



388 Richmond Road, Ottawa

Planning Rationale
Minor Zoning By-law Amendment
December 23, 2024



Prepared for McDonald's Restaurants of Canada Limited

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1.0 Introduction

Fotenn Consultants Inc., acting as agents on behalf of McDonald's Restaurants of Canada Limited ("Owner"), are pleased to submit this Planning Rationale for the lands known municipally as 388 Richmond Road in the Westboro community of the City of Ottawa.

1.1 Proposed Zoning By-law Amendment

The purpose of this application is to amend the Zoning By-law in order to permit the establishment of a fast-food restaurant with zero (0) vehicular parking spaces whereas the Zoning By-law requires a minimum of 18 spaces. The building on the subject property is currently used as a bank and is proposed to be converted to a McDonald's restaurant. As part of the conversion, the general building envelope is to remain, including the mural along the westerly wall of the building, and only minor exterior changes to the façade's materiality and fenestration are proposed. The subject property is not currently provided with any space for surface parking and therefore is reliant on street parking, as well as leased spaces on adjacent lots as needed.

This proposal seeks to permit the conversion of an existing building along Richmond Road, introducing a fast-food restaurant, intending to serve the local community, and those traversing Richmond Road by active transportation modes. Given the context along a Mainstreet, and existing building form & the land-locked nature of the subject property, this application represents a sensible addition to the character of the street without representing undue impacts on the surrounding transportation infrastructure.

1.2 Subject Property

The subject property is an interior lot located on the south side of Richmond Road in the Westboro community of the City of Ottawa. The lot features a frontage of approximately 11.28 metres, and a lot depth of 535.07 metres, resulting in a lot area of approximately 393.88m². The site is currently improved by an existing two (2) storey building, previously occupied by a bank branch and office. The site does not currently feature a vehicular access onto the site, nor are there any dedicated on-site parking spaces, notwithstanding offsite spaces acquired by lease or private agreement.

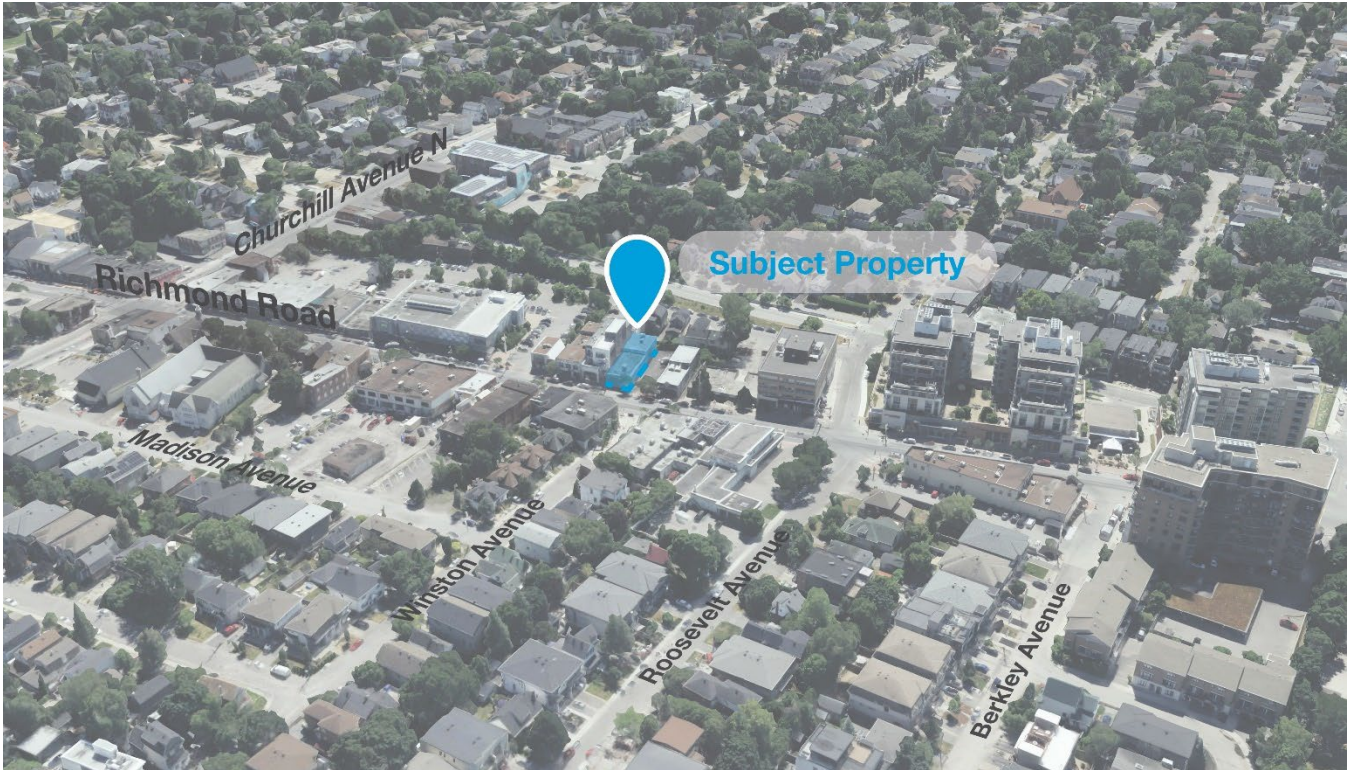


Figure 1: Site context.

1.3 Surrounding Context

The subject property is located in the Westboro neighbourhood in the City of Ottawa. The area surrounding the subject property is characterized by similar low-to-mid-rise commercial buildings along the Richmond Road corridor and low-rise residential uses abutting the corridor to the north and south. The description of the surrounding context is as follows:

North: The area to the north of the subject property is characterized by low-rise residential dwellings, flanking the future Confederation Line LRT corridor. The built form is seen to generally take the form of single detached and semi-detached dwellings. The residential areas are bound to north by the Kitchi Zibi Mikan Parkway which extends along the southern bank of the Ottawa River.

