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August 22, 2022

Project/File: 160410293

Steve Belan, MCIP, RPP Planning, Corporate Real Estate and Economic Development Department 110 Laurier Avenue West, 4<sup>th</sup> Floor Ottawa, ON K1P 1J1

Dear Steve,

Reference: Planning Rationale Brief for a Site Plan Control Application

Block 76 of Draft Approved Subdivision Plan (File No. D07-16-15-0009)

#### **OVERVIEW**

Stantec Consulting Ltd. ("Stantec") has been retained by Ashcroft Homes ("Ashcroft") to provide a planning rationale in support of a site plan control application for the development of a draft approved subdivision block (subject block) with townhouse dwellings and private roads.

The draft approved subdivision (File No. D07-16-15-0009) is known as Eastboro Phase 1, and it consists of Phases 1A and 1B, with the former having been registered and constructed, and the latter being in the process of registration. This subdivision process has been underway for over a decade, and the lands to the immediate east of it are also owned by Ashcroft and are subject to a subdivision application for similar land uses and densities, with that subdivision known as Eastboro Phase 2 (File No. D07-16-12-0001).

The subject block is located within Phase 1B as part of the lands described municipally as 3323 Navan Road. The subject block is intended to be developed as a planned unit development (PUD) consisting of townhouse dwellings and private roads (the proposal). Before a site plan agreement for the subject block can be entered into, Phase 1B of the draft approved subdivision will need to be registered, and it is anticipated that the registration process will be completed in the coming months.

This process has been discussed in detail with City planning staff and represents an appropriate approach to proceeding with the development of the land. A formal pre-consult was held on Friday, March 13, 2020, and through that meeting, follow-up discussions, and the City-issued list of submission requirements, it was confirmed that a planning rationale in the form of a brief would be required for the proposal. This brief represents the required planning rationale.

#### CONTEXT

The site is located within the developing community of Eastboro, which is situated between Chapel Hill South and Navan, and is within the City's Urban Policy Area and within Ward 2 - Innes. More specifically, the site is located in the triangle-shaped area bound by Navan Road to the south, Renaud Road to the north, and Mer Bleue Road to the east.

The lands bound by these roadways consist primarily of large greenfield parcels containing agricultural type uses and woodland. These landscape characteristics were prominent throughout the wider area until the early 1990s when suburban development, such as the Chapel Hill community, began expanding outward from Orleans and major arterial roads such as Innes, Navan, and Tenth Line.

These primarily greenfield lands are subject to a number of development applications which will result in the creation of new residential communities, such as Eastboro, that will be serviced by local road networks and transit infrastructure, parkland, and a wide range of residential, institutional, commercial, and other land use types to help support the function of a complete community. Ashcroft is a major proponent in the development of these lands, which includes their two active subdivision applications noted previously.

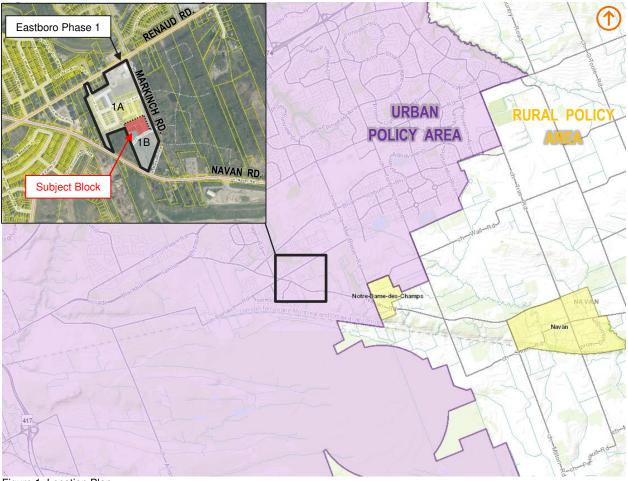


Figure 1. Location Plan

The vacant subject block is described below and identified in Figures 2 and 3:

