

# FOTENN

## 373 PRINCETON AVENUE



May 8, 2017

Planning Rationale &  
Design Brief  
Zoning By-law Amendment

Prepared for:



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# 1.0 INTRODUCTION

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This Planning Rationale was prepared by Fotenn Consultants Inc. on behalf Uniform Developments in support of a Zoning By-law Amendment and forthcoming Site Plan Control application for the property municipally known as 373 Princeton Avenue.

The purpose of the following document is to assess the appropriateness of the proposed Zoning By-Law Amendment and Site Plan Control application in the context of the surrounding community and the applicable policy and regulatory framework.

# 2.0 SURROUNDING AREA AND SITE CONTEXT

## 2.1 The Site

The site municipally known as 373 Princeton Avenue (“the site” or “the subject site”) is located one block west of Churchill Avenue in a low-rise residential area of Westboro.

The site has a frontage of 61 metres along Princeton Avenue, and frontages of approximately 96 metres along Melbourne Avenue and Edison Avenue, and a total lot area of approximately 5868m<sup>2</sup>. The Institut Jeanne d’Arc occupies a 2.5-storey building at the southwest corner of the site and a number of smaller 2- and 2.5-storey structures surrounding it.

## 2.2 Site Context

The subject site is surrounded on all sides by low-rise residential development. Single-detached dwellings are predominant in this neighbourhood, but semi-detached dwellings and townhouses are also present in the area, and becoming increasingly prevalent as newer infill gradually evolves the neighbourhood’s housing stock.

The neighbourhood is characterized by a mix of new and old houses of various sizes and styles – 2.5 storey mansard-roofed brick houses with wrap-around porches, modest mid-century bungalows, suburban-style late 20<sup>th</sup>-century houses with vinyl siding and veneer brick, and modern houses with a more contemporary and urban character. Surveying the built form here, it is evident that residential development has taken place in this neighbourhood over several different time periods, resulting in a varied neighbourhood character.

The northern half of the block occupied by the site is characterized by modern infill housing recently constructed by Uniform Developments; the requested Zoning By-law Amendment is intended to enable the construction of housing that is similar in scale and character, and to extend the housing pattern of the north half of this block south into parts of the subject site that are currently underutilized.



Figure 1: Site context



Figure 2: Subject site and surrounding lot and building fabric

## 2.3 Road Network and Transit

### Roads

The site is bound to the south by Princeton Avenue, to the east by Edison Avenue, and to the west by Melbourne Avenue. All are local streets. The nearest major road is Churchill Avenue, located one block east of Edison Avenue; it is a Major Collector giving access to Carling Avenue to the south and Richmond Road and Scott Street to the north.

### Cycling and Transit

The site is served by cycling infrastructure, with grade-separated cycle tracks on nearby Churchill Avenue giving access to the rest of the City's cycling network. This site is within 200m of a bus stop on Churchill Avenue in service of OC Transpo Routes 16 and 150.

## 2.4 Community Amenities

The proposed development is near many community amenities, including retail and commercial uses in the Richmond Road corridor, recreational facilities at the Dovercourt Complex and the Churchill Seniors' Recreation Centre, parks such as the Westboro Kiwanis Park, Clare Gardens Park and Byron Avenue linear park, a variety of schools within a one-kilometre radius including Nepean High School, Notre Dame High School, Broadview Elementary, and the Churchill Alternative School.



