

Planning Rationale

1037 Carp Road



Site Plan Control

jd planning
+ project management

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SECTION 1: INTRODUCTION

1.1 Overview

JD Planning has been retained by HQ Management Group Inc. (the ‘Owner’) to prepare a Planning Rationale Report for an application for Site Plan Control with respect to the development of a proposed low-rise office building located at 1037 Carp Road, in the City of Ottawa. The site is a vacant generally rectangular-shaped property with frontage on Carp Road, located amongst a strip of commercial uses and service uses fronting onto Carp Road. The Owner is proposing to construct a new two-storey office building with 14 office spaces. The following is a Planning Rationale in support of the proposed development.

1.2 Subject Site

The site is in Ottawa’s Stittsville neighbourhood in Ward 6 – Stittsville and is generally located east of Highway 417, south of Terry Fox Drive, and west of Fernbank Road. Stittsville is generally residential neighbourhood which is characterized by low-rise residential subdivisions with commercial and retail areas, as well as light industrial uses.

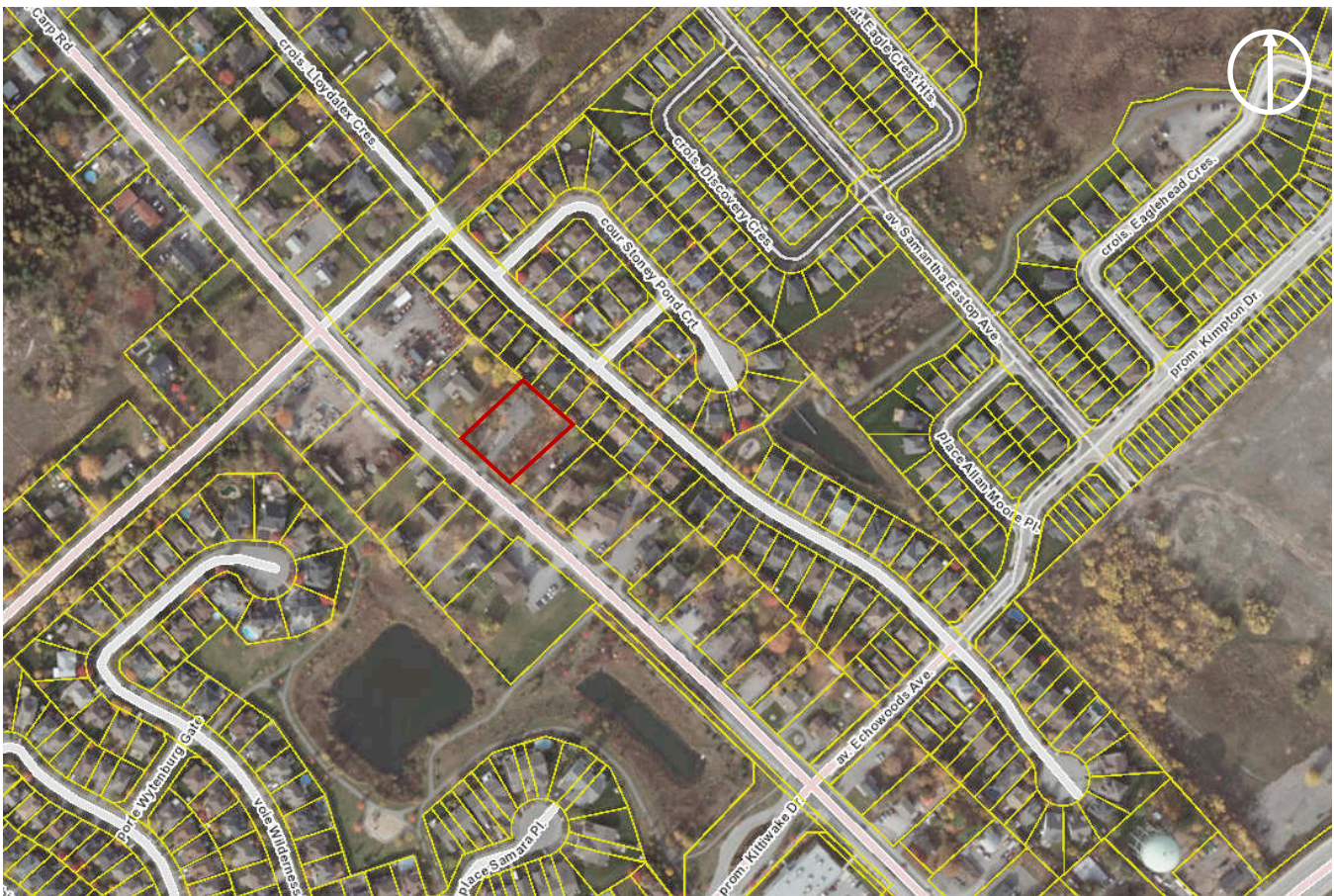


Figure 1. Subject site and surrounding context (GeoOttawa, 2019)

The site is presently vacant and consists of a gravel laneway to the centre of the property, bordered by various sizes and species of trees and shrubbery. The site consists of the following specifications and legal description:

Area	2705.67 m ²
Frontage	45.71 m
Depth	59.43 m (slightly irregular)
Legal Description	Part of Lot 23, Concession 12, Geographic Township of Goulbourn
PIN	04487-0356

Figure 1 shows the site and property lines, while Figure 2 is an extract of the existing plan of survey, which show the property size and configuration.