Area: 7,634 m2

Frontage: ±9.86 m (Caithness Private) & ± 68 m (Esselmont Street)

To be determined once the subject block is registered as part of the Eastboro Phase 1B draft approved subdivision Legal Des.:

Address: 3323 Navan Road



Figure 2. Site Context (subject block shown in red hatching)

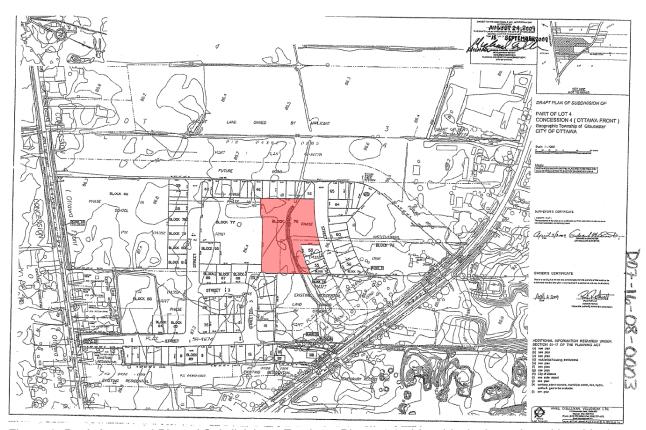


Figure 3. Draft Approved Plan of Subdivision - Eastboro Phase 1 (subject block shown in red hatching)

# PROPOSED DEVELOPMENT

The proposal is for a planned unit development consisting of townhouse dwellings and private roads within a draft approved subdivision block, which requires site plan approval from the City of Ottawa. The development represents a logical extension of the existing development block to the immediate north (Block 42 of Plan 4M-1429), which was developed with townhouse dwellings and private roads, with Caithness Private intended to provide a future road connection to the subject block. The Block 42 development to the immediate north proceeded in a similar fashion as part of the Eastboro Phase 1A registered subdivision lands (site plan agreement executed in September 2011 as part of City File. No. D07-12-10-0033).

The proposed development for the subject block was envisioned early in the subdivision process for Eastboro Phase 1 and has remained the same with respect to the proposed land use, lot fabric, and private road network. The rezoning of the Eastboro Phase 1 and Phase 2 lands took place in 2015 and was tailored to accommodate the intended build-out of both subdivisions, including the subject block within Eastboro Phase 1B. The zoning that was requested and approved represents an appropriate and common zoning structure used throughout the City for similar subdivisions, and is covered later in this brief.

A summary of the proposed development for the subject block is provided in Table 1, whereas Figures 4 and 5 provide excerpts of the site plan.

Table 1. Summary of Proposed Development

Feature	Description
Block Area	7,634 m <sup>2</sup> (0.76 ha)
Land Use	Planned Unit Development (Townhouse Dwellings)
Total Dwelling Units (d.u.) & Density	49 d.u. / 0.76 ha = 64.4 units / hectare
Block Coverage	37%
Parking	98 stalls (49 driveway & 49 garage)
Roads	3 private roads (Caithness Private, Turriff Private & Fordyce Private)



Figure 4. Site Plan Excerpt (M. David Blakely Architect Inc.)

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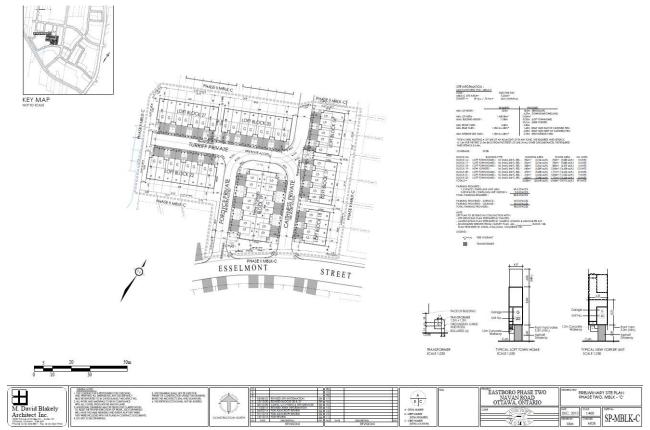


Figure 5. Site Plan (M. David Blakely Architect Inc.)