Figure 3: Southwest corner of site; Institut Jeanne D'Arc is to be retained



Figure 4: Site as seen from Edison Ave



Figure 5: East of site; typical neighbourhood fabric



Figure 6: South of site; contrasting architectural styles and site layouts



Figure 7: Recent infill development on northern half of subject site's block



# 3.0 DEVELOPMENT PROPOSAL

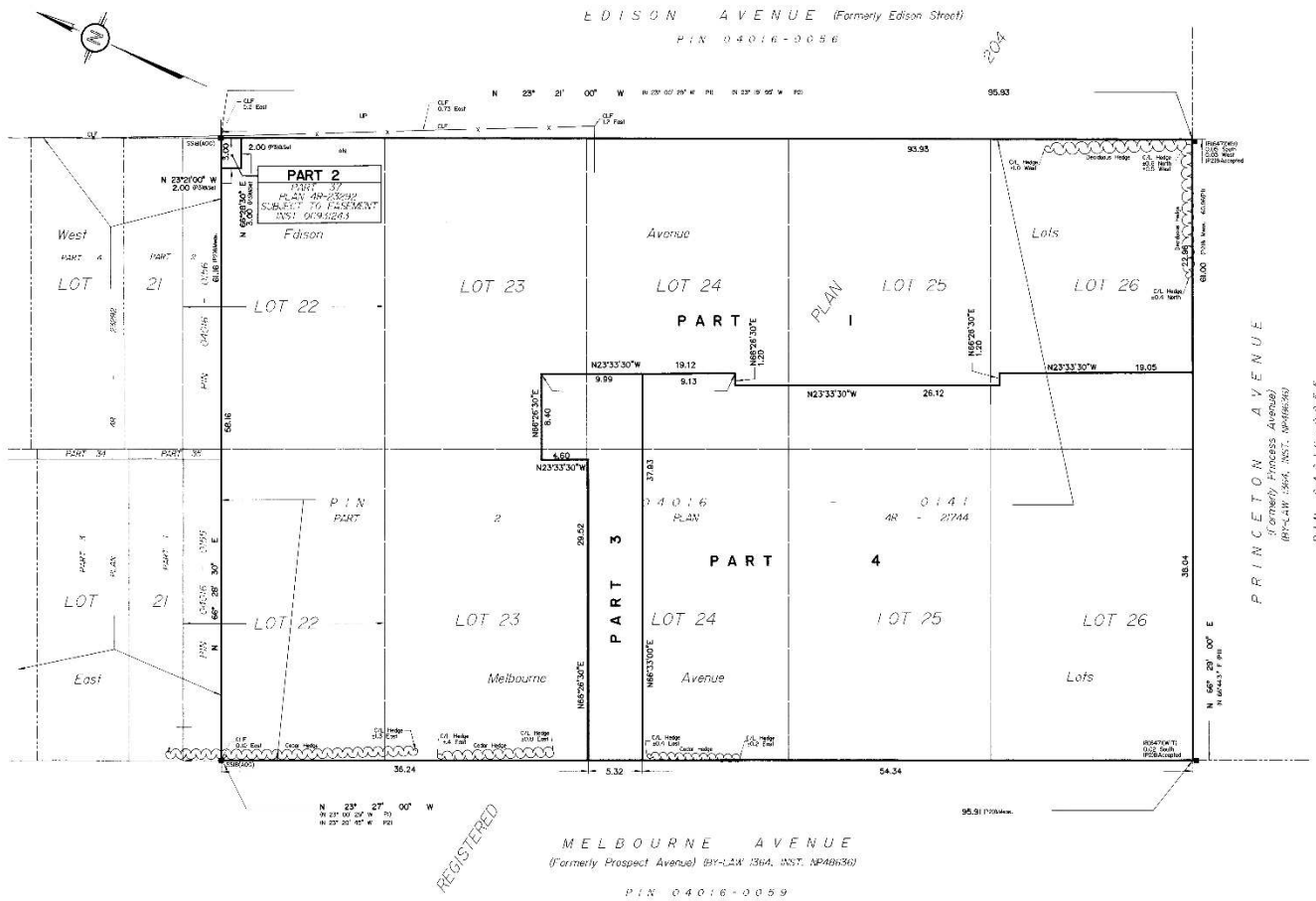


Figure 8: Draft R-Plan

The southwest corner of this site (Parts 3 and 4 in Figure 8, or “the Cornerstone lands”), where Institut Jeanne d’Arc is situated, is being severed through a concurrent application for consent. The existing institutional building there is to be retained *in situ* and will be operated as a residential care facility by Cornerstone Housing for Women.