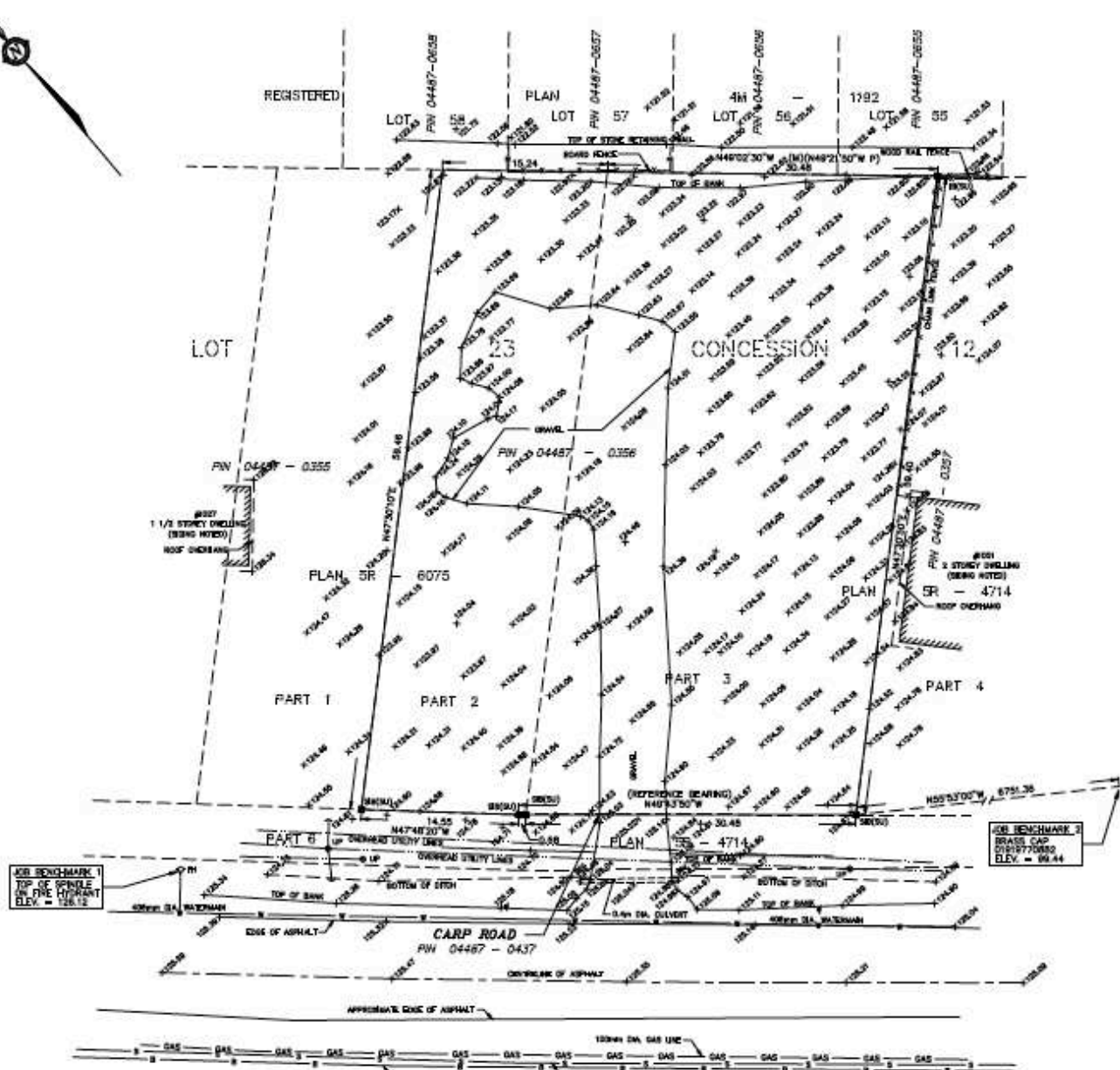


Figure 2. Extract of Plan of Survey prepared by Fairhall Moffatt & Woodland Limited

Image 1 and Image 2 below are Google Streetview images of the subject site as of July 2021. Figure 3 demonstrates aerial imagery of the site via GeoOttawa (2019), which shows the site within its broader context and neighbourhood.



Image 1. Subject site looking northeast from Carp Road (Google Streetview)



Image 2. Subject site looking northeast from Carp Road (Google Streetview)

1.3 Surrounding Context

The immediately surrounding area is characterized by large lots containing commercial, service, and retail uses located along the north and south sides of Carp Road between Rothbourne Road and Echowoods Avenue. Further to the north and south are residential subdivisions containing low-rise single-detached dwellings. Other uses within the area include a light industrial park to the northwest. Images 3 through 9 below present Google Streetviews of the immediately surrounding context.