### **POLICY & REGULATORY REVIEW**

# Provincial Policy Statement 2020

The Provincial Policy Statement 2020 (PPS) provides policy direction on planning matters for the Province of Ontario. This direction is for the planning of strong, sustainable, and resilient communities for people of all ages, for clean and healthy environments, and for strong and competitive economies. Decisions affecting planning matters shall be consistent with the policies of the PPS.

The proposal is part of an expansive community building process for the immediate area, which has been supported through the implementation of a community design plan and various development and infrastructure projects. The below review demonstrates that the proposal is consistent with the applicable policies of the PPS.

Section 1.0 of the PPS contains policies on the building of strong and healthy communities. The proposed planned unit development for a block within a draft approved subdivision will provide a permitted and desirable housing type at a density that is appropriate for the area and for the capacity of planned infrastructure, as demonstrated by the plans and studies prepared and reviewed through the subdivision process that led to the draft approval and partial registration of Ashcroft's Eastboro Phase 1 community.

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Section 2.0 of the PPS contains policies on the wise use and management of resources. As demonstrated by appropriate plans and studies submitted and reviewed through the subdivision process, the build-out of the vacant subject block with a permitted residential land use is not anticipated to result in any adverse impact to resources of economic, environmental, or social significance.

Section 3.0 of the PPS contains policies on the protection of public health and safety. The proposed development is not anticipated to result in any unacceptable risk to public health and safety, as it is located on lands adjacent to existing and planned residential uses, which are designated, zoned, and have been appropriately planned and reviewed for residential development.

The proposed development will help contribute to the planned function for the area, which among other benefits, will contribute to housing availability, economic vitality, and the efficient use of land and public infrastructure. For these reasons, and the ones noted in the above review, the proposal is consistent with the policies of the PPS.

#### Official Plan

Schedule B of the Official Plan designates the subject block as General Urban Area. This designation permits a wide range of uses at varying densities, including the proposed planned unit development as a low-rise residential land use.

**Section 3.6.1** – General Urban Area designation of the Official Plan contains the following policies relevant to the proposed development:

- 1. General Urban Area areas are designated on Schedule B. The General Urban Area designation permits many types and densities of housing [...]
- 2. The evaluation of development applications, studies, other plans and public works undertaken by the City in the General Urban Area will be in accordance with Section 2.5.1 and Section 4.11.
- 3. Building height in the General Urban Area will continue to be predominantly Low-Rise. Within this range, changes in building form, height and density will be evaluated based upon compatibility with the existing context and the planned function of the area. [...]
- 5. The City supports intensification in the General Urban Area where it will complement the existing pattern and scale of development and planned function of the area. The predominant form of development and intensification will be semi-detached and other ground-oriented multiple unit housing. When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will:
- a. Assess the compatibility of new development as it relates to existing community character so that it enhances and builds upon desirable established patterns of built form and open spaces;
- b. Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area

The proposal conforms to the intent and purpose of the General Urban Area designation and its applicable policies found within Section 3.6.1 of the Official Plan. The proposal is part of a larger community

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development exercise that has been extensively planned for, studied, and reviewed, with portions of the community already fully built-out and under construction. The development of the subject block with a form of permitted and desirable low-rise residential land use within a draft approved subdivision will contribute to the planned function of the area and will help to facilitate a logical southward extension of development from Phase 1A to Phase 1B.

**Section 2.5.1** – Designing Ottawa of the Official Plan contains broad design objectives to be applied on a City-wide to site-specific basis through the approvals process for proposed development. Policy 1 of this section requires that proponents demonstrate how new development addresses the below objectives, where applicable:

- 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.
- 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.