The remaining L-shaped portion of this site (Parts 1 and 2 in Figure 8, or “the Uniform lands”) is the subject of this application for site plan control and zoning by-law amendment. Uniform proposes to remove the outlying structures on the Uniform lands and construct a total of sixteen (16) units as a mix of townhouses, semi-detached, and single-detached houses as shown in Figure 9:

- / Three (3) two-storey single-detached dwellings, 251m<sup>2</sup> each, indicated with “A” on the site plan;
- / Six (6) two-storey semi-detached dwellings, 195m<sup>2</sup> each, indicated with “B” on the site plan;
- / Seven (7) 2.5 storey townhomes, 158m<sup>2</sup> each, indicated with “C” on the site plan.

The proposed dwellings will front onto Edison Avenue and Melbourne Avenue, and all detached and semi-detached will have vehicular access via driveways from those streets. The townhouses will have parking at the rear, accessed via a private lane from Princeton Avenue, in order to reduce the impact of vehicle storage on the streetscape and to allow the townhouses to have landscaped front yards.

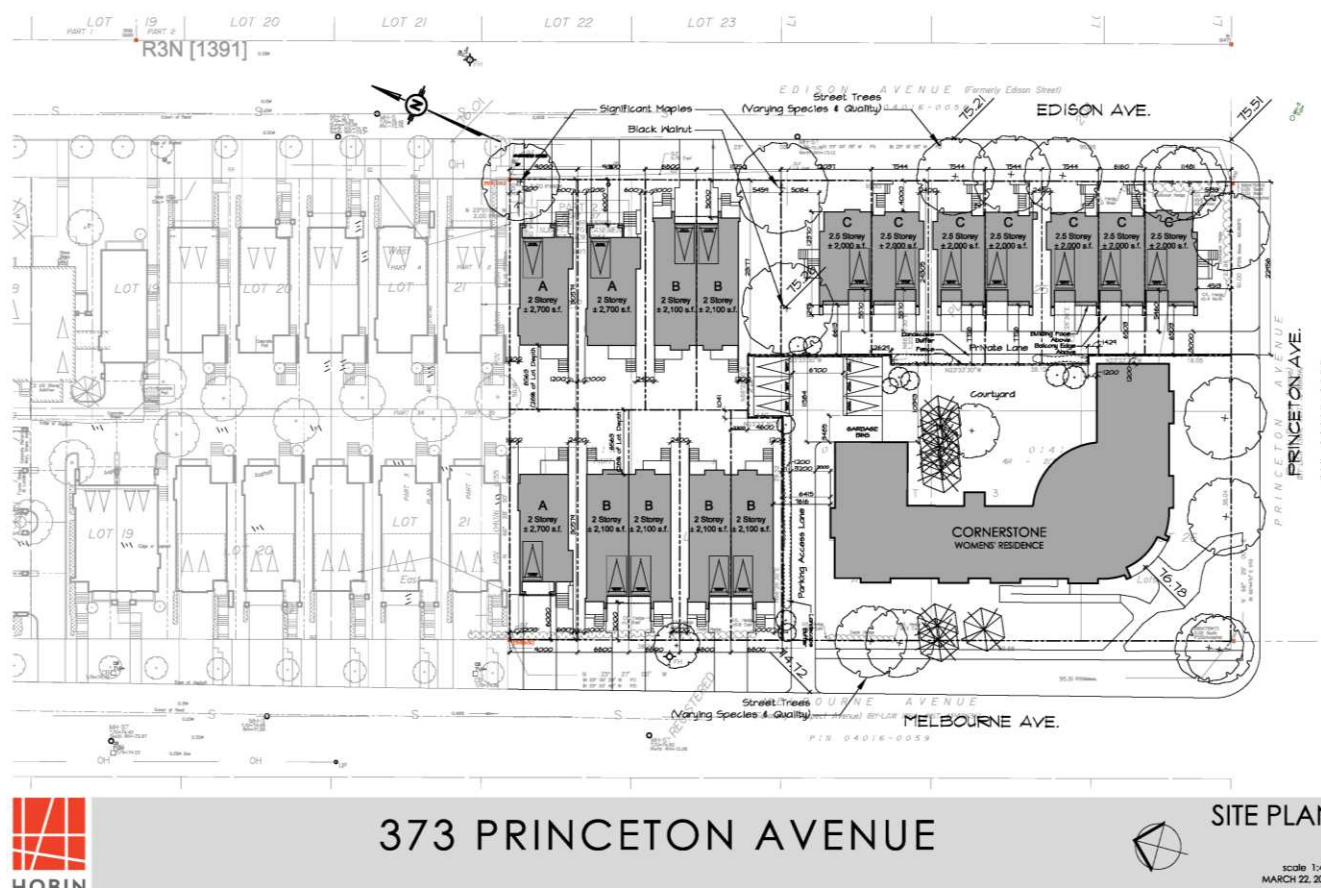


Figure 9: Site plan

The site is currently zoned Institutional, which does not permit the above-noted residential land uses. As such, a zoning by-law amendment is proposed to rezone the Uniform portion of this site from I1A zoning to an R3N zone in keeping with much of the surrounding neighbourhood.

### 3.1 Design

The proposal was developed with regard for numerous design guidelines and policies, including:

- / City of Ottawa Official Plan
  - o Managing Growth policies (Section 2.2.2)
  - o Building Liveable Communities policies (Section 2.5.1)
  - o General Urban Area policies (Section 3.6.1)
  - o Compatibility policies (Section 4.11)
- / Official Plan Amendment 150
- / Urban Design Guidelines for Low-Rise Infill Housing

Conformity with these policies is discussed in detail in Section 4.

All buildings are oriented to the street and designed in a contemporary style consistent with the other residences on this block, with varied facades and elevation designs to lend interest to the streetscape. The intended effect is to fill out the block as a cohesive streetscape, with higher densities concentrated at the south end of the site

adjacent to the existing institutional building, and transitioning to single detached units at the north end of the site adjacent to existing similar homes.