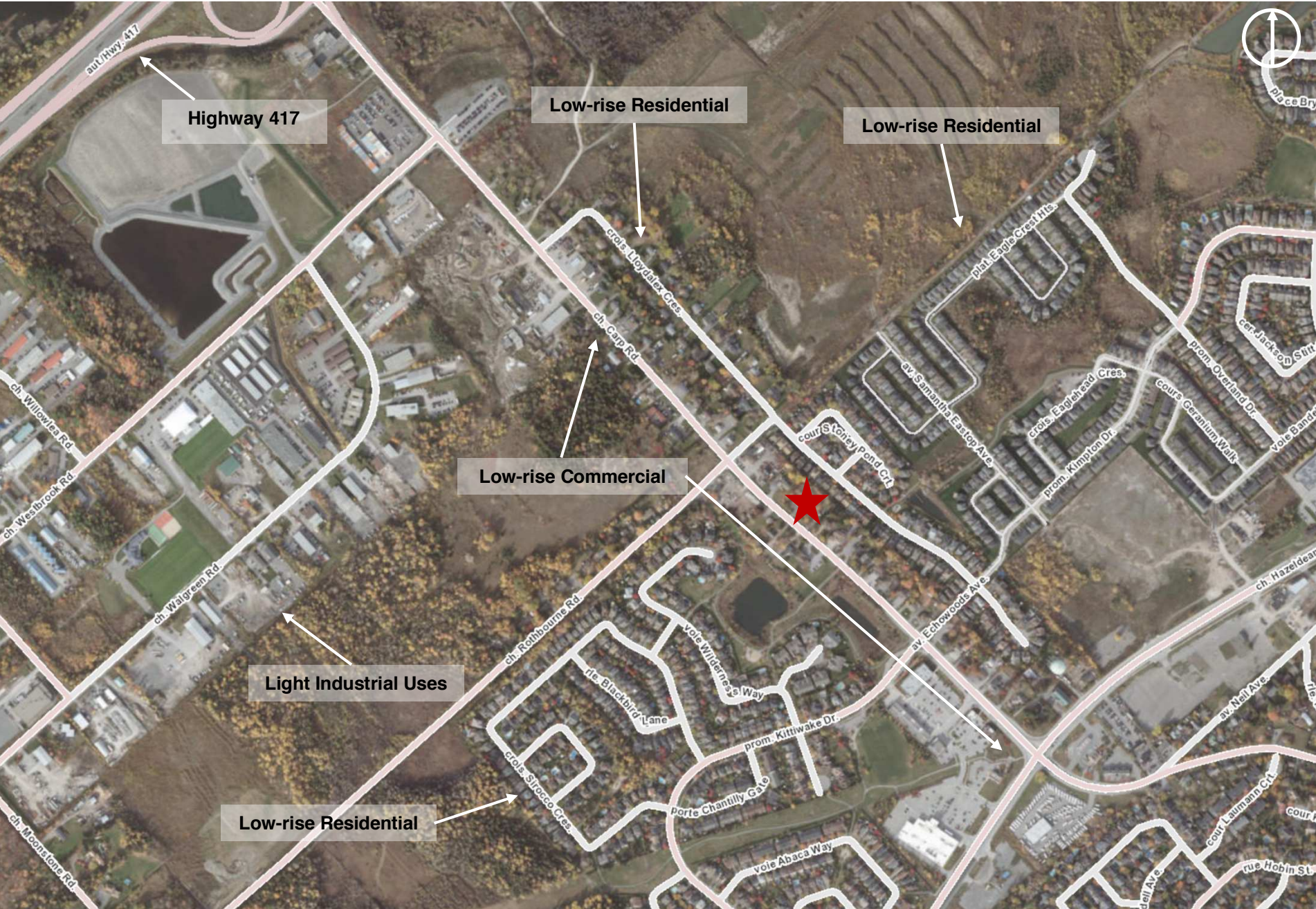


Figure 3. Surrounding context (GeoOttawa, 2019)

1.3.1 Transit & Transportation Network

The site is located on the west side of Carp Road, which is a generally north-south arterial road, running from Stittsville Main Street to the south-east and Galetta Side Road, south of the Ottawa River, to the northwest. Carp Road connects directly to Highway 417 which travels east-west through the City of Ottawa.

1.3.2 Surrounding Context

More specifically, the site is located on the east side of Carp Road and the following building types and land uses directly about the site:

- **North** Low-rise single-detached dwellings
- **South** Commercial use (landscape materials) and one-storey residential dwellings
- **East** One-and-a-half and two-storey residential uses with daycare facility; Low-rise personal service business
- **West** One-storey commercial uses



Image 3. Neighbouring properties looking northeast from Carp Road



Image 5. Nearby properties looking north from Carp Road



Image 4. Neighbouring properties looking northeast from Carp Road



Image 6. Nearby properties looking North from Carp



Image 9. Properties opposite to subject site looking southwest from Carp Road



Image 7. Nearby properties opposite to subject site looking southwest from Carp Road



Image 8. Nearby properties opposite to subject site looking west from Carp Road

SECTION 2: PROPOSED DEVELOPMENT

2.1 Proposed Site and Landscape Plans

The proposal is for the development of a two-storey office building with 14 office spaces situated on the northwest side of the property. The proposal will also include 26 parking spaces for site users and visitors as well as one loading stall. The office units will range from 59.83 square metres in size at the smallest to 71.63 square metres in size at the largest. Waste is to be stored in an exterior closure. The building has been designed to focus on windows facing Carp Road with signage along the front wall that wraps around the building corner toward the entrance, facing the interior of the lot. The design incorporates a mix of materials including stone masonry veneer and stucco. The development will be serviced by municipal water and a private on-site septic system. In the long-term, this site may develop as a phased development, with Phase 1 being the proposed office building on private septic servicing, and Phase 2 being a second office building on the southeast side of the property. The second phase of development would only occur at such time that municipal servicing is introduced along Carp Road. Phase 2 would be subject to Site Plan Review at that time.

The site will be landscaped with various new trees, as well as turf area and planting beds bordering the property with shrubs and flowers. There will be areas with river stone and access to the building from the street and parking areas will be via a concrete sidewalk. There will be a landscape buffer between the proposed building and parking area, and the neighbouring residential properties to the west.