The proposed development is for a single block within a multi-phase subdivision. Accordingly, the proposal is part of a comprehensive planning process for the immediate area, which consists of a community design plan study and an approved and partially constructed subdivision with implementing zoning. As such, an extensive amount of consultation, review, and design refinement has gone into planning the Eastboro Community so that it achieves the vision and planned function for the area.

As noted below and as demonstrated by the architectural submissions, the proposal is in general conformity with the applicable design objectives of Section 2.5.1 by contributing to, providing, or maintaining the following:

- a logical layout of buildings, roadways, services, private approaches, and landscaping to permit safe and efficient site circulation, connectivity, and functionality;
- a mix in townhouse models and row lengths to broaden the range in low-rise residential unit options and to establish a streetscape character of quality design;
- a density (approx. 64 du/ha) that contributes to the overall target for the subdivision;
- the use of energy-efficient building materials and processes, where possible.

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**Section 4.11** – Urban Design and Compatibility of the Official Plan contains a number of design policies and themes that seek to address the matter of compatibility between new and existing development through built form and functionality. These design policies and themes are primarily intended to apply to new development within built-up areas, especially within or in proximity to design priority areas, mature neighbourhoods, and properties or areas of natural or built heritage and cultural significance.

The proposed development is for a permitted land use within a draft approved subdivision. The proposal will provide a logical extension of the existing residential built form and private road network to the immediate north of the subject block, which will result in compatibility of both land use and site functionality.

The proposal conforms to the applicable policies of the Official Plan.

#### New Official Plan

The City of Ottawa's New Official Plan ("New OP") contains the City's goals, objectives, and policies to guide growth and manage physical change to 2046. For the purposes of this planning rationale, references to the New OP speak to the November 24, 2021 Council-approved version. The New OP is under review by the Ministry of Municipal Affairs and Housing, and it is anticipated that it will be approved in fall. The following policy review demonstrates how the proposed development conforms to the New OP.

The subject block is designated Neighbourhood on Schedule B8 - Suburban (East) Transect of the New OP. Section 5.4 contains policies for the Suburban Transect, with the following policies being relevant to the proposed development:

- 5.4.1.2 The Suburban Transect is generally characterized by Low- to Mid-density development. Development shall be:
- a) Low-rise within Neighbourhoods [...]
- 5.4.1.3 In the Suburban Transect, this Plan shall support:
- a) a range of dwelling unit sizes in:
- ii) predominantly ground-oriented housing forms in Neighbourhoods located away from rapid transit stations and Corridors [...]
- 5.4.2.1 In the Suburban Transect, the City shall take opportunities to support the rapid transit system and to begin to introduce urban environments through the overlay policies of this Plan by:
- b) Supporting or pursuing the creation of pedestrian shortcuts that minimize walking distance to street transit stops [...]
- 5.4.5.1 Neighbourhoods located in the Suburban Transect and within a 15-minute neighbourhood shall accommodate residential growth to meet the Growth Management Strategy as outlined in Subsection 3.2, Table 3 [target of 40-60 dwellings per net hectare], [...] and that:
- a) Allows and supports a wide variety of housing types [...]

Section 6.3 contains policies for the Neighbourhood designation, with the following policies being relevant to the proposed development:

6.3.1.2 Permitted building heights in Neighbourhoods shall be Low-rise [...]

6.3.1.4 The Zoning By-law and approvals under the Planning Act shall allow a range of residential and non-residential built forms within the Neighbourhood designation [...]

The proposal is general conformity with the Suburban Transect and Neighbourhood designation policies of the New OP, as it consists of and addresses the following:

- ground oriented, low-rise development with various townhouse models and row lengths;
- extension of Caithness Private will provide for an efficient pedestrian connection to Renaud Road transit services; and.
- density achieves the minimum target.