East: Directly to the east of the subject property is a continuation of the Richmond Road corridor. The buildings along this stretch of Richmond Road are generally characterized by low-to-mid rise mixed-use buildings, featuring primarily retail uses at grade and office or residential uses above.

South: Immediately to the south is a continuation of the low-density residential neighbourhood commonly found within the Westboro community. This portion of the community extends from Richmond Road in the north to Carling Avenue in the south.

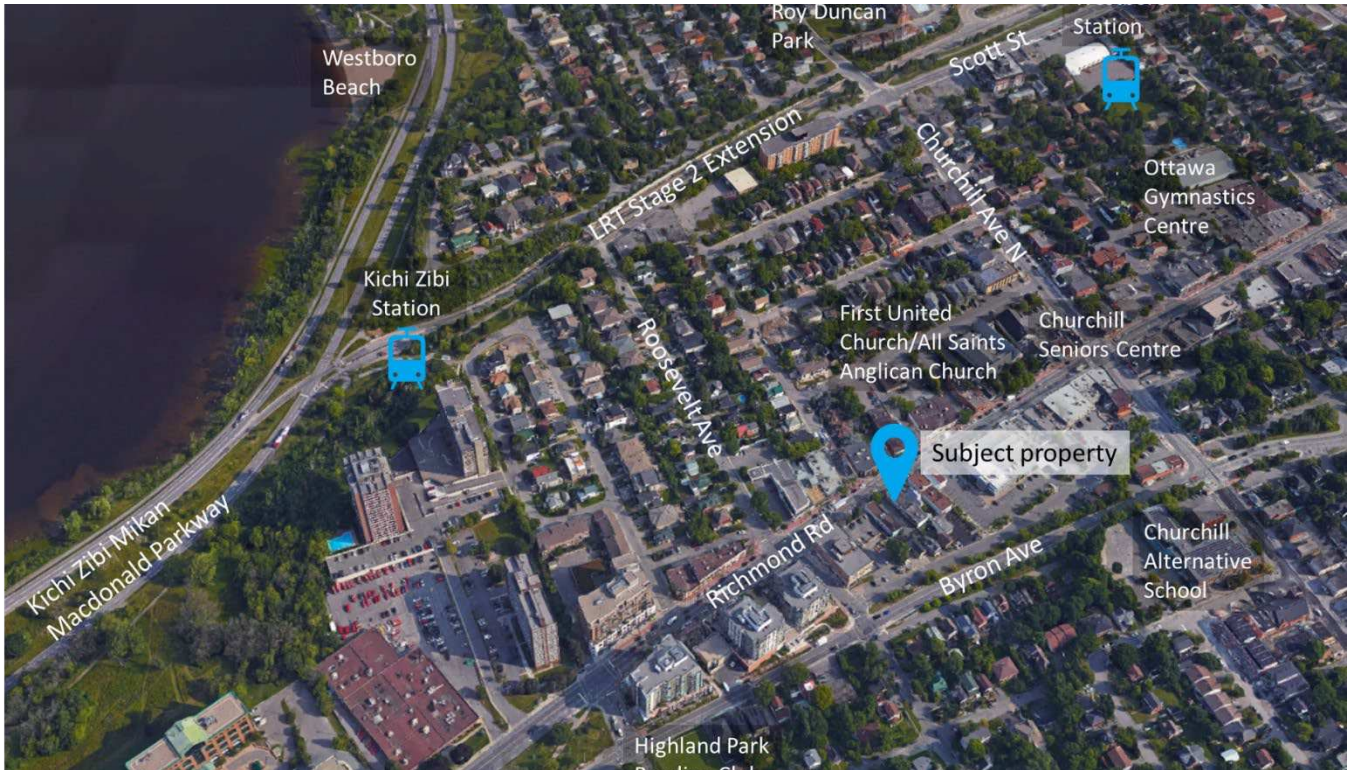


Figure 2: Surrounding context.

West: West of the subject property is the Kitchi Zibi Mikan Parkway which extends along the bank of the Ottawa River. Along this stretch of the Ottawa River is the Westboro Beach Park and public facilities which integrate with the Kitchi Zibi Mikan path network. To the southwest is the future Kitchi Zibi LRT station.

