Road, including routes 80 (frequent route), 96 (local route), and 199 (peak route) (Figure 7). Further, route 187 (local route) travels along Grenfell Crescent.

A municipal sidewalk is located along the west of Merivale Road, which provides a pedestrian connection from the bus stop located at the intersection of Merivale Road and Capital Drive and the private walkways that lead to the office building entrance.

Finally, the subject lands are well-served by cycling routes. Merivale Road is considered a "Spine Route" in the City's Ultimate Cycling Network and Slack Road is considered a "Local Route" (Figure 9). These routes have consistent connectivity to the broader cycling network within the City. Therefore, there are numerous points of access for cyclists that maintain support the viability of active transportation.

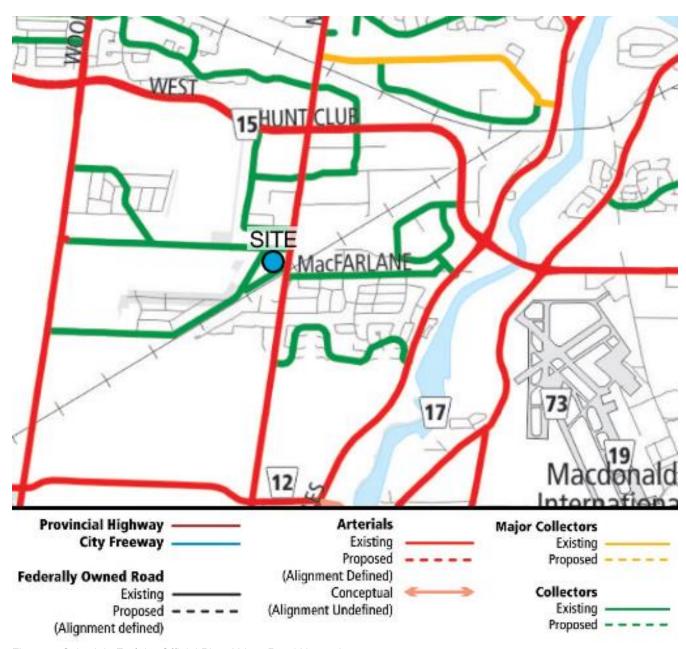


Figure 6: Schedule E of the Official Plan, Urban Road Network



Figure 7: Schedule D of the Official Plan, Rapid Transit Network

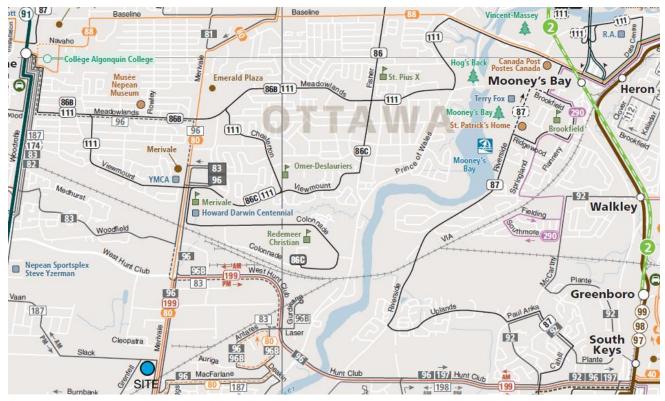


Figure 8: OC Transpo System Map



Figure 9: Ultimate Cycling Network

2.2.6 Airport Vicinity Development Zone

The subject lands are located within the "Airport Vicinity Development Zone" (AVDZ) on Schedule K-Environmental Constraints and Annex 10- Land Use Constraints Due to Aircraft Noise of the Official Plan. Section 4.8.6 of the Official Plan contains policies that apply to lands located within the AVDZ. These policies restrict the development of noise sensitive uses within the AVDZ except in certain circumstances. No noise sensitive uses are proposed on the subject lands.

New development and redevelopment must comply with the Ottawa Airport Zoning regulations and take into consideration the Council-approved Environmental Noise Control Guidelines and applicable provincial and federal guidelines and regulations.

REGULATORY FRAMEWORK

3.1 Comprehensive Zoning By-law (2008-250)

The subject lands are currently zoned "Minor Institutional Zone, Subzone B (I1B)" in the City of Ottawa Comprehensive Zoning By-law (2008-250) (Figure 10). The purpose of this zone is to permit a range of community uses, institutional accommodation and emergency service uses to locate in areas designated as General Urban Area or Central Area in the Official Plan and to minimize the impact of these minor institutional uses located in close proximity to residential uses by ensuring that the such uses are of a scale and intensity that is compatible with neighbourhood character.

This zoning is no longer appropriate for the subject lands given that Hydro Ottawa will be vacating the site in the near future. Further, institutional zones are intended to be located in the General Urban Area or Central Area as opposed to an Urban Employment Area designation. Further, the existing zoning restricts the subject lands from contributing to the growing economic and business needs of the City.

The intention of the Major Zoning By-law Amendment application is to rezone the subject lands to the "Business Park Industrial (IP) Zone". The intention of this zone is to accommodate mixed office, office-type uses and low impact, light industrial uses in a business park setting. The IP zone is more in keeping with the intent of the applicable Urban Employment Area designation and is the zoning that applies to all of the lands located at this end of the Merivale Industrial Area (with site-specific Exceptions).