### East Urban Community - CDP for the Phase 1 Area

The subject block is located within the boundary of the Community Design Plan (CDP) area for Phase 1 of the East Urban Community. A community design plan is a Council-approved design and visioning document that does not have the same statutory authority under the Ontario Planning Act as the Official Plan and its subsidiary plans. These documents are intended to guide change in areas of the city that are targeted for growth and improvement as directed by the Official Plan.

The CDP designates the subject block as Low-Density Residential in its Land Use Structure Plan and Demonstration Plan.

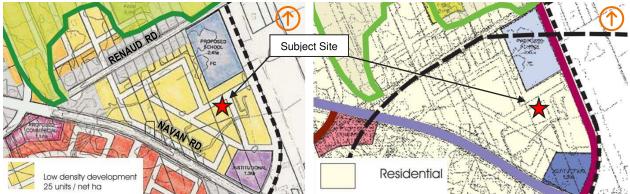


Figure 6. CDP Demonstration Plan & Land Use Structure Plan

Section 5.2 of the CDP contains architectural guidelines, which the proposal is in general conformity with, as detailed below:

- primary entrances oriented toward the street, with corner units having additional façade treatments along both frontages;
- garages aligned with and not projecting further than primary facades;
- varied and appropriate setbacks intended to comply with zoning; and,
- a range of townhouse models and row lengths to provide architectural variety.

The Eastboro Phase 1 draft approved subdivision has been designed and partially constructed in general conformity with the intent and purpose of the CDP, including residential land use types, distributions, and densities (exceeds minimum density target of 25 units/ha).

The proposed planned unit development generally conforms to the CDP and will help to implement its long-term vision by facilitating further low-rise development within the lands of the Eastboro Phase 1 draft approved subdivision.

## Urban Design Guidelines for Greenfield Neighbourhoods

The purpose of the City's Urban Design Guidelines is to provide urban design guidance at the planning application stage in order to assess, promote, and achieve appropriate development within specified areas throughout the city. Where these guidelines apply, their objectives will not necessarily be relevant in all cases or in their entirety. Compliance with the guidelines is not a statutory requirement, as in the case of policies of the Official Plan or regulations of the zoning by-law, but instead, is encouraged to promote quality design and consistency throughout the City.

The Urban Design Guidelines for Greenfield Neighbourhoods illustrate the City's expectations during the development review process for greenfield neighbourhoods within the Urban Policy Area of the City of Ottawa. They are focused on providing guidance for neighbourhood design during the subdivision review and zoning processes. While they do not address the details of individual properties, such as the case with typical site plan control applications, they do provide guidance regarding the relationship between adjacent sites and between a site and the public street. These guidelines are not intended to be used as a checklist for evaluating a proposal, nor are all guidelines always applicable.

The proposal satisfies the general intent and purpose of the below guidelines.

Table 2. Urban Design Guidelines for Greenfield Neighbourhoods

Guidelines	Design Response
<b>Guideline 1</b> - Plan and build new communities based on the inherent capacity of the natural landscape to sustain the community over time.	The development takes into consideration the natural capacity in the area through LID practices of compact built form, meeting appropriate density targets, and being supported by plans and studies that anticipate the full build-out of the respective (Phase 1) and adjacent (Phase 2) subdivision.
<b>Guideline 2 -</b> Create a connected network of parks, greenspaces and public lands that is structured by existing natural features and connected by pathways and sidewalks. Make this network easily accessible on foot or bike from homes throughout the neighbourhood.	Although no sidewalks are proposed as part of the block development, local traffic is anticipated to be conducive to pedestrian use of the private streets and will allow for connections to nearby parks and open spaces within and around the subdivision lands.