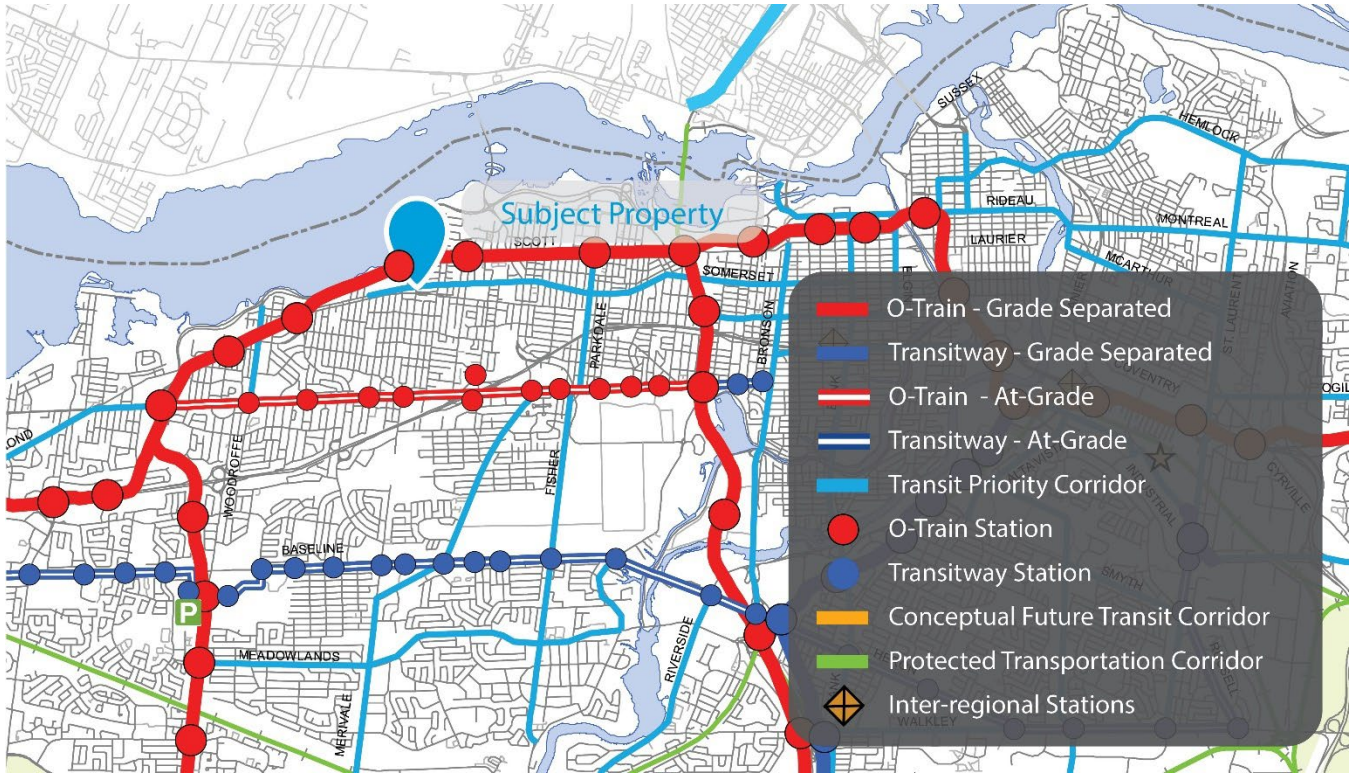


Figure 3 Schedule C2 - Transit Network – Ultimate

As shown above and blow, the subject site is located along the Richmond Road Transit Priority Corridor and in close proximity to the soon the open Phase 2 LRT line & Kichi Zibi Station. The site is also directly adjacent to the Byron Multi Use Pathway, and nearby to the Kichi Zibi Mikán river pathways. Along with the tight urban fabric of the neighbourhood that allows for active transportation choices for daily needs, the site is also well served by local and higher-order transit, further reducing need for personal vehicle usage.

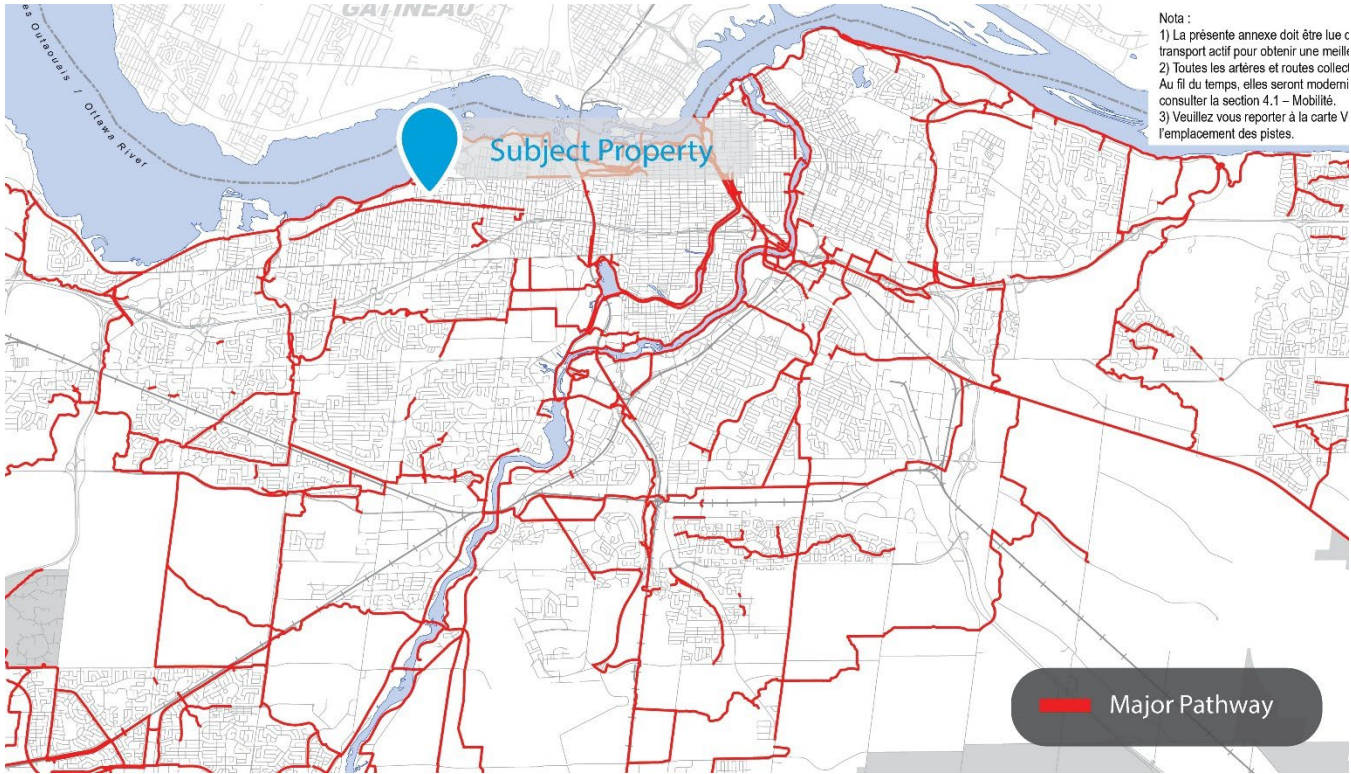


Figure 4 Schedule C3 - Active Transportation Network – Urban – Major Pathways

2.0 Policy Framework

2.1 Provincial Planning Statement (2024)

The Province of Ontario enacted a new Provincial Planning Statement (PPS) on October 20th, 2024, which represents the consolidation of the previous PPS (2020) and the *Growth Plan* (2019) into a single comprehensive policy document. Included as part of the consolidation are several updates to the previous sets of policies, with a specific emphasis on growth targets and urban boundary expansion related to the provision of greater opportunities for housing across the province. All municipal development policies, documents and decisions must be consistent with the PPS, read in full, as of the date of enactment.