The proposed site plan is presented Figure 5 and elevations in Figure 6 6. The proposed landscape plan is presented in Figure 7 7.



Figure 4. Proposed rendering of office building prepared by Jim Bell Architectural Design Inc.



Figure 6. Proposed elevations prepared by Jim Bell Architectural Design Inc.

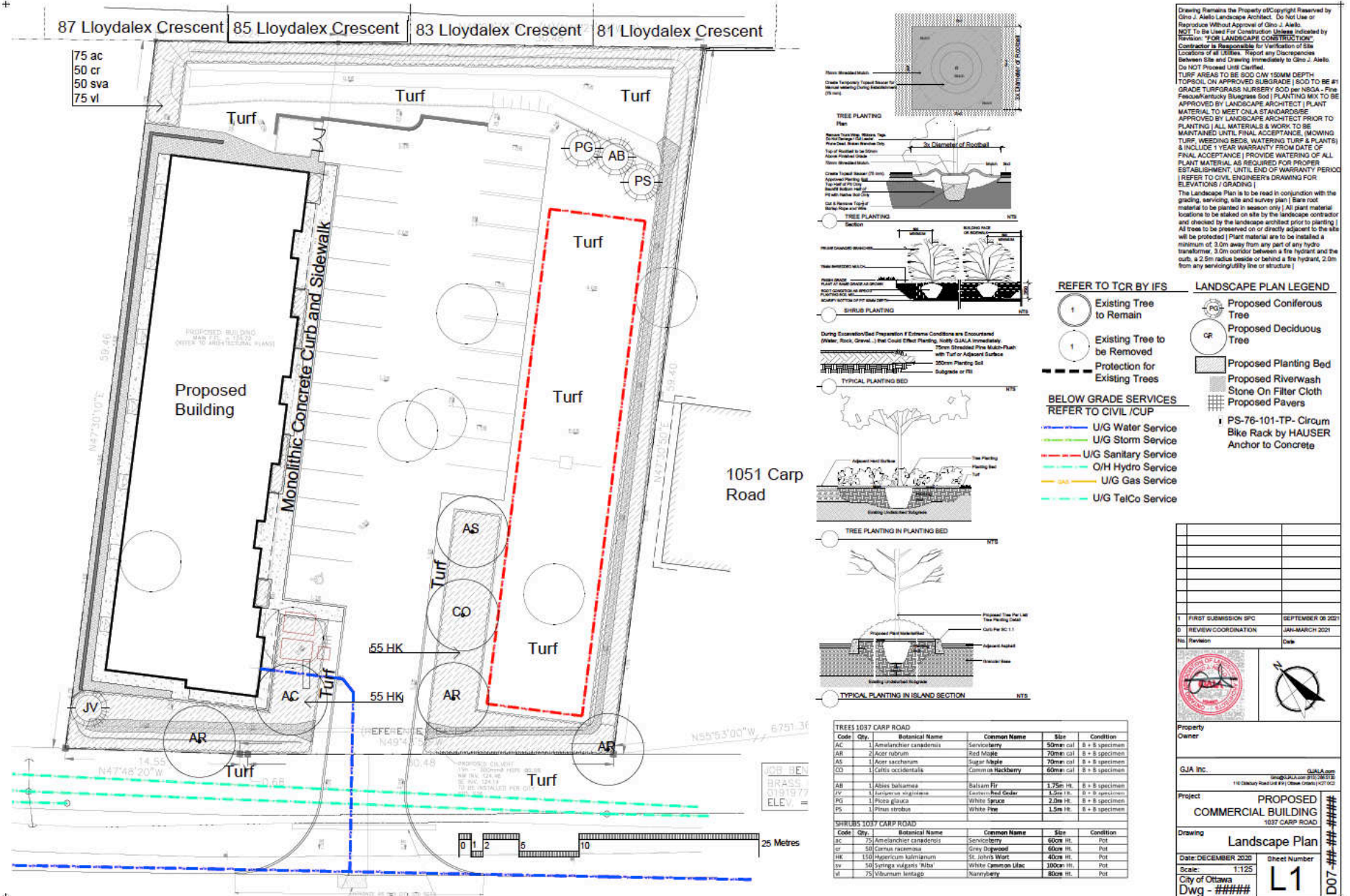


Figure 7. Proposed landscape plan prepared by GJA Inc.

SECTION 3: POLICY CONTEXT

3.1 Provincial Policy Statement

The Provincial Policy Statement 2020 (PPS) provides policy direction on planning matters for the Province of Ontario. Decisions affecting all planning matters shall be consistent with the Provincial Planning Policies. The proposed low-rise office development is consistent with the applicable policies of the PPS, as demonstrated below.

Section 1.1.1 of the PPS states that healthy, livable, 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;*
- b) *accommodating an appropriate affordable and market-based range and mix of ... employment (including industrial and commercial), institutional... and other uses to meet long-term needs;*
- c) *avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) *avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- f) *improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- g) *ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs”...*

Section 1.1.3.2 of the PPS states that *“land use patterns within settlement areas shall be based on densities and a mixed 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 economical expansion;*
- c) *minimize negative impacts to air quality and climate change, and promote energy efficiency...*

Land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria policy in 1.1.3.3, where this can be accommodated.”