The townhouse units at the southeast corner of the site share a common rear lane for parking, which enables the preservation of front-yard landscaping and street trees.

Full-sized versions of Figures 10-13 are enclosed with this planning rationale.



Figure 10: Elevation from Edison Ave



Figure 11: Elevation from Princeton Ave



Figure 12: Elevation from Melbourne Ave



Figure 13: Rendering for context

## POLICY AND REGULATORY FRAMEWORK

### 4.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act in April 2014. It provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS emphasizes the intensification of built-up areas to promote the efficient use of land, existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion. Planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3]. In addition to furthering the PPS objective of concentrating growth within the built-up urban area, the proposed development meets the following Provincial Policy interests:

- / Promotes efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term [Policy 1.1.1.a];
- / Promotes cost-effective development standards to minimize land consumption and servicing costs [Policy 1.1.1.e];
- / Efficiently uses the infrastructure and public service facilities which are planned or available [Policy 1.1.3.2a];
- / Is an opportunity for intensification and redevelopment where this can be accommodated taking into account existing building stock and areas [Policy 1.1.3.3];
- / Directs development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs [Policy 1.4.3.c];
- / Promotes densities for new housing which efficiently use land, resources, infrastructure and public service facilities and support the use of alternative transportation modes and public transit in areas where it exists or is to be developed [Policy 1.4.3.d];
- / Promotes land use patterns, density and mix of uses that minimize the length and number of vehicle trips and support current and future use of transit and active transportation [Policy 1.6.7.4];
- / Supports energy efficiency and improves air quality through land use and development patterns promoting the use of public transit and other alternative transportation modes and improving the mix of employment and housing uses to decrease transportation congestion [Policies 1.8.1.b and 1.8.1.c].