Policies that support the development and intensification of the subject property include:

- / 2.1.4: Planning authorities should support the achievement of complete communities by:
 - a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs.
- / 2.2.1: Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:
 - a) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and,
 - 2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;
 - b) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and,
 - c) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.
- / 2.3.1.1: Settlement areas shall be the focus of growth and development. Within settlement areas, growth should be focused in, where applicable, strategic growth areas, including major transit station areas.
- / 2.3.1.2: Land use patterns within settlement areas should be based on densities and a mix of land uses which:
 - a) efficiently use land and resources;
 - b) optimize existing and planned infrastructure and public service facilities;
 - c) support active transportation; and,
 - d) are transit-supportive, as appropriate.
- / 2.3.1.3: Planning authorities shall support general intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

- / 2.4.3.1: Planning authorities shall plan for intensification on lands that are adjacent to existing and planned frequent transit corridors, where appropriate.

This proposal seeks to provide for additional employment opportunities along a corridor supported by ample vehicular access, accessible transit, active transportation, and proximate residential areas, contributing to the diversification of uses and cost-effective use of existing space along Bank Street.

- / 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
 - a) efficiently use land and resources;
 - b) 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;
 - e) support active transportation; and,
 - f) are transit-supportive, where transit is planned, exists or may be developed.

The accommodation of office uses on the ground floor of the existing building allows for the efficient usage of existing gross floor area, promoting transit-supportive employment along a primary corridor in the built-up urban area.

The proposed use provides for a greater range of employment uses permitted on the subject property as well as within the greater community. The proposed uses are capable of being serviced by the existing infrastructure on the property, as identified by the accompanying Servicing Brief.

Overall, the proposed Minor Zoning By-law Amendment aligns with the priorities and provisions set out by the Provincial Policy Statement.

2.2 City of Ottawa Official Plan (2022)

The Official Plan for the City of Ottawa was approved by the Ministry of Municipal Affairs and Housing on November 4, 2022. The Plan provides a framework for the way that the City will develop until 2046 when it is expected that the City's population will surpass 1.4 million people. The Official Plan directs how the city will accommodate this growth over time and set out the policies to guide the development and growth of the City.

2.2.1 Strategic Directions (Section 2.0)

The Official Plan proposes five (5) broad policy directions as the foundation to becoming the most liveable mid-sized city in North America over the next century. The relevant sections are outlined below:

- / **Big Policy Move 2: By 2046, the majority of trips in the city will be made by sustainable transportation.**

The mobility goal of the Official Plan is that by 2046, more than half of all trips will be made by sustainable transportation. 40 per cent of Ottawa's current greenhouse gas emissions are transportation related. Sustainable transportation options are fundamental to 15-minute neighbourhoods and vibrant communities. Achieving this goal relies on the City's investments in transit, particularly the construction of further stages of Light Rail Transit (LRT) and funding of other rapid transit initiatives.

The proposed Zoning By-law Amendment enables the establishment of an appropriate use within an existing building, and recognizes the tight-knit urban fabric and mainstreet context along Richmond Road, where the opportunities to provide parking are limited and the existing pedestrian environment is conducive to non-automotive forms of transportation.

/ **Big Policy Move 4: Embed environmental, climate and health resiliency and energy into the framework of our planning policies.**

The Official Plan contains policies to encourage the evolution of neighbourhoods into healthy, inclusive and walkable 15-minute neighbourhoods with a diverse mix of land uses. It also includes policies to help the City achieve its target of 100 per cent greenhouse gas emissions reduction by 2050, its target of a 40 per cent urban forest canopy cover and to increase the City's resiliency to the effects of climate change.

The proposed development reflects the general direction established by the city of Ottawa to facilitate more efficient and sustainable development patterns. Encouraging the adaptive reuse of existing buildings and infrastructure through the removal of minimum parking requirements enables greater flexibility and adaptability to mainstreet environments, and discourages the establishment of new surface parking and the continuation of surplus surface parking in lieu of more efficient land uses. The removal of restrictive minimal parking requirements allows for the evolution of less car-dependent 15-minute neighbourhoods.

2.2.2 Inner Urban Transect

Schedule A of the Official Plan divides the City into six (6) concentric policy areas called Transects. Each Transect represents a different gradation in the type and evolution of built environment and planned function of the lands within it, from most urban (the Downtown Core) to least urban (Rural).

The subject property is located in the "Inner Urban Transect" of the Official Plan. The Inner Urban Transect includes the pre-World War II neighbourhoods that immediately surround the Downtown Core, and the earliest post-World War II areas directly adjacent to them and is therefore characterized by both urban and suburban elements. The Official Plan provides guidance for how the existing character of these neighbourhoods should be complemented while allowing for the development of walkable, service-rich, 15-Minute Neighbourhoods.

The Inner Urban Transect promotes greater densities than the Outer Urban and Suburban transects; the intended pattern of built form is urban. The transect is generally planned for mid- to high-density development, subject to their proximity to transit, their underlying land use designation, and municipal servicing capacity constraints. Section 5.2 sets the policies guiding development under this transect designation. The policies focus on enhancing the pattern of development to reflect the desired urban character, creating walkable and transit-supportive communities.

The following policies apply to the proposed Zoning By-law Amendment application on the property as follows:

- / 5.2.1(5) The Inner Urban area is planned for mid- to high-density, urban development forms where either no onsite parking is provided, or where parking is arranged on a common parking area, lot or parking garage accessed by a common driveway.
- / 5.2.2(3) Motor vehicle parking in the Inner Urban Transect shall be managed as follows:
 - a) Motor vehicle parking may only be required for large-scale developments, and only to the extent needed to offset sudden large increases in parking demand; and,
 - c) Surface parking within 300 metre radius or 400 metres walking distance, whichever is greatest, of an existing or planned rapid transit station, shall be limited to a very small amount of spaces only for short-term drop-off and pick-up, or delivery vehicles; shall not be located between the building and the sidewalk; and shall be accessed and egressed by the narrowest possible driveway.

