



## **2080 Walkey Road**

Planning Rationale  
Minor Zoning By-law Amendment  
April 8, 2026



Prepared for CCS Engineering and Construction

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April 2026

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# 1.0 Introduction

Fotenn Planning + Design (“Fotenn”) has been retained by CCS Engineering and Construction on behalf of the **Academic Orthopedic Surgical Associates of Ottawa Inc. (AOAO)** regarding their proposed Orthopedic Surgical Centre (Medical Facility) at 2080 Walkley Road, in the City of Ottawa (the “subject property”).

## 1.1 Application Overview

The submitted application seeks to amend the 300m<sup>2</sup> gross floor area maximum limit for “Medical Facilities” as per Section 1003(2)(a) of Zoning By-law 2026-50 to permit the proposed medical use at 3,000m<sup>2</sup> within the existing building. The existing building is proposed to remain on the site with this application requiring only interior work to prepare for the proposed Orthopedic Surgical Centre (Medical Facility).

The intent of this report is to assess the proposed Minor Zoning Bylaw Amendment against the applicable policy and regulatory framework and to demonstrate how the proposed 3,000m<sup>2</sup> “Medical Facility” use is appropriate and constitutes good planning for the subject property.

# 2.0 Site Context and Surrounding Area

## 2.1 Subject Property

The subject property is municipally addressed as 2080 Walkley Road and located in the Industrial East/Elmdale Canterbury neighbourhood within the City of Ottawa. The overall site is a square shaped interior lot with a frontage along Walkley Road of 136.6 metres and lot depth of 152.4 metres with a total area of 20,825m<sup>2</sup>. A sidewalk is present along the frontage of the property within the public right-of-way for Walkley Road.

The existing building (to remain) was constructed in the early 1970s, and consists of 9,057m<sup>2</sup> leasable area, with two access points long Walkley, and over 120 existing parking spaces.



Figure 1 Subject Site



Figure 2: Site context and boundary (dashed blue line).

## 2.2 Surrounding Context

The subject property is located in an area characterized by a diversity and range of uses including residential, commercial, and light industrial. The neighbourhood was originally established in the middle of the 20<sup>th</sup> century and has undergone fragmented growth and intensification over time.

The subject property is immediately bordered by commercial/light industrial uses to the south, east, and west, with Walkley Road framing the northern lot line. North of Walkley Road is the established Elmdale- Canterbury residential neighbourhood including Canterbury High School.

## 2.3 Road Network

The subject property fronts directly onto Walkley Road, which is classified as an Arterial Road in Schedule C4 of the City of Ottawa Official Plan. Approximately 300 metres west of the subject property is Heron Road, another important Arterial Road in this area. Under 3km east, along Walkley Road is access to Highway 417 which offers local and regional access for users of the proposed medical facility.

Arterial Roads are major roads of the City that carry large volumes of traffic over long distances and function as major public infrastructure corridors in the urban communities. Major Collector roads connect communities and distribute traffic between the arterial and local road system.

This location supports efficient vehicular circulation and strong regional and local accessibility.