The proposed development capitalizes on an opportunity for redevelopment and intensification within the City’s built-up area. It minimizes the consumption of new land for development and makes efficient use of existing infrastructure and public services, promotes intensification and new housing in an area where public transit is easily available, and promotes densities that contribute to more sustainable land use patterns and contributes to the range and mix of residential housing types.

### 4.2 City of Ottawa Official Plan 2003, as amended

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

Ottawa’s population is projected to grow by up to 30 percent by 2031. The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. In other words, the City is striving to create ‘complete’ communities in which residents do not need to drive for everyday activities and where jobs, shopping, recreation and social activities lie within walking or cycling distance.

More specifically, the Plan pursues strategic directions in four key areas, two of which are relevant to the proposal:

1. Managing Growth
  - a. The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently, including development on previously underutilized lots;
  - b. 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. Creating Liveable Communities
  - a. The City will provide opportunities to increase the supply of affordable housing throughout the rural and urban areas;
  - b. 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;
  - c. Attention to design will help create attractive communities where buildings, open space, and transportation work well together;

These strategic directions are developed further in the policies of Section 2.2 (Managing Growth) and 2.5 (Building Liveable Communities), and are discussed below.

#### **4.2.1 Managing Growth**

Section 2.2.2 of the Official Plan deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure.

On lands designated General Urban Area, the Plan supports intensification on a scale compatible with existing built context. Policies 1b and 1c of Section 2.2.2 identify residential intensification as including development on underutilized lots within previously developed areas and infill development. Per Policy 14 of Section 2.2.2, the City supports intensification throughout the urban area, including in areas designated General Urban Area, in cases “where the present use is maintained but the addition of residential uses or other uses can be accomplished in a complementary manner.”

Policy 15 states that the interior portions of “stable, low-rise residential neighbourhoods” will continue to be characterized by low-rise buildings, and that new development proposed within these neighbourhoods is to complement the area’s pattern of built form and open spaces. The proposed development maintains the low-rise character of the surrounding residential neighbourhood and extends that character into a previously underutilized site.

The proposed use for the site conforms to the intent of the Official Plan policies on managing growth within the City, where intensification in the General Urban Areas is to relate to the existing community character and contribute to a balance of housing types and tenures. As development in this area is presently characterized by low-density residential uses, the proposed rezoning for single-detached, semi-detached and townhouse dwellings is complementary to the existing pattern of built form in the neighbourhood.

#### **4.2.2 Building Liveable Communities**

Section 2.5 of the Official Plan describes the basics of liveable communities – good housing, employment, ample greenspace, and a sense of history and culture – and proposes to create more liveable communities by focusing on community design and collaborative community building. Community design engages with the details of how buildings and landscapes relate. The design objectives and principles in Section 2.5.1 require that development:

- / Enhances the sense of community by creating and maintaining places with their own distinct identity;
- / Defines quality public and private spaces through development;
- / Creates places that are safe, accessible and easy to get to, and move through;
- / Ensures that new development respects the character of existing areas, and;

- / Considers adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

The subject site is in a low-rise residential community characterized by close-set buildings of a variety of sizes and styles. As the subject site is currently sparsely developed, its current condition represents a deviation from the general character of the area; the proposed residential infill will bring the site more into line with the rest of the neighbourhood.

The proposed development establishes a continuous frontage that defines and encloses the public street, is consistent with scale and character of built form in the area, and offers a variety of unit types within the range that is established in its area. This mix of dwelling types reinforces the diversity of dwelling types in the area and strengthens the ability of the neighbourhood to evolve over time and accommodate different households.

By completing the streetscape and by having street-facing windows and front entrances, the proposed development introduces “eyes on the street” and promotes a safe community through natural surveillance.