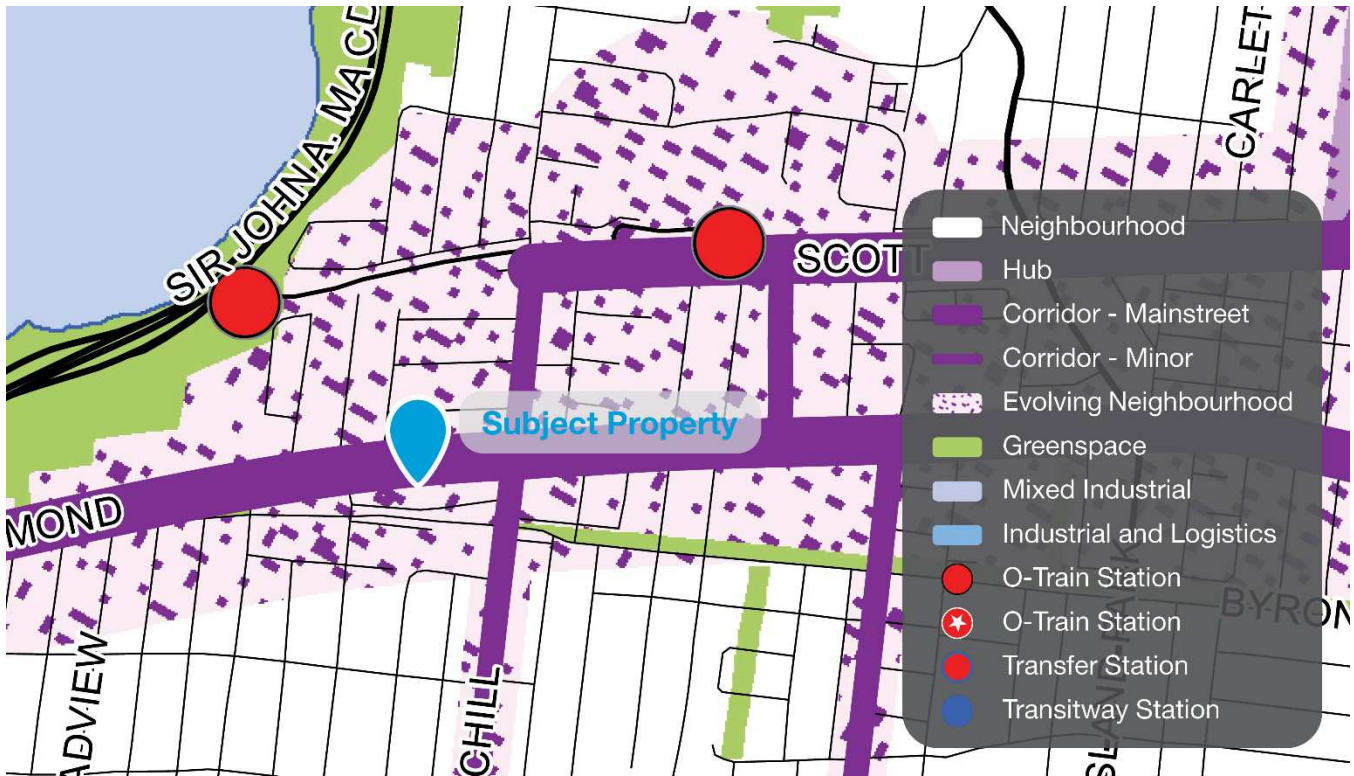


Figure 5: Schedule B2 - Inner Urban Transect (subject property identified).

2.2.3 Mainstreet Corridor

The subject property is designated “Corridor – Mainstreet” on Schedule B3 of the Official Plan. The Corridor designation applies to bands of land along specified streets whose planned function combines a higher density of development, a greater degree of mixed uses and a higher level of street transit service than abutting Neighbourhoods, but lower density than nearby Hubs. Richmond Road is designated as a Mainstreet Corridor in the Official Plan, representing the focal point to which adjacent developments shall address in terms of street activation and public realm enhancements.

The following policy applies to the proposed development on the subject property:

- / 6.2.1(3) Corridors will generally permit residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment.

The proposed Zoning By-law Amendment on the subject property aligns with the direction and policies established by the Official Plan through the Strategic Directions, Transect, and Designation policies.

The Mainstreet Corridor designation in the Inner Urban Transect anticipates and encourages the establishment of a mixed-use environmental, compatible with the pedestrian-oriented vision for the area, contributing to the 15-minute neighbourhood framework.

The proposed development represents an alignment with the Official Plan’s goals and priorities to encourage walkable communities through recognizing the existing and planned context of the community and the area’s capacity to support more sustainable modes of travel, such as transit, cycling, and walking. The proposed Zoning By-law Amendment therefore represents a positive shift towards a planning framework which enables the efficient evolution of lands within the built up area, and a shift away from car-dependent land use patterns.

2.3 Richmond Road / Westboro Secondary Plan

The Richmond Road/Westboro Secondary Plan is a guide to its long-term design and development, taking into consideration land use, urban design, zoning, transportation, existing streetscape conditions, compatibility of new development, and other issues of concern to the local communities. The Secondary Plan provides a framework for the overlying objectives and principles through the policy context for the specific sectoral strategies that focus on land use and building scale, as well as a greenspace network strategy. The Secondary Plan provides detailed background information on existing conditions and community issues as well as land use policy and zoning recommendations.