Section 1.1.3.4 of the PPS states that *“appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety”.*

Section 1.1.3.6 of the PPS states that *“new development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities”.*

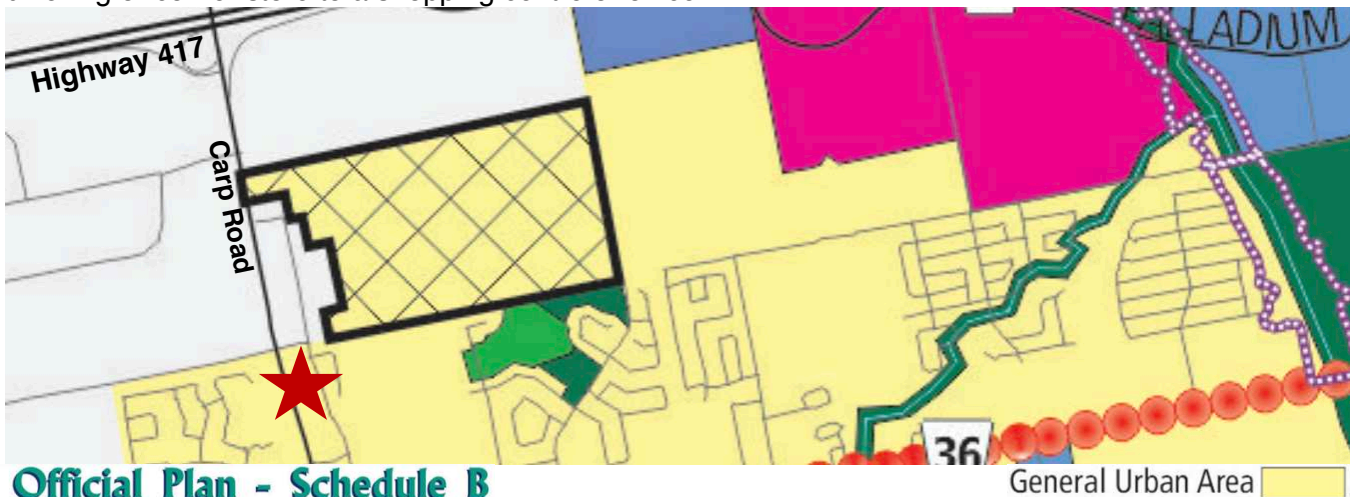
Section 1.3.1 states that *“planning authorities shall promote economic development and competitiveness by:*

- a) *providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;*
- b) *providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses...*”

In the above PPS policies, there is a significant emphasis on efficient development that is safe, respects the natural environment, uses available infrastructure, and provides for the needs of the community in both the short- and long-term. The proposed low-rise office building will introduce a new permitted use onto the existing vacant lot within the urban area. This property is located within the southwestern limits of the City’s Urban Area, along Carp Road which presently contains a range and mix of uses including commercial, light industrial, office, personal service business, and residential, among others. This is an appropriate location to introduce an office use, which is suitably sized and scaled for the lot. This General Mixed-Use zone is focused along the Carp Road corridor from Hazelden Road to the southwest to Rothbourne Road to the northwest and transitioning to a Rural Commercial zoning outside of the urban area, continuing to the northwest. The proposed office use will be compatible with the surroundings and uses and the building has been designed in a context-appropriate and desirable manner. The proposed office use allows for a range and mix of uses that is supported by the PPS policies. The site is serviced by municipal water and private servicing as municipal sewer infrastructure has not yet been extended to this area. Details of the proposed servicing are enclosed within the Servicing and Stormwater Management Report as well as the Septic Impact Assessment prepared by McIntosh Perry Consulting Engineers which were submitted alongside this Planning Rationale. The use of existing municipal roads and services is also an appropriate and efficient use of resources. The proposed development represents a form development that fits and functions well within the City’s Urban Area.

3.2 Official Plan

The site is designated General Urban Area in the City of Ottawa’s Official Plan, as shown in the below extract of Schedule B – Urban Policy Area. The General Urban Area designation permits a wide range and choice of housing types to meet the needs of all ages, incomes and others, as well as conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. The OP states that “[a] broad scale of uses is found within this designation, from ground-oriented single-purpose buildings to mid-rise buildings with a mix of uses along Mainstreets or Transit Priority Corridors; from a dwelling or corner store to a shopping centre or office”.



**Official Plan - Schedule B
Urban Policy Plan**

Figure 8. Extract of Official Plan - Schedule B Urban Policy Plan

Section 2.3.1 Transportation sets out the City’s protected rights-of-way for the road networks, as set out in Annex 1. The right-of-way protection for this section of Carp Road is 37.5 metres and therefore no development save and except landscaping has been included within the protected area on this site.

The subject site is within the Public Service Area, and per Policy 1 of **Section 2.3.2 Water and Wastewater Services**, “development in Public Service Areas must be on the basis of both public water and wastewater services, except as provided for in Policies 10 and 11”. That said, there are pockets of development that exist on private services within designated Public Service Areas and the City has not committed to extension of the services. Per Policy 14, “*where no provision for public services exists, the City may permit development on private services in defined Public Service Areas provided it can be demonstrated to the satisfaction of the City that such development is:*

- a. *Is proposed in a circumstance where public services are not currently technically or financially feasible;*
- b. *Can adequately be serviced by private individual services in accordance with Section 4.4;*
- c. *Is of a minor nature that consists of a single building comprising a commercial, institutional or public use...*
- d. *Will not compromise the longer-term development of the area on public services.”*