Figure 10: Zoning Map

The current I1B provisions are compared to the proposed IP provisions in the following table:

Zoning Mechanisms		Existing I1B Provisions	Proposed IP Provisions	
Minimum lot area		1,000 m ²	750 m ²	
Minimum lot width		30m	No minimum	
Maximum lot coverage		N/A	55%	
Minimum front yard		6 m	6 m	
Minimum corner side yard		7.5 m	6 m	
Minimum interior side yard		7.5 m	3m	
Minimum rear yard		7.5 m	6 m	
Maximum floor space index		N/A	2, unless otherwise shown on the zoning maps	
Maximum building height		18 m	22m	
Minimum	abutting a street	N/A	3 m	
width of landscaping	in all other cases	N/A	No minimum	
Outdoor storage		N/A	Except in the case of the storage of motor vehicles associated with an automobile dealership and automobile rental establishment, outdoor storage is prohibited	
Accessory display and sales area		N/A	Must be within the same building as the use to which it is accessory and must no exceed 25% of gross floor area	

As demonstrated in the table above, the revised zoning provisions are suitable for the subject lands. The new zoning applies limits on lot coverage, floor space index, and landscaping in order to limit over-development and improve the aesthetics of the subject lands should any development be proposed in the future.

3.2 Proposed Additional Land Uses

Additional uses beyond those permitted in the parent IP zone are proposed through the Major Zoning By-law Amendment application. The following table identifies the complete inventory of permitted uses envisioned for the subject lands.

Uses Permitted in IP Zone	Additional Proposed Uses	
 / Automobile dealership / Automobile rental establishment / Broadcasting station / Day care / Drive-through facility / Emergency service 	 / Automobile body shop / Heavy equipment and vehicle sales, rental and servicing / Retail food store / Retail store / Storage yard 	

/ Hotel / Light industrial uses / Medical facility / Office / Personal brewing facility / Place of assembly / Printing plant / Production studio / Research and development centre / Service and repair shop / Technology industry / Training centre / Warehouse Permitted, but limited to a cumulative 2,999m² gross floor area with each use not exceeding 300m² gross floor area / Animal care establishment / Animal hospital / Automobile service station / Bank / Bank machine / Bar² / Car wash / Convenience store / Gas bar / Instructional facility / Park / Payday loan establishment / Personal service business / Post office / Recreational and athletic facility (300 m² limit does not apply)	Uses Permitted in IP Zone	Additional Proposed Uses
gross floor area with each use not exceeding 300m² gross floor area / Animal care establishment / Animal hospital / Automobile service station / Bank / Bank machine / Bar* / Car wash / Convenience store / Gas bar / Instructional facility / Park / Payday loan establishment / Personal service business / Post office / Recreational and athletic facility (300 m² limit does not apply)	/ Light industrial uses / Medical facility / Office / Personal brewing facility / Place of assembly / Printing plant / Production studio / Research and development centre / Service and repair shop / Technology industry / Training centre / Warehouse	
/ Animal hospital / Automobile service station / Bank / Bank machine / Bar* / Car wash / Convenience store / Gas bar / Instructional facility / Park / Payday loan establishment / Personal service business / Post office / Recreational and athletic facility (300 m² limit does not apply)	gross floor area with each use not exceeding	
/ Restaurant	/ Animal hospital / Automobile service station / Bank / Bank machine / Bar* / Car wash / Convenience store / Gas bar / Instructional facility / Park / Payday loan establishment / Personal service business / Post office / Recreational and athletic facility (300 m² limit does not apply)	

^{*}Must be ancillary to a permitted brewery, winery or distillery and may not have a gross floor area exceeding the lesser of 300 m2 or 25% of the floor area of the brewery, winery, or distillery to which it is ancillary.

All of the additional proposed uses are permitted within the Urban Employment Area designation, with ancillary uses, such as service commercial uses, limited to 750 m² of gross floor area for a single occupancy on an individual pad.

Further, various subzones of the IP zone or other employment-related zones in Part 11- *Industrial Zones* of the Comprehensive Zoning By-law also permit these uses, including:

- "Retail store" and "retail food store" uses are permitted (subject to restrictions) in the IP14 subzone
- "Automobile body shop" is permitted within the General Industrial (IG) and Heavy Industrial (IH) zone and IP13 subzone.

- "Heavy equipment and vehicle sales, rental and servicing" is permitted in variants of the Light Industrial (IL), IH, and IG zones
- "Storage yard" is a permitted use in the IG and IH zones

The subject lands are ideal for a broad range of employment and employment-servicing uses given that they are located within the established Merivale Industrial Area, are well-served by existing roads and transit, and are of a size and configuration that allows for the desired uses to be accommodated interior to the site, without notable impact to Merivale Road, one of the City's well-travelled, major thoroughfares. The subject lands do not abut any sensitive lands uses and are separated from an existing school and residential uses located a minimum of 100 metres to the south by way of other properties located within the Merivale Industrial Area, as well as a railway corridor that crosses Merivale Road.

3.3 Proposed Major Zoning By-law Amendment

The proposed zoning Exception is summarized in the following table:

I - Exception Number	II - Applicable Zones	III - Additional Land Uses Permitted	IV - Land Uses Prohibited	V - Provisions
[XXXX]	IP[XXXX]	 Automobile body shop Heavy equipment and vehicle sales, rental and servicing Retail food store Retail store Storage yard 	- N/A	- N/A

4.0 CONCLUSION

The proposed application for Major Zoning By-law Amendment is consistent with the Provincial Policy Statement, conforms to the policy direction of the Official Plan, and can be supported by the existing context of the subject lands. The undersigned are of the opinion that the proposed rezoning represents good planning and is in the public interest.

Julie Carrara, MCIP RPP Senior Planner Scott Alain, M.Pl Planner

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