Further, the unifying vision for the Secondary Plan states:

The planning area, including Westboro Village, will continue to be an attractive and liveable transit-supportive, walkable, 15-minute neighbourhood, with a wide mix of uses including employment, neighbourhood services and facilities, a range of housing types and choices, excellent transit service and well-designed, compact and inclusive development that will enhance the area's diversity and vibrancy. Compatible intensification will occur primarily on appropriate sites on Richmond Road and Scott Street and adjacent to the future Westboro and Kichi Sibi O-Train stations.

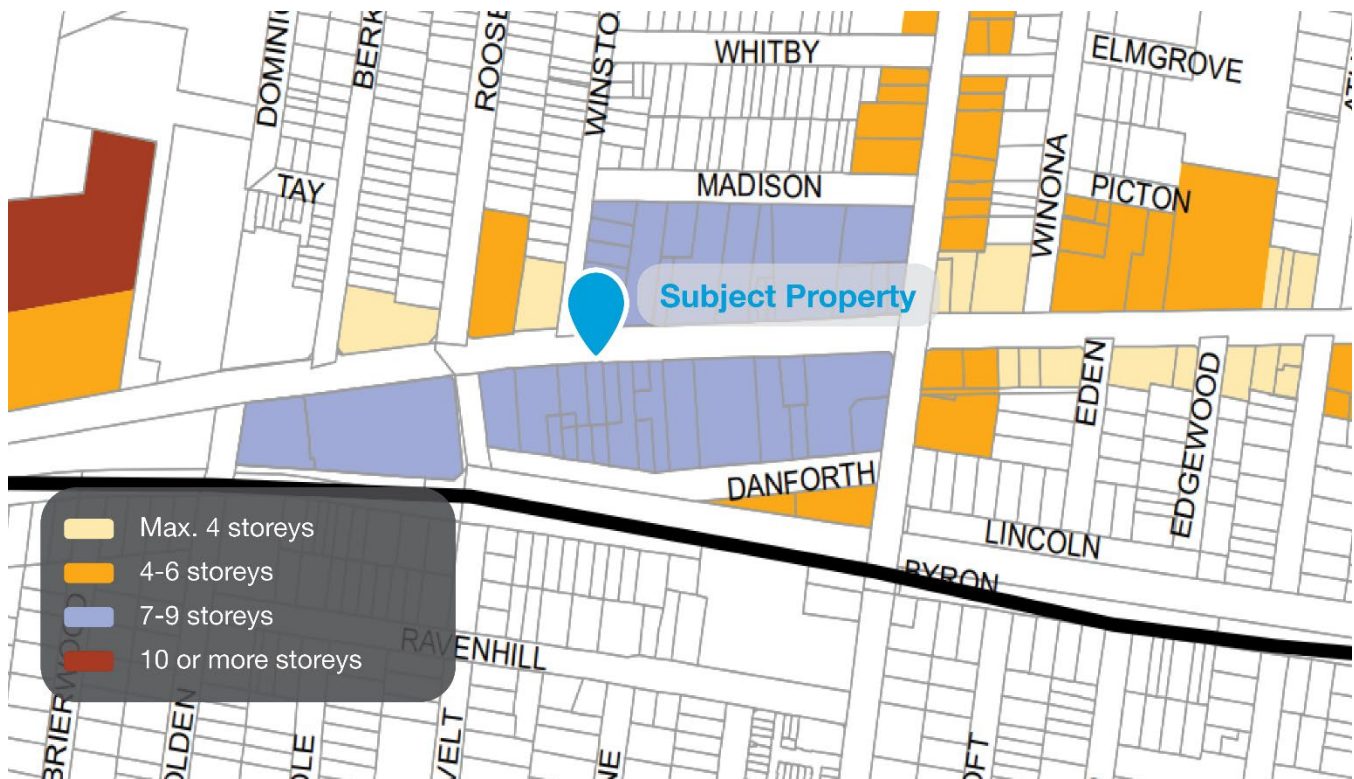


Figure 6: Schedule C- Maximum Building Heights

Section 3.1 Transportation Management Implementation Plan of the Secondary Plan states:

- 1) A Transportation Management Implementation Plan was completed in 2011 which examine how a 40% Transit Modal Share target could be achieved, as compared to the 53% of trips that were made by private automobiles indicated by the study. This secondary plan provides guidance on how the City and developers can implement the various transportation management measures proposed in the CDP, including potential funding mechanisms.

The proposed use of the building with 0 parking spaces on-site assists in contributing to a more balanced modal split for the area, reducing personal vehicle usage.

The Richmond Road / Westboro Secondary Plan provides general guidance towards providing a range of uses within the Plan area, emphasizing the importance of non-residential uses in helping to create 15-minute neighbourhoods. The Secondary Plan recognizes the subject property within the Westboro Village Planning Area Sector and establishes a 7 to 9 storey maximum building height. The proposed Zoning By-law Amendment aligns with the goals and direction provided by the Plan and is consistent with all applicable policies.

2.4 City of Ottawa Comprehensive Zoning By-law (2008-250)

The subject property is zoned TM H(24) – Traditional Mainstreet Zone, Height Limit of 24 metres.