The subject site is serviced by municipal water and private septic. Though within the Public Service Area, the City has indicated that future sanitary sewer extensions along Carp Road have not been confirmed, and extensions are not anticipated prior to 2031. Given then uncertain timelines surrounding extension of sanitary services, the proposed development will proceed on the basis of municipal water and private septic. The development of a single office building on private septic servicing complies with the policies set out in Section 2.3.2, Policy 14 and will not compromise the longer-term development of the area. The enclosed Septic Impact Assessment prepared by McIntosh Perry Consulting Engineers describes the servicing on site and within the surrounding area, indicating that the properties along Carp Road are expected to be serviced with private sewage systems. The Assessment sets out recommendations for Wastewater Servicing via a private sewage system, and approvals for on-site septic treatment will be constructed with appropriate setbacks, treatment units and stipulations per applicable Ontario Regulations. Given the long-term outlook and potential for municipal servicing in this area, the proposed private septic system is appropriate and complies with the policies set out in the Official Plan.

Section 2.5.1 Urban Design and Compatibility sets out criteria for compatible development, which enhances an established community through good design and innovation, and “fits well” within its physical context and “works well” with the existing and planned function of the neighbourhood. Per Section 2.5.1: “*[t]he Design Objectives of this Plan are qualitative statements of how the City wants to influence the built environment as the city matures and evolves. These Design Objectives are broadly stated, and are to be applied within all land use designations, either at the citywide level or on a site-specific basis. Design Principles further describe how the City hopes to achieve each of the Design Objectives, but may not be achieved or be achievable in all cases; these objectives include:*

- 1. *To enhance the sense of community by creating and maintaining places with their own distinct identity;*
- 2. *To define quality public and private spaces through development;*
- 3. *To create places that are safe, accessible and are easy to get to, and move through;*
- 4. *To ensure that new development respects the character of existing areas;*
- 5. *To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice. [OMB decision #2649, September 21, 2006];*

6. *To understand and respect natural processes and features in development design;*
7. *To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.”*

Section 3.6.1 General Urban Area permits the development of a wide range and choice of housing types in addition to conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. Policy 1 states that: “General Urban Area designation permits many types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses.”

The proposed development of an office building within the mixed-use area is supported by the Official Plan and is a permitted and appropriate use for the site. The building is low-rise and takes into consideration the neighbouring uses including landscape buffering between the office use and neighbouring residential properties. Further, the proposed office building is within an area which is comprised of a variety of uses including service, commercial, retail and more, and therefore the introduction of a low-rise office building will be complementary to and compatible with this context. The site also has direct access to an arterial road (Carp Road) and Highway 417 and is within close proximity to various residential subdivisions.

Section 4.11 Urban Design and Compatibility states that, *“[a]t the city-wide scale, issues of compatibility are addressed in the Official Plan through the appropriate designation of land and associated policies that direct where and how certain categories of land use should be permitted to develop. [...] It is recognized that because land use designations such as General Urban Area [...] contain broad use permissions, it will be necessary for the zoning by-law to establish more specific permitted use lists and development regulations within areas and on individual sites in a manner that achieves compatibility among proximate uses and built forms.*

“At the scale of neighbourhoods or individual properties, issues such as noise, spillover of light, accommodation of parking and access, shadowing, and micro-climatic conditions are prominent considerations when assessing the relationships between new and existing development. Often, to arrive at compatibility of scale and use will demand a careful design response, one that appropriately addresses the impact generated by infill or intensification. Consequently, the issue of ‘context’ is a dominant theme of this Plan where it speaks to compatibility and design.”

The Official Plan emphasizes a need for context appropriate and efficient development within the General Urban Area and encourages a range of housing types and tenures as well as a mix of uses. The compatibility criteria outlined in Section 2.5.1 and Section 4.11 of the Official Plan are used to evaluate the compatibility of development proposals, based on land uses and built form and their sensitivity to the context of the surrounding neighbourhood. Section 4.11, Urban Design and Compatibility sets out the policies and the criteria for assessing compatibility of development.

The proposed development of new, low-rise office building along Carp Road which features a range and mix of uses is appropriate and compatible with the surrounding neighbourhood. The existing context has a broad range and mix of building types and uses including low-rise residential, low-rise commercial, service, and light-industrial uses.

The proposed design of the office building incorporates materiality and design that focuses on a relationship to Carp Road with the introduction of large windows and signage that wraps along the

building frontage. The proposed building will redevelop a presently vacant site and introduces landscaping, trees and an appropriate number of parking spaces (both vehicular and bicycle) for future office tenants. The office building is compatible with surrounding residential uses and will be adequately buffered from those properties with landscaping and setbacks. The proposed single office building will be serviced by municipal water and private septic, which is permitted in this case by the Official Plan. A second phase of development may include a second office building on the southeast side of the property in the long-term future, however this would only be contemplated at such time when municipal servicing may be extended to the site along Carp Road. The proposed two-storey office building conforms to the policies of the City of Ottawa Official Plan, as amended.

3.3 Zoning By-law

The site is zoned General Mixed Use, Subzone 14, with and Height Limit – GM14 H(11) in the City of Ottawa’s Zoning By-law 2008-250, as demonstrated in Figure 19 below. The GM14 zone permits a variety of residential, commercial and institutional uses. The purpose of the General Mixed Use zone is to:

- (1) allow residential, commercial and institutional uses, or mixed-use development in the General Urban Area and in the Upper Town, Lowertown and Sandy Hill West Character Areas of the Central Area designations in the Official Plan;
- (2) limit commercial uses to individual occupancies or in groupings in well-defined areas such that they do not affect the development of the designated Traditional and Arterial Mainstreets as viable mixed-use areas;
- (3) permit uses that are often large and serve or draw from broader areas than the surrounding community and which may generate traffic, noise or other impacts provided the anticipated impacts are adequately mitigated or otherwise addressed; and
- (4) impose development standards that will ensure that the uses are compatible and complement surrounding land uses.