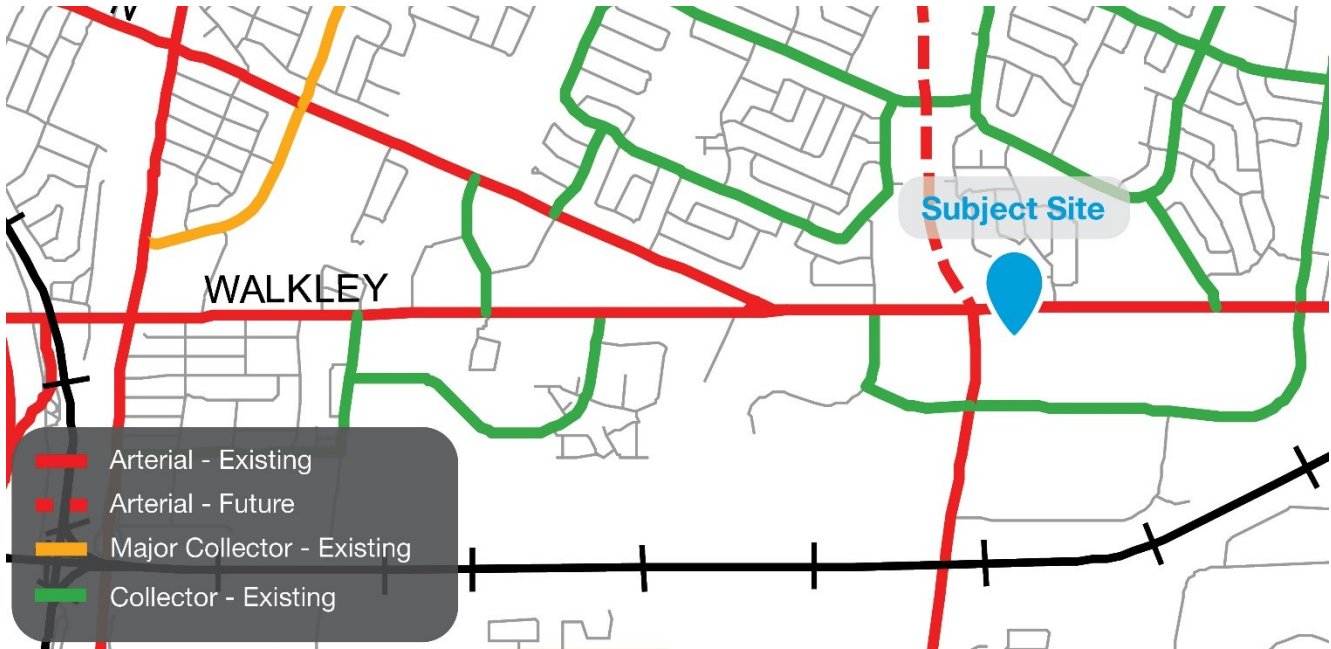


Figure 3: Urban road network - Schedule C4 of the City of Ottawa Official Plan

### 2.4 Transit Network

The subject property is well served by the existing and planned public transit network of the surrounding area. As indicated on Schedule C2 of the Official Plan, the site is located along a Transit Way line and within 300 metres walking distance of a planned Bus-Rapid Transit (BRT) Station on an At-Grade Crossing Transitway. A Transit Priority Corridor is also identified 300 metres walking distance west of the site along continuation of Walkley Road after the split with Heron Road and along Conroy Road. This location is supported by existing and planned public transit improvements, and, in return, the transit system would be supported by increased density in this area. OTranspo routes (41, 644, 649) are present along Walkley Road with a bus shelter immediately in-front of the property.