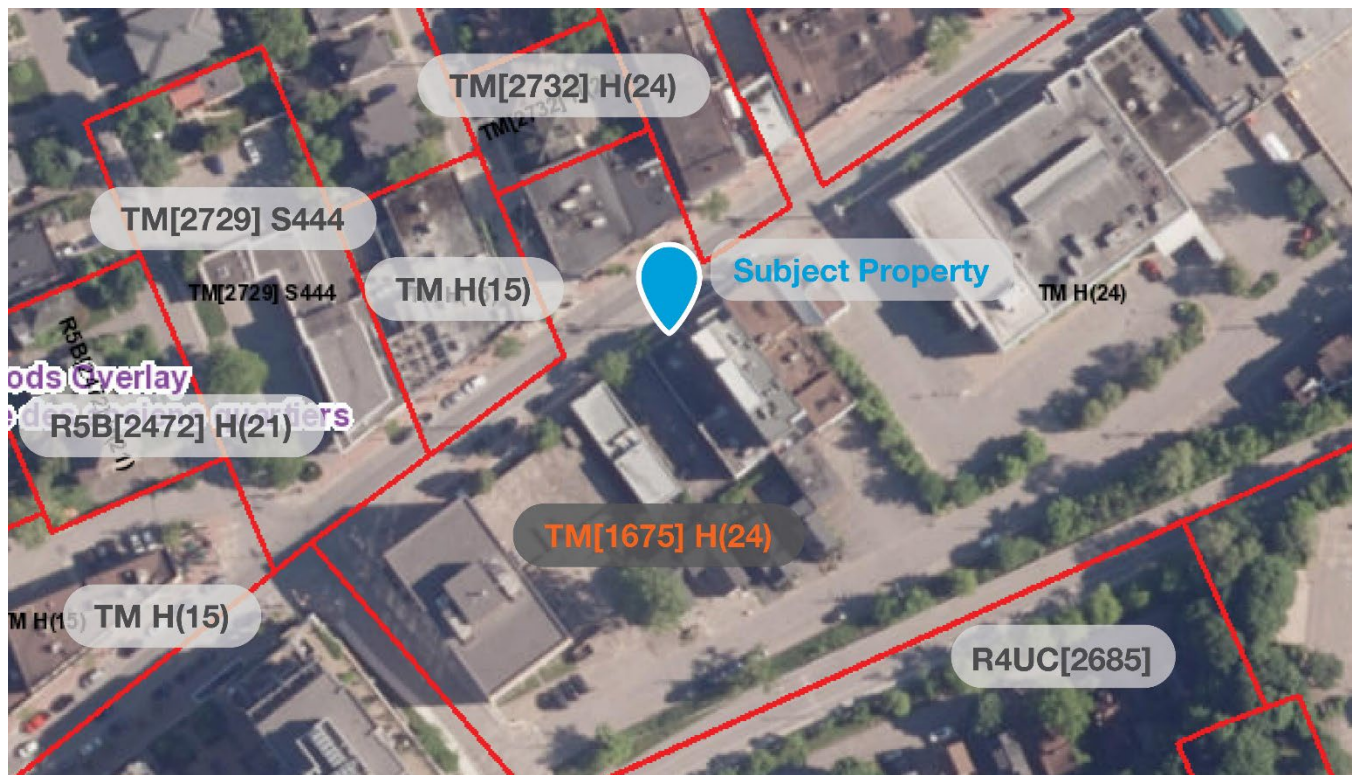


Figure 7: Zoning on the subject property (GeoOttawa)

The table below lists the permitted uses in the TM zone:

Residential Uses		Non-Residential Uses	
/	apartment dwelling, low rise	/	amusement centre
/	apartment dwelling, mid rise (By-law 2014-292)	/	animal care establishment
/	bed and breakfast	/	animal hospital
/	dwelling unit	/	artist studio
/	group home	/	bank
/	home-based business	/	bank machine
		/	broadcasting studio

- / home-based day care
- / retirement home
- / retirement home, converted
- / rooming house
- / catering establishment
- / cinema
- / click and collect facility
- / community centre
- / community health and resource centre
- / convenience store
- / day care
- / diplomatic mission
- / emergency service
- / hotel
- / instructional facility
- / library
- / medical facility
- / municipal service centre
- / museum
- / office
- / park
- / parking garage
- / payday loan establishment
- / personal brewing facility
- / personal service business
- / place of assembly
- / place of worship
- / post office
- / recreational and athletic facility
- / research and development centre
- / residential care facility (By-law 2011-273)
- / **restaurant**
- / retail food store
- / retail store
- / school
- / service and repair shop
- / storefront industry
- / theatre
- / training center
- / urban agriculture

Zoning Mechanisms	Provisions		Provided	Compliance
Minimum lot area	No minimum		393.88m ²	YES
Minimum lot width	No minimum		11.28 metres	YES
Maximum front yard Setback	2 metres		~0 metres	YES
Maximum interior side yard setbacks	Between a non-residential or mixed-use building and another non-residential or mixed-use building	3 metres	~0.9 metres	YES

Zoning Mechanisms	Provisions		Provided	Compliance
Minimum interior side yard setbacks	All other cases	No minimum		YES
Minimum rear yard setback	(iv) other cases	No minimum	~2.3 metres	YES
Building height	(i) minimum	6.7 metres; for a distance of 20 metres from the front lot line	~4 metres (Existing)	LNC - YES
	(ii) maximum	24 metres		YES
Maximum floor space index	No maximum		N/A	YES
Minimum parking requirements	<p>Area Y: Any lot that forms part of a contiguous block of TM or AM zoning abutting a mainstreet shown as Area Y.</p> <p>In the case of a restaurant with a gross floor area of 350 square metres or less, no off-street motor vehicle parking is required to be provided.</p> <p>Otherwise, the parking rate is 5 spaces per 100m²</p>		<p>Proposed GFA: 366m²</p> <p>18 spaces</p>	NO
Minimum bicycle parking requirements	1 space per 250m ²		2 spaces	YES

3.0 Zoning By-law Amendment

3.1 Purpose & Site Context

The Zoning By-law Amendment proposed through this application seeks to permit the establishment of a fast-food restaurant in an existing building along Richmond Road, providing zero (0) vehicular parking spaces whereas the Zoning By-law requires a minimum of 18 spaces. The relief sought through this proposal is consistent with the direction provided by the Official Plan as it relates to reducing minimum parking requirements in areas of greater transit connectivity and walkability.

The subject property is currently improved with a one (1) storey plus mezzanine commercial building, previously occupied by a Scotiabank branch. The previous use on the lands was not required and did not provide parking on-site, nor was it identified that off-site parking was provided. The gross floor area (GFA) threshold for requiring parking under Section 101(4) of the Zoning By-law is higher, at 500m², for all other non-residential uses than it is for restaurants, at 350m². While the new use presents a similar condition within the same building and space as the previous use on the lands, the Zoning By-law places a greater burden on the proposed restaurant use to provide parking than the previous bank use. Further, parking not required for a restaurant below 350m² and therefore the proposed change in use would result in the restaurant occupying 366m² of GFA – 16m² above the zoning threshold for providing no parking at all.