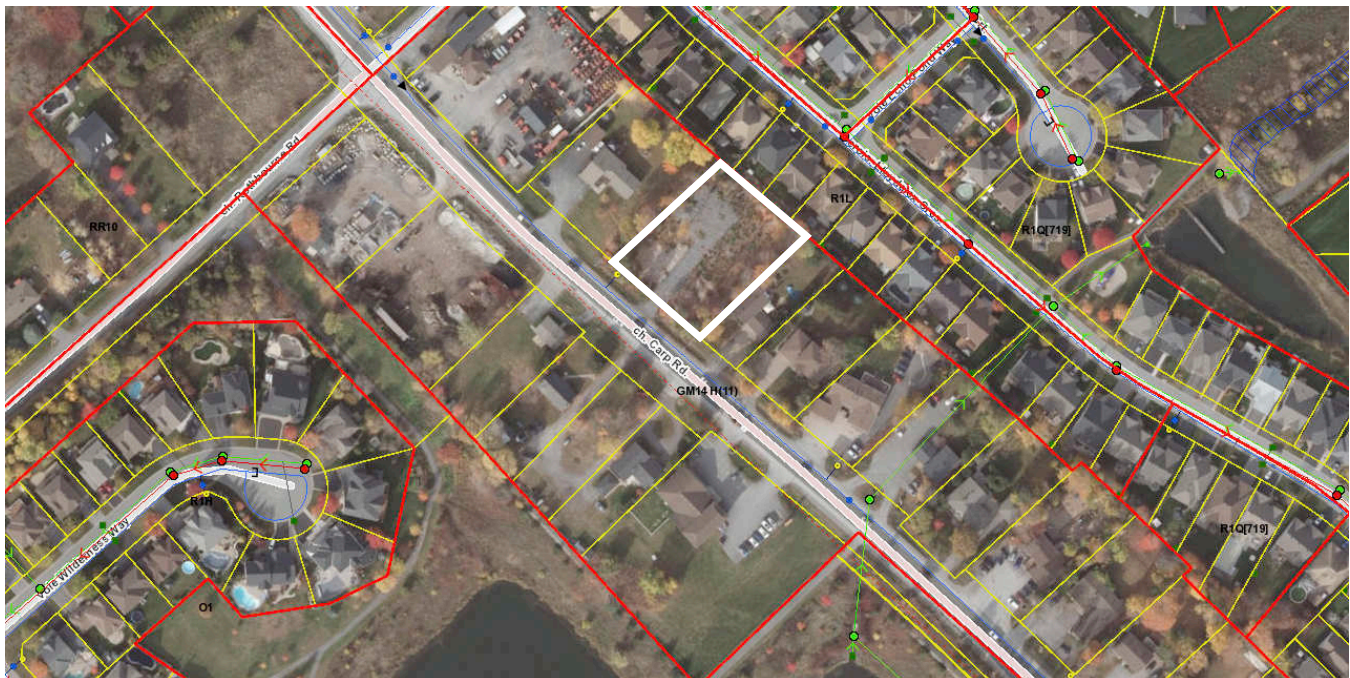


Figure 9. Extract of zoning mapping and municipal services with subject site shown in white (GeoOttawa, 2019)

In addition to an office use, the GM zone permits a number of uses including commercial, retail, service, institutional, as well as residential uses. As shown in the above mapping, the immediately surrounding

context consists of a range and mix of uses permitted under the zone, and there are residential subdivisions located to the northeast and southwest. Outside of the urban boundary to the northwest along Carp Road, the uses transition to Rural Commercial zoning.

The applicable provisions of the GM zone are indicated in Table 1 below, as well as required parking and landscaping zoning provisions.

Table 1. GM zoning provisions

GM14 H(11)			
Provisions		Permitted/Required	Provided
(a) Minimum lot area		No minimum	2705.67 m ²
(b) Minimum lot width		No minimum	
(c) Minimum front yard and corner side yard setbacks		3 m	4.81 m
(d) Minimum interior side yard setbacks	(iii) all other cases	No minimum	> 2.5 m
(e) Minimum rear yard setback	(iii) abutting residential zone	7.5 m	9.52 m
(f) Maximum building height (Height Exception)		11 m	7.62 m
(g) Maximum gross floor area (Exception 14)		35,000 m ²	513.84 m ²
(h) Minimum width of landscaped area	(i) abutting a street	3 m	3.6 m
	(ii) abutting a residential or institutional zone	3 m	6 m
(i) Minimum width of landscaped area around a parking lot (s.110)	Abutting a street	3 m	12 m
	Not abutting a street	1.5 m	11.75 m
Parking			
Minimum parking rate (office) – 2.4/100 m ² GFA		13 spaces	26 spaces
Minimum driveway width providing access to a parking lot		6.7 m	6.7 m
Bicycle Parking			
Minimum bicycle parking spaces – 1/250 m ² GFA		2 spaces	6 spaces

In the GM14 Subzone, the following additional uses are permitted:

- automobile dealership
- automobile rental establishment
- automobile service station
- bar
- car wash
- gas bar
- nightclub
- personal service business

The following uses are prohibited:

- retail food store, except an automobile parts and accessories store, a building supply outlet, an equipment rental establishment, a furniture or appliance store, and a garden centre;
- retail store.