#### 4.2.3 Land Use Designation

The site is designated General Urban Area on Schedule B – Urban Policy Plan in the City of Ottawa Official Plan. The General Urban Area designation permits the development of a range and choice of housing types to meet the need of all ages, incomes and life circumstances, in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. The purpose of this designation is to facilitate the development of complete and sustainable communities.

The Official Plan supports low-rise residential intensification within the General Urban Area subject to Policy 3 of Section 3.6.1, which requires that the City:

- / Recognize the importance of new development relating to existing community character and enhances and builds upon desirable established patterns and built form;
- / Apply the policies of Section 2.5.1 (Compatibility and Community Design) and Section 4.11 (Compatibility);
- / Consider the development’s contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing, and
- / Assess ground-oriented housing forms as means of intensifying within low-rise residential communities.

#### 4.2.4 Compatibility

Section 4.11 of the Official Plan sets out criteria which are used to evaluate the compatibility of proposed developments. These criteria include: traffic, vehicular access, parking requirements, outdoor amenity areas, loading areas, service areas and outdoor storage, lighting, noise and air quality, sunlight, microclimate, supporting neighbourhood services. Not all of these criteria apply to this particular proposal.

The most applicable compatibility criteria are discussed in the following table:

**Table 1. Compliance with Section 4.11 of the Official Plan**

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
<b>VEHICULAR ACCESS:</b>	For the townhouses on the southeast corner of the site, vehicular access is provided via a 3.0m private lane from Princeton Avenue. Each of the seven (7) units contains a one-car garage. Concentrating vehicular access on a rear lane reduces the impact of vehicle parking on front yards, and reduces the total amount of curb interruptions by using a shared lane.



	For the single-detached units along Melbourne Avenue and Edison Avenue, access is provided single driveways; for semi-detached units along Melbourne Avenue and Edison Avenue, access is provided via shared driveways. This is a common pattern in the area.
<b>PARKING REQUIREMENTS:</b>	The proposed single, semi and townhouse dwellings all feature off-street parking, and will generate no additional demand for on-street parking.
<b>SUNLIGHT:</b>	The proposed development is not anticipated to have significant shadow impact on surrounding properties, as the proposed building heights are comparable to existing fabric.
<b>MICROCLIMATE:</b>	No significant microclimate impacts are anticipated, as the proposed development does not differ significantly from the surrounding community in terms of scale.
<b>SUPPORTING NEIGHBOURHOOD SERVICES:</b>	The proposed development is located in close proximity to several neighbourhood amenities including schools and parks. Richmond Road is approximately 600 metres walking distance from the subject site and has a variety of commercial services available. Increased residential densities support the construction of additional community amenities in the area.  Bus stops in close proximity to the site on Churchill Avenue provide access to the rest of the city.

The proposed development conforms to the City of Ottawa Official Plan and the policies therein. It meets the goals of the General Urban Area land use designation, adds infill housing that relates to existing community character, contributes to a liveable community, and is designed to be compatible with its surroundings.

### 4.3 City of Ottawa Official Plan Amendment 150

In 2013, the City of Ottawa reviewed its Official Plan resulting in numerous policy changes. Ottawa Council adopted Official Plan Amendment (OPA) 150 in December 2013, receiving Ministry of Municipal Affairs and Housing approval April 24, 2014. As OPA 150 is currently under appeal, the current policies of the City of Ottawa Official Plan 2003, consolidated May 2013 remain in full force and effect. Despite this, the proposal is evaluated against the policies of OPA 150 as it is a Council-approved document.

#### 4.3.1 Sections 2.5.1 & 4.1.1

While Section 2.5.1 remains largely unchanged in OPA 150 except to provide more flexibility in how its objectives are addressed, Section 4.11 has been significantly modified. As such, Table 2 assesses the proposed development with regards to the relevant policies of the revised Section 4.11.