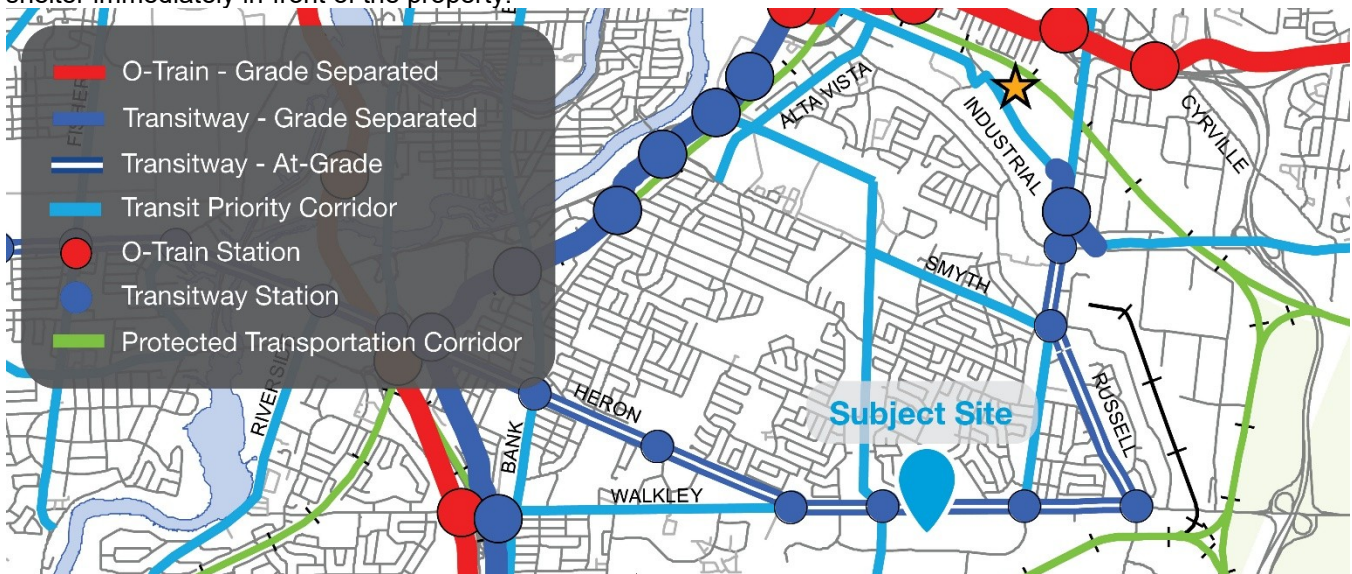


Figure 4: Transit Network - Schedule C2 of the City of Ottawa Official Plan

## 2.5 Active Transportation

The subject property benefits from convenient access and connectivity to the local active transportation network. The City's Transportation Master Plan envisions improvements in this area, including planned Cross-Town Bikeways, which will enhance cycling connectivity and contribute to a more cohesive and robust active transportation network.

Taken together, these elements form an increasingly well-connected active transportation system.