<b>Guideline 10</b> - Create a walkable neighbourhood with pathways, trails and sidewalks that are accessible year round and that connect destinations such as transit stops, commercial areas, schools, community facilities and parks.	The subject block is within walking distance to a number of existing and planned destinations (i.e., École élémentaire catholique Notre-Dame-des-Champs, stops serviced by OC Transpo Routes 225 and 228, Tulip Tree Park, etc.)		
Guideline 11 - Connect new streets to existing streets in adjacent developments and plan for future connections to land that has yet to be developed.	Connections are made to existing and proposed street networks adjacent to the site.		
Guideline 13 - Layout local street patterns so that development blocks are easily walkable – between 150 and 250 metres in length.	Proposed private streets are less than 100 m in length.		
Guideline 27 - Plant trees along all streets in a consistent pattern and coordinate with the location of street amenities and utilities. Base selection and location of trees on soil conditions, bearing capacity, and urban forestry principles.	Trees cannot be accommodated based on the findings of the geotechnical report.		
<b>Guideline 34</b> - Locate residential buildings close to the property line with their primary face addressing the street, while making room for trees and utilities. Provide visual interest along the streetscape with a variety in setbacks and projections.	The proposed development is located close to the property lines with special care taken to incorporate architectural details and varied housing models for visual interest and mixed character. Proposed setbacks allow for landscaping along the street frontages.		
<b>Guideline 35</b> - Mix various types of housing on each street while considering the relationship (height, size, bulk) between each other, and to existing houses.	Proposal includes a mix of townhouse models and row lengths.		
Guideline 37 - Design building façades so that windows and doors are prominent features that address the streets they front.	Windows and doors are emphasized on all sides with special attention paid to the front entrances and windows.		
<b>Guideline 44</b> - Design residential buildings so that garages do not dominate the width of the front façade and do not project past the front wall. Design driveways so that they are not wider than the garage.	Driveways and garages have been designed in a manner to not detract from the overall architectural style of the buildings and character of the streetscape.		

# Zoning By-law 2008-250

The subject block is zoned R3Z[1725] – Residential Third Density, Subzone Z, Exception 1725 in Zoning By-law 2008-250, which permits the proposed planned unit development consisting of townhomes and privates roads.



Figure 7. Zoning excerpt

The subject block, and much of the surrounding lands within the Eastboro Phase 1 and Phase 2 subdivisions, were rezoned to R3Z[1725] in 2015 as part of the development process for furthering the subdivisions. This zone is commonly found within subdivisions throughout the City's Urban Policy Area, and its primary purpose is to permit low-rise residential development of varying densities and building typologies.

The below table contains a zoning matrix which demonstrates that the proposed planned unit development complies with the performance standards of the R3Z[1725] zone, the provisions of Section 131 – Planned Unit Development, and all other applicable zoning provisions. As per Subsection 65(1)(b) of the By-law, permitted projections do not apply to the units within the interior of the development (i.e., not adjacent to a required yard of the PUD).

Table 3. Zoning Matrix

BY-LAW SECTION	PROVISION	REQUIRED & PERMITTED	PROPOSED
Table 160A	Minimum lot area	1,400 m²	±7,634 m²
Table 160A & [1725]	Minimum lot width	PUD = 18 m Principal townhouse dwelling = 4.5 m	PUD = > 18 m (irregular) Principal townhouse dwelling = 4.57 m
Table 160A	Maximum building height	11 m	10.2 m
Table 160A & Table 160B(8)	Minimum front yard setback (southern most yard along Esselmont Street considered front yard for zoning purposes)  Endnote 8: No portion of a private garage or carport shall be located more than 2.5 m closer to a street lot line than the closer of:  (i) A building front wall or side wall, or  (ii) A covered porch or veranda that is at least 2.5 m wide	3 m	3.5 m
Table 160A	Minimum corner side yard setback	3 m	NA
Table 160A & Table 160B(9)	Minimum rear yard setback (northern-most yard considered rear yard for zoning purposes)  Endnote 4: For a yard abutting a lot line of an adjacent lot in any zone, the required yard setback is 1.2 m for the first 21 m back from the street lot line. In all other circumstances, the required yard setback is 6 m	1.2 m and 6 m (see endnote 4)	Rear yard east of Caithness Private: 1.65 m Rear yard west of Caithness Private: 6.05 m
Table 160A & Table 160B(9)	Minimum interior side yard setback  Endnote 4: For a yard abutting a lot line of an adjacent lot in any zone, the required yard setback is 1.2 m for the first 21 m back from the street lot line. In all other circumstances, the required yard setback is 6 m  1.2 m and 6 m (see endnote 4)		West interior yard: 2.33 m  All other interior side yards: ≥ 6 m
Table 131(1)	Minimum width of a private way	6 m	6.5 m
Table 131(2)	Minimum setback for any wall of a residential use building to a private way	Notwithstanding any front yard setback requirement associated with any zone or subzone, the minimum setback for any wall of a residential use building to a private way is 1.8 metres	> 1.8 m