**Table 2. Compliance with Section 4.11 of OPA 150**

<b>COMPATIBILITY CRITERIA</b>	<b>PROPOSED DEVELOPMENT</b>
<b>VIEWS:</b>	The buildings will not impact any protected views. [Policies 2, 3, 4]
<b>BUILDING DESIGN:</b>	The design of the development fits with the existing desirable characteristics and planned function of the surrounding area as a relatively dense neighbourhood of ground-oriented low-rise residential; the small setbacks, 2.5-storey heights, facades, rooflines and materiality of the proposed infill development are

	<p>effectively a continuation of what is already on the northern half of this block, and thereby achieve compatibility [Policy 5];</p> <p>The principal facades are oriented to the street, and windows are visible from the public realm [Policy 6];</p>
<b>MASSING AND SCALE:</b>	<p>The proposed development reflects the building height, massing and scale permitted by the planned function of adjacent properties and prevailing patterns of setbacks and open spaces [Policy 9]; this is a low-rise neighbourhood of two- and three-storey buildings. While there are variations in the massing and scale of housing on surrounding blocks, the streetscape character on the subject site's block (north of Princeton Avenue, south of Kenwood Avenue, west of Edison Avenue and east of Melbourne Avenue) is very consistent. The proposed development is effectively a continuation of the existing character on the northern half of this block.</p>
<b>OUTDOOR AMENITY AREAS:</b>	<p>The proposed development will have no undue impact on the amenity spaces of adjacent residential units [Policy 15]; the proposed buildings adjacent to existing dwellings will share similar orientation and setbacks, while the amenity areas of the proposed development will be adjacent to existing amenity areas.</p> <p>Amenity areas for residents are being provided in landscaped rear yards [Policy 16];</p>

#### 4.4 Urban Design Guidelines for Low-Rise Infill Housing

The City of Ottawa Urban Design Guidelines for Low-rise Infill Housing were adopted in May 2012. The purpose and objectives of these urban design guidelines are states as helping to create infill development that will:

- / Enhance streetscapes
- / Support and extend established landscaping
- / Be a more compact urban form to consume less land and natural resources
- / Achieve a good fit into an existing neighbourhood, respecting its character, and its architectural and landscape heritage
- / Provide new housing designs that offer variety, quality and a sense of identity
- / Emphasize front doors and windows rather than garages
- / Include more soft landscaping and less asphalt in front yards
- / Create at-grade living spaces that promote interaction with the street
- / Incorporate environmental innovation and sustainability

The proposed low-rise residential infill enhances its streetscape by adding housing on an underutilized site in a way that completes the block and encloses the street. Front yards with soft landscaping are proposed, as are ground-level front doors and windows that add eyes on the street. New buildings are sited to retain significant existing trees.

In its massing and scale, the proposed development reflects existing desirable patterns in its neighbourhood. It helps form a legible edge to the public street with front yard setbacks consistent with the rest of the block, while rear yard amenity space matches that of neighbouring homes. While of a contemporary architectural style consistent with housing on the rest of the block, the proposed development adds subtle variations in elevation details and materiality to offer some variety to the streetscape.

The proposed development improves the existing streetscape in a number of important ways, including an emphasis on ground-level front doors and windows, soft landscaping where possible, and shared driveways where possible to reduce the number of sidewalk cuts required so as to protect pedestrians. Most importantly, the proposed development completes its streetscape by infilling an underutilized block with appropriately scaled and compatible residential uses.

#### 4.5 City of Ottawa Zoning By-law 2008-250

The site is designated Minor Institutional Zone, subzone A (I1A) in the City of Ottawa Zoning By-law. The I1A zone permits a range of community uses, institutional accommodation, and emergency services uses, and is meant to minimize the impact of minor institutional uses when in close proximity to residential uses by ensuring that such uses are of a compatible scale and intensity.

The I1A zone does not permit single-detached, semi-detached, or townhouse dwellings.

As such, an R3N zone is being requested for a portion of the subject site, consistent with much of the existing neighbourhood, the main difference being that the R3 zone would extend further into the block where lands are presently zoned institutional.