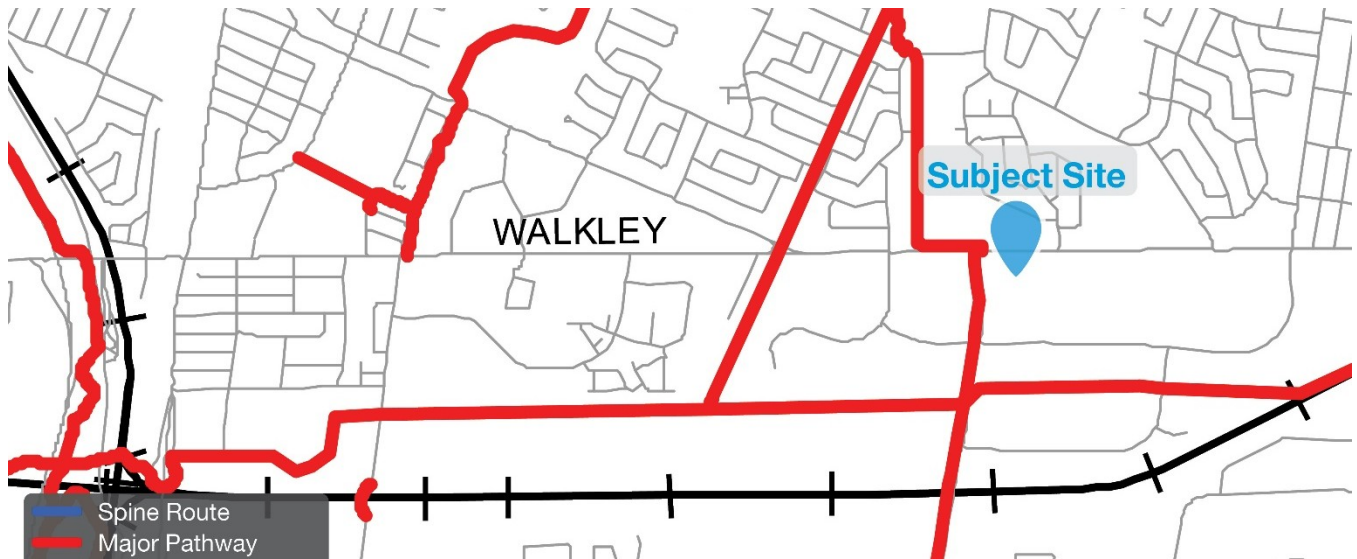


Figure 5: Active transportation network surrounding the subject properties (Transportation Master Plan – Map 1, Cycling Network)

### 3.0 Proposed Development

The applicant proposes to establish a provincial licensed Orthopedic Surgical Centre “Medical Facility” within the subject property consisting of 26,300m<sup>2</sup> total gross floor area within the existing building. It is important to note that there is no proposed exterior construction or development at this time as part of this current application. The proposed Medical Facility will operate within the existing building at 2080 Walkley Road. Once fully operational, the Surgical centre will employ approximately 50-people on a standard day, and utilize 90 of the available parking spaces for employees and patients.



Figure 6 Proposed Floor Plan.

### 3.1 Provincial Licensing, Project History & Objectives

The grounds for this proposal is a proposed 26,000-square-foot orthopedic surgical centre at 2080 Walkley Road, to be operated by Academic Orthopedic Surgical Associates of Ottawa Inc. (AOAO). The AOAO, has been granted a provincial licence by the Ontario Ministry of Health under the Integrated Community Health Services Centres Act, 2023 (ICHSCA).

On December 1, 2025, the provincial Director of Integrated Community Health Services Centres issued a formal decision letter confirming the Ministry’s intention to issue an ICHSC licence to AOAO for the provision of orthopedic services. The licence authorizes the facility to perform up to approximately 800 primary hip replacement procedures and up to approximately 1,200 primary knee replacement procedures in its first year of operation alone; a total of up to 2,000 joint

replacement surgeries annually. AOA has confirmed to the Ministry that the facility at 2080 Walkley Road will be operational in December 2026, with service volumes for subsequent years to be confirmed.

Despite this provincial mandate, the facility cannot proceed currently as the subject property was rezoned from Light Industrial (IL) to Mixed Industrial (IM) under the new Zoning By-Law 2025-50, and the IM zone now restricts "Medical Facility" uses to 300m<sup>2</sup> per occupancy, and 3,000m<sup>2</sup> cumulatively on a lot whereas the previous Light Industrial zone included no such GFA restrictions.

## 4.0 Policy and Regulatory Review

### 4.1 Provincial Planning Statement (2024)

The Ontario Provincial Planning Statement (PPS) represents the consolidation of the previous PPS (2020) and the *Growth Plan* (2019) into a single comprehensive policy document.

The PPS states that Ontario's land use planning framework, and the decisions that are made, shape how communities grow and prosper. The PPS prioritizes compact and transit-supportive design, where locally appropriate, and optimizing investments in infrastructure and public service facilities will support convenient access to housing, quality employment, services and recreation for all Ontarians. The PPS states that Municipalities are to support the long-term prosperity and well-being of residents through the design of communities responsive to the needs of all Ontarian.

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:

- / 2.1.6: 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.
- / 2.3.1.1: 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.
- / 2.8.1.1. 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;
  - d) encouraging intensification of employment uses and compatible, compact, mixed-use development to support the achievement of complete communities; and
  - e) addressing land use compatibility adjacent to employment areas by providing an appropriate transition to sensitive land uses.

The proposed “Medical Facility” use at this location will achieve the listed objectives of the PPS through facilitating a mix of uses and employment opportunities for the community and City more broadly. Further, the proposed use is located within an area already well suited with a mix of uses, transportation options, and infrastructure to ensure it will remain compatible with the surrounding area.