Table 131(3)	Minimum setback for a way	ny garage or carport entrance from a private	5.2 m	5.2 m
Table 131(4)	Minimum separation ar development	ea between buildings within a planned unit	1.2 m	3.04 m
Table 131(6)	(a) In the case of a planned unit development consisting of townhouse dwellings, all lands located between the dwelling unit, the extension of the main wall of the dwelling unit, and the private way are to be landscaped with soft landscaping, other than the area used for a driveway leading to the dwelling unit's associated parking space, garage or carport.  (b) In no case may any dwelling unit located within a planned unit development that has its own driveway leading to its associated parking space, garage or carport have a driveway that is wider than the associated parking space, garage, or carport. Furthermore, the remaining area between the dwelling unit and the private way must be landscaped with soft landscaping, with the exception of a walkway of no more than 1.25 metres in width.		See Provision	(a) Driveway width is limited to that of the associated parking space, garage, and/or carport.  (b) Front yard area not used for a driveway is to consist of soft landscaping, with the exception of walkways limited to 1.25 metres in width.
Table 101 & Sec. 102(4)	Minimum Parking Rate Requirement (Area C: Suburban)	Regular = 1 per DU	49	49 surface 49 garage
		Visitor = none	None	None (driveways allow space for a second space)

As demonstrated by Table 4, the proposal complies with Zoning By-law 2008-250.

#### **PUBLIC CONSULTATION STRATEGY**

As part of the due diligence for the project, it is understood that Ashcroft undertook various methods of consultation to explore and evaluate design options and early feedback regarding the proposal. These engagement processes included the following:

- participation in the East Urban Community Phase 1 Community Design Plan study as a landowner.
- formal public consultation processes (public meeting and notification of circulation area) associated with the Eastboro Phase 1 and Phase 2 subdivisions that have draft approval and contain the planned subject block (Phase 1B), as well as the surrounding road network and infrastructure intended to support it.
- formal public consultation processes (public meeting and notification of circulation area) associated with the approved rezoning of the Eastboro Phase 1 and Phase 2 subdivision lands which include the planned subject block.
- informal discussion with City staff and a formal pre-application consultation (March 2020) specific to the proposed block development.
- consultation with the Councillor's office.

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Comments received through the above processes were considered in the design of the proposal, and as part of the application review process, opportunity will be available for further comments to be sent to the city file lead.

### **CONCLUSION**

The proposal is for a low-rise residential development consisting of townhouse dwellings and private roads on a development block within a second phase of a draft approved subdivision, where the first phase to the immediate north has been completely built out.

The proposal represents a logical continuation of the development within the Eastboro community and will help to facilitate subsequent development on adjacent lands, which in the larger context, will contribute to the planned function for the area. This planning rationale, together with the supporting material of the submission, demonstrate how the proposal is consistent with the PPS and conforms and complies to the general intent and purpose of the City's Official Plan and Zoning By-law.

As such, it is our opinion that the proposal represents good land use planning that is in the public interest, that it provides an appropriate, compatible, and timely use of land, and that it is supported from a land use planning perspective. Accordingly, we recommend the proposal for site plan approval.

Respectfully,

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