This would allow a mix of building forms ranging from detached to townhouse dwellings in this area, and regulate development in a manner compatible with existing land use patterns in the area to maintain the mixed-dwelling residential character of the neighbourhood. The single-detached and semi-detached houses proposed nearer the middle of the block are compatible with the built form present on the north half of this block, whereas the more intensive forms of the townhouses back onto the institutional use remaining at the southwest corner of this block.



Figure 12: Existing and proposed zoning

Provision	(A) Detached	(B) Semi	(C) Townhouse	Proposed	Compliance
<b>Minimum Lot Width (m)</b>	9	5.6	5.6	(A) 9.0 (B) 6.8 (C) 6.16	(A) YES (B) YES (C) YES
<b>Minimum Lot Area (m<sup>2</sup>)</b>	270	165	165	(A) 275.2 (B) 207.9 (C) 173.2	(A) YES (B) YES (C) YES
<b>Maximum Building Height (m)</b>	8	8	11	(A) 9.8 (B) 9.8 (C) 9.5	(A) <b>NO</b> (B) <b>NO</b> (C) YES
<b>Minimum Front Yard Setback (m)</b>	6	6	6	(A) 6.0 (B) 5.0 (C) 4.0	(A) YES (B) <b>NO</b> (C) <b>NO</b>
<b>Minimum Corner Side Yard Setback (m)</b>	4.5	4.5	4.5	(A) N/A (B) N/A (C) 4.51	(A) N/A (B) N/A (C) YES
<b>Minimum Rear Yard Setback (m)</b>	25% of depth or 7.5m	25% of depth or 7.5m	25% of depth or 7.5m	(A) 8.5 (28%) (B) 8.5 (28%) (C) 6.5 (28%)	(A) YES (B) YES (C) YES
<b>Minimum Interior Side Yard Setback (m)</b>	Total 1.8m; no one yard less than 0.6m	1.2	1.2	(A) 1.2 + 1.2 (B) 1.2 (C) 0.66	(A) YES (B) YES (C) <b>NO</b>

Fotenn believes that the proposed dwellings maintain the general intent and purpose of the Zoning By-law. The proposed detached, semi-detached and townhouse dwellings are reflective of the broader picture in this neighbourhood, the majority of which is zoned Residential, Third Density Zone. This development achieves the majority of the provisions set out under the proposed R3N subzone.

The proposed development is consistent with the objectives of the Provincial Policy Statement, such as the provision of a range of residential uses to meet current and projected needs, the efficient use of land, infrastructure and public service facilities that will meet the long-term needs of the community, and is proposed in a settlement area that is adjacent to existing built up areas and is accessible by existing active transportation and transit networks.

The proposed development conforms to the policies of the Official Plan with regards to infill and intensification within the General Urban Area; the proposed land uses and dwelling types are all permitted within the General Urban Area and contribute to the intensification goals of the City of Ottawa with contextually-appropriate infill and intensification on an underutilized parcel within an established residential neighbourhood.

The proposed development also conforms to urban design and compatibility policies in the Official Plan. The proposed dwellings are consistent with the height, massing and scale of other buildings in the immediate area, and preserve the prevailing pattern of setbacks within the existing urban fabric on the block. They represent a diversity of housing types, and all are designed to an appealing architectural high standard, oriented towards the street

The requested Zoning By-law Amendment to rezone a portion of this site R3 would be consistent with much of the surrounding neighbourhood. The proposed development is compliant with the majority of applicable zoning provisions for R3N zone, and maintains the general intent and purpose of the Zoning By-law.

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels, including optimizing the use of serviced lands within the existing urban boundary, promoting residential intensification within the urban boundary, and completing the streetscape in a manner consistent with existing urban fabric. Based on the above analysis, it is our professional opinion that the proposed development represents good planning and is therefore in the public interest.

Please feel free to contact the undersigned at 613.730.5709 x288 or x245 respectively should you have any additional questions or require any additional materials.

Sincerely,



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