The proposal will directly improve the quality of life of Ontarians as the proposed medical facility is proceeding through approved direction from the Province of Ontario under the *Integrated Community Health Services Centres Act, 2023* (ICHSCA), which was passed as part of the Ontario government’s “Your Health Act, 2023” to modernize healthcare delivery and leverage private-sector efficiency to address a growing healthcare provision need in the province.

## 4.2 City of Ottawa Official Plan (2022)

The Official Plan for the City of Ottawa 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 and 827,000 jobs. In fact, the OP establishes that employment is forecasted to grow by about 189,000 jobs from 2018 to 2046. 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.



Figure 7: Schedule A - Transect Policy Areas

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).

### 4.2.1 Outer Urban Transect

As indicated on Schedule A, the subject lands are located in the “**Outer Urban Transect**” of the Official Plan and is designated **Minor Corridor**. The Outer Urban Transect comprises neighbourhoods inside the Greenbelt built in the last third of the

twentieth century and is characterized by classic suburban building forms, setbacks, and separation of land uses. The Official Plan aims to enhance mobility options, particularly active transportation, and street connectivity, while also providing direction to Hubs and Corridors and encouraging more diverse housing forms.



Figure 8: Schedule B3 - Outer Urban Transect

As per the OP, the Outer Urban transect is anticipated to evolve toward an urban 15-minute neighbourhood model and will experience a gradual replacement of detached housing with higher-density ground-oriented housing. Some mid- and high-rise buildings are also planned within transit hubs. The transect will also develop towards highly integrated areas with commercial, civic, institutional, and residential uses. This will include introduction of mixed-use urban developments close to rapid transit stations and targeted efforts towards Hubs and Mainstreets for mid-density and mixed-use development.

Applicable policy of the OP providing direction to the proposed development includes the following:

**Section 2.2.2** titled “Economic Development” states the following policy objectives relevant to this proposal:

- Enhance Ottawa’s high quality of life to attract a skilled workforce and businesses.
- Direct major employment to Hubs, Corridors and Special Districts

**Section 2.2.2** also states that employers with the highest employment densities, such as office uses, hospitals, as well as larger retail clusters that draw people from beyond the adjacent neighbourhood, are expected to locate in proximity to rapid transit stations.

**Section 3** of the Official Plan states that Employment is expected to grow by about 189,000 jobs from 2018 to 2046. With the Outer Urban Corridors, set to see their role increase significantly as places for employment growth. Further, the Official Plan states that there is a policy intent to establish a growth management framework that maintains a greater amount of population and employment inside the Greenbelt than outside the Greenbelt.

**Section 3.2.6** establishes that the City should focus areas for the majority of employment growth and employment intensification are the Downtown Core, Hub, Corridor, Industrial and Logistics, Mixed Industrial and Special District designations as shown on Schedules B1 through B8.

**Section 3.5** establishes that Ottawa's Inner and Outer Urban Corridors and Hubs are meant to accommodate a 25% increase in jobs during the life of the plan (2046).

**Section 5.3** of the Official Plan outlines Outer Urban Transect policies. Specific policies that apply to this proposal include:

**Section 5.3.1 Policy 3** establishes that in the Outer Urban Transect, the City shall support the rapid transit system and begin to introduce urban environments through the designation and overlay policies of this Plan, by:

- a) Supporting the introduction of mixed-use urban developments at strategic locations close to rapid transit stations; and
- b) Targeting Hubs and selected segments of Mainstreets for mid-density and mixed-use development to reinforce or establish an urban pattern as described in Table 6.

**The establishment of a 26,000-square-foot orthopedic surgical centre performing up to 2,000 joint replacement procedures annually represents a substantial private-sector investment in Ottawa's economy, backed by a provincial transfer payment agreement. Approximately 50-jobs will be directly created by the day-to-day operations of this medical a facility.**

#### 4.2.2 Minor Corridor Designation

As previously noted, the subject property is designated Minor Corridor in 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.