The proposed office building fully complies with the zoning standards as set out above.

SECTION 4: SUPPORTING STUDIES & REPORTS

4.1 Servicing and Stormwater Management Report

A Servicing and Stormwater Management Report was prepared by McIntosh Perry Consulting Engineers Ltd., dated August 21, 2021 to present a servicing design for the proposed office building and sets out the water, sanitary and storm sewer servicing for the development in order to ensure the existing services are adequate. To briefly summarize some of the report findings, there is currently no sanitary, water or storm services on site. The report sets out that there is an existing watermain within Carp Road which services the adjacent property, and a proposed new watermain will service the site, to be connected to the existing watermain. There is an existing private sanitary force main within the right of way, which cannot service the site. Therefore, a new septic bed is proposed, to be located within the south side of the property and will be sized appropriately for the development. Permits and approvals will be obtained through the Ottawa Septic System Office. Stormwater will sheet flow towards swales and directed towards the depressed storage area. Full details regarding site servicing and stormwater management are set out in the report which is enclosed within this submission package.

4.2 Septic Impact Assessment

A Septic Impact Assessment was prepared by McIntosh Perry consulting Engineers Ltd., dated October 4, 2021 describes the servicing on site and within the surrounding area and sets out recommendations for Wastewater Servicing via a private sewage system. The report indicates that it is presumed other properties along Carp Road are serviced privately. Approvals for on-site septic treatment will be constructed with appropriate setbacks, treatment units and stipulations per applicable Ontario Regulations. The report also recommends that the proposed commercial development be serviced with Class 4 sewage systems with leaching beds constructed to discharge within the native sand as is present throughout the site. The report recommends the development and sewage system follow the layout included within this site plan application. Detailed recommendations, analyses and findings are set out in the enclosed report with this submission package.

4.3 Phase I Environmental Site Assessment

A Phase I Environmental Site Assessment was prepared by McIntosh Perry Consulting Engineers Ltd., dated October 14, 2020. The Phase I ESA reviewed aerial photography, historical information and interviews, and indicates that the subject site has always been a vacant undeveloped parcel of land. There were three Potentially Contaminating Activities within 250 metres of the site, however the report concludes they were not considered Areas of Potentially Environmental Concern. A Phase II ESA was not recommended. Refer to the enclosed Phase I ESA report for full details regarding the review, outcomes and recommendations.

4.4 Geotechnical Investigation

A Geotechnical Investigation was prepared by McIntosh Perry Consulting Engineers Ltd., dated November 2020 in order to explore subsurface conditions at the site and provide anticipated geotechnical conditions influencing the design and construction of the office building. Th report sets out recommendations for the foundation and parking lot design, which are reviewed in detail. Refer to the enclosed report for the full set of recommendations.

4.5 Tree Conservation Report

A Tree Conservation Report was prepared by IFS Associates, dated September 17, 2021, which is required to review properties which contains trees 10 centimeters in diameter or greater. The report indicates that many of the former trees on the site were removed prior to the current ownership and only four individual trees remain in addition to a treeline along the southeast property line. Along the southwest property, there is a line of trees shared with City of Ottawa property. The report notes that existing trees will require removal to accommodate the development and due to grading changes around the property and refers to the Landscape Plan which shows various new trees to be planted with the property limits. Finally, the report sets out tree preservation and protection measures as well as recommendations regarding replacement tree planting and/or compensation.

SECTION 5: CONCLUSION

The subject site is a vacant approximately 0.67 acre rectangular-shaped interior lot located on the east side of Carp Road. The site is currently undeveloped with an internal gravel driveway accessed from Carp Road roughly in the centre of the property, bordered by trees and shrubbery. The site is located within an area of general mixed-use properties on near the southwest limits of the City of Ottawa's Urban Boundary and is subject to an Application for Site Plan Control for the development of an office building.

The proposal is to construct a new two-storey office building with 14 individual office spaces and associated parking and landscaping. The proposed office is a permitted use for the site and will be serviced by municipal water and private septic systems as there is presently no City sewer servicing along this portion of Carp Road. A second phase of the development may be possible in the long-term, only at such time that municipal services would be extended along Carp Road to the subject site. The site will contain 26 parking spaces, a loading space, as well as 6 bicycle parking spaces. The proposed materiality will include masonry veneer and stucco, with large windows facing Carp Road, and the introduction of planting beds and new trees.

The existing lot and has the capacity to support this type of development which introduces additional mix of uses along an active arterial road within the urban area. Careful consideration has been placed into the design of the building, including height, size, materiality, bicycle parking, and landscape buffering in order to ensure its compatibility with the surroundings. The proposed development respects the existing neighbourhood character which is comprised of a variety of uses including service, commercial, light industrial and residential. The building features desirable and appropriate articulation along the façades in addition to compatible design materials. The addition of new office units provides opportunity for employment-related services, which is desirable within the City's urban area and within close proximity to Highway 417 as well as residential areas within Stittsville and Carp.

Overall, the proposal is consistent with the Provincial Policy Statement 2020, conforms to the policies of the City of Ottawa Official Plan and conforms with the intent of the City of Ottawa's Zoning By-law 2008-250.

The proposed development represents good land use planning and is recommended for approval.

Respectfully submitted,



Jessica D'Aoust, RPP MCIP M.PI
Owner + Senior Planner