The main floor of the building has an approximate GFA of 266m² while the partial second floor, located in the mezzanine, occupies an approximate GFA of 100m². The mezzanine is intended to support the 'back-of-house' operations, including food and non-food storage, as well as employee space. The 100m² of GFA of the partial second floor is not intended to support additional customer seating or dining area. On the basis of functionality, this application represents a minor deviation from the Zoning By-law as the GFA exceeds the Zoning By-law threshold by only 16m². This additional space is not anticipated to result in any greater intensity of the use or customer volumes than would be expected with a GFA of 350m². The resultant condition, as proposed through this application, is not anticipated to result in any greater need or demand for vehicle parking than what is currently provided.

3.2 City of Ottawa Official Plan Policies

3.2.1 15-Minute Neighbourhood Framework

The City of Ottawa Official Plan establishes a city-wide vision to see a decreasing reliance on car travel to meet the daily needs of its residents, especially in areas with access to reliable, alternative forms of transportation, such as car-sharing, transit, cycling, and walking. The resulting planning framework would facilitate greater densities in well-connected and transit-supportive communities, and generally reduce the need to provide vehicular parking in the amounts required today – all of which would contribute to the creation and evolution of 15-minute neighbourhoods. Across several sections and through multiple policies, the Official Plan seeks to reduce the general auto-dependency that is engrained in our existing land use patterns, facilitate the efficient use of existing lands and buildings, as well as encourage development patterns which recognize the inherent inefficiencies of surface parking in dense urban areas.

Specific policies, including 4.1.4(2) speak to reducing the requirements for vehicle parking in Hub and Corridor designations, as well as on lands within 600 metres of planned or existing rapid transit stations. Given the subject property's proximity to the future Kichi Zibi LRT Station and frontage along Richmond Road, this application represents an ideal opportunity to act upon this policy direction and present an urban development scenario which largely depends on available active transportation and existing street parking to service the use. This proposed condition aligns with the 15-minute neighbourhood framework guiding the Official Plan's policies.

3.2.2 Adaptive Re-Use

In addition to the Official Plan's direction to reduce parking requirements in well-connected areas, Section 2 of the Plan presents the overarching intent behind the policies found throughout the Plan as they relate to specific

themes and strategic directions. One of such themes speaks to enabling developments which seek to embed climate resiliency and more sustainable building practices into the land use planning framework.

The policy intent identifies the City’s support for initiatives and projects which seek to lower carbon emission and reduce embodied carbon in the development process. As identified across several staff reports, including “Office-to-Residential Conversions (ACS2023-PRE-GEN-0010)”, the re-use of existing buildings can provide near term carbon emissions benefits when compared to the equivalent new construction. This application represents an opportunity to assist in the adaptive reuse of existing building stock through tailoring specific zoning requirements to the contextual limitations of the site in support of the Official Plan’s climate change and resiliency goals.

3.2.3 Inner Urban Transect Policies

As described in Section 2.2.2 of this report, the subject property is located in the Inner Urban Transect of the Official Plan and is subject to the applicable policies. The Inner Urban Transect policies present the framework necessary to achieve the goals and direction set in earlier section of the Official Plan as it relates to development and the general land use patterns envisioned across the transect. The policies address specific areas of importance including building heights, land uses, and, as it relates to this application, vehicular parking.

Policy 5.2.2(3) speaks to the role of vehicular parking in the transect, recognizing the existing and planned transit connectivity and walkability of this area of the City. The policy specifically notes that parking may only be required for large-scale developments, which this proposal does not represent. The change of use, within the existing building on the site, is not anticipated to result in any greater demand for parking associated with the new use, as the Zoning By-law requirements would otherwise suggest. As such, the Official Plan, through the applicable transect policies, does not recognize any need to provide additional parking for smaller-scale projects, such as the proposed development, helping to facilitate the establishment of a new business contributing to and in keeping with the desired character of the Richmond Road mainstreet environment.

Overall, the relief sought through this application to permit the establishment of a fast-food restaurant use within the existing building on the subject property, providing zero (0) parking spaces, represents an alignment with the Official Plan’s direction with regards to reducing auto-dependent land use patterns and requirements. In addition to the minimal anticipated impacts resulting from the additional 16m² of GFA above the zoning threshold, the Official Plan provides clear guidance for development to reconsider the functional requirements as it relates to parking, and encourages lands in well-connected areas to embrace the available and planned alternative transportation modes available to those wishing to support the use.

Overall, the Official Plan is supportive of the proposed Zoning By-law Amendment as it supports the 15-minute neighbourhood planning framework, and facilitates the reuse of an existing building with a compatible use along a Mainstreet Corridor.

3.2.4 Proposed Zoning By-law Amendment

This property is currently zoned TM H(15). The following is an inventory of the revised zoning provision.

I - Exception Number	II - Applicable Zones	III - Additional Land Uses Permitted	IV - Land Uses Prohibited	V - Provisions
XXXX (By-law 20XX-XXX)	TM H(24)	None	None	/ To permit a fast-food restaurant with zero (0) parking spaces.

Conclusion

The proposed Minor Zoning By-law Amendment on the subject property is consistent with the Provincial Policy Statement, conforms to the policy directions of the Official Plan as well as applicable urban design guidelines, and, aside from the minor zoning deficiency, meets the intent of the City's Zoning By-law (2008-250). In our opinion, the proposal is appropriate and suitable for the lands, represents good planning and is in the public interest.

Please do not hesitate to contact the undersigned should have any questions or require additional information. Please advise us in writing of the timelines for the technical circulation of the application materials at your earliest convenience.

Sincerely,



Evan Saunders, M.Pl
Planner



Tim Beed, MCIP, RPP
Associate, Planning