**Section 6.2** of the Official Plan outlines Minor Corridor policies. Specific policies that apply to this proposal include:

**Section 6.2.1 Policy 2** states that development within the Corridor designation shall establish buildings that locate the maximum permitted building heights and highest densities close to the Corridor, subject to building setbacks where appropriate and that development:

- d) Shall be prohibited from including functions or uses causing or likely to cause nuisance due to noise, odour, dust, fumes, vibration, radiation, glare or high levels of heavy truck traffic.

**Section 6.2.1 Policy 3** establishes that Corridors will generally permit residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment. The City may require through the Zoning By-law and/or development applications to amend the Zoning By-law:

- a) Commercial and service uses on the ground floor of otherwise residential, office and institutional buildings with a strong emphasis on uses needed to contribute to 15-minute neighbourhoods;
- b) Residential and/or office uses on the upper floors of otherwise commercial buildings; and/or
- c) Minimum building heights in terms of number of storeys to ensure multi-storey structures where uses can be mixed vertically within the building.

**Section 6.2.2 Policy 2** asserts that in the Minor Corridor designation, this Plan shall permit a mix of uses which support residential uses and the evolution of a neighbourhood towards 15-minute neighbourhoods. Development may:

- a) Include residential-only and commercial-only buildings;

The proposed application supports and facilitates the objectives of the Official Plan through providing for dozens of new jobs in an area already well established for employment generating uses that service the public and in close proximity to critical transportation infrastructure (personal vehicle, public transportation, active transportation routes to allow for suitable mobility options).

Further, given that the property is designated Minor Corridor, the GFA limitation of certain uses within the adjacent Mixed Industrial Designation should not apply here, and a wider range of uses are variable footprints are clearly appropriate for locations such as this, along Minor Corridors.

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

Ottawa City Council unanimously passed a new comprehensive Zoning By-law (2026-50) on January 28, 2026, enacted on March 11, 2026, to replace Zoning bylaw (2008-250). In the new zoning, the subject site is now zoned Mixed Industrial Zone (IM).



Figure 9 Zoning for Subject Site.

Previously (prior to March 11<sup>th</sup>, 2026), the subject property was zoned Light Industrial (IL). Of note, the proposed “Medical Facility” use was permitted with no gross floor area restrictions as recently as March 10<sup>th</sup>, 2026 in the former IL zone.

**In the new Zoning By-law, the purpose of the Mixed Industrial Zone is to:**

- Accommodate mixed light industrial uses in a business park setting, in accordance with the Mixed Industrial designation of the Official Plan.
- Allow a variety of size limited service and retail uses that serve employees and nearby residents.
- Provide development standards to ensure industrial uses do not impact adjacent non-industrial areas.

The provisions of the Mixed Industrial Zone (IM) are contained within Section 1003 of By-law 2026-50. Section 1003(2) further establishes the following conditional uses of which “Medical Facility” is included. As noted below, specific provisions relating to total gross floor area of these conditional uses are included in the new by-law.

- / animal care establishment
- / automobile rental establishment
- / car wash
- / gas bar
- / instructional facility
- / medical facility
- / personal service business
- / restaurant
- / retail store, limited to a convenience store or a retail food store

Regarding the conditional uses above, Section 1003(2)(a) states the following:

The conditional uses are also permitted in the Mixed Industrial Zone subject to the following:

- (a) each use must not exceed 300 square metres of gross floor area; and
- (b) the cumulative gross floor area of uses listed in subsection (2) on a lot must not exceed 3,000 square metres.

#### **4.3.1 Parking Requirements**

##### **4.3.1.1 Vehicle Parking Requirements (Part 6):**

- Within the new zoning by-law, no vehicle parking is required for non-residential uses. However, 90 spaces within the existing parking lot will be allocated to the proposed “Medical Facility” use.

##### **4.3.1.2 Bicycle Parking (Section 613):**

- Table 613C of the new Zoning B-law establishes the following requirements for bicycle parking:
  - 4 spaces with an additional 1 space per 500 m<sup>2</sup> above 2,000 m<sup>2</sup>

The required five (5) bicycle parking are already provided for the existing building, zoning conformance will be confirmed at building permit.

##### **4.3.1.3 Electric Vehicle (EV) Parking Space Provisions**

- Section 611(2)(b) establishes that where parking spaces are provided accessory to a use on lands zoned IM – Mixed Industrial Zone, a minimum of 15 per cent of the spaces provided must be designed electric vehicle parking spaces and must be capable of supporting level 2 charging or greater.

Given that no exterior work is required, and the “Medical Facility” is proposed to utilize the existing parking lot, there are no intentions to upgrade the existing parking lot to accommodate Electric Vehicle (EV) Parking Space on 15 per cent of the spaces provided. In this regard, it is our professional opinion that the building benefits from existing legally non-conforming rights, and Section 611(2)(b) does not apply.

#### 4.4 Requested Amendment

As per the above, the proposed Minor Zoning By-law Amendment seeks to permit a “Medical Facility” use to occupy a total gross floor area of 3,000m<sup>2</sup> within the existing building.

It is our professional opinion that the proposed increase in permitted GFA to 3,000m<sup>2</sup> for the “Medical Facility” use is appropriate and represents good land use planning for the following reasons:

### 5.1.1.1 Official Plan Direction

As noted above, although the subject property is adjacent to properties designated Mixed Industrial on Schedule B3 of the Official Plan, the subject property itself is designated Minor Corridor. It is acknowledged that the Mixed Industrial Designation includes some direction on controlling certain uses within the boundaries of the designation, however, those restrictions are not included within the Minor Corridor Designation. Therefore, the rationale and policy direction for limiting GFA for certain uses within the Mixed Industrial Designation, as established in Section 6.5 of the OP, and more broadly in the Provincial Planning Statement, do not expressly apply to this property within the more permissive the Minor Corridor Designation. In fact, there appears to be no policy of legislative direction pertaining to controlling total GFA of Medical Facilities, or other conditional uses listed in Section 1003 of the By-law, for that matter.

In Ontario, an official plan provides the foundational direction for a Zoning By-law by setting out high-level goals, policies, and land-use designations for a municipality. The zoning by-law then implements this direction. However, in this instance, it is clear that the GFA cap on individual conditional use occupancies within the zoning by-law is not aligned with the PPS or OP, and does not appear to specifically originate from any clear direction from either document. In that regard, it is our professional opinion that this GFA limit is unsubstantiated and unnecessarily restrictive within the Minor Corridor Designation.

### 5.1.1.2 Appropriate Location

Further, the proposed zoning by-law amendment is appropriate given the subject site is well suited for a medical surgical centre for the following reasons:

- **Accessibility:**
  - Walkley Road is a major arterial with excellent vehicular access and proximity to public transit routes, including OC Transpo service, making the facility easily reachable for patients from across the city and the broader region.
- **Existing Building Stock:**
  - The proposed use involves an interior refit of an existing 26,000-square-foot space. There is no request for new construction, no change to the building’s exterior envelope, and no alteration to the site’s lot coverage, setbacks, or parking configuration.
- **Infrastructure:**
  - The site is fully serviced by municipal water, sanitary and storm sewer, and utilities adequate to support the proposed use. No upgrades to public infrastructure are anticipated.
- **Land Use Compatibility:**
  - The surrounding area accommodates a range of commercial and light industrial uses. A medical facility is compatible with this context and represents an improvement in the character and quality of activity in the area.
- **Parking and Site Circulation:**
  - The existing parking supply and site layout are well suited for a medical use where patient visits are scheduled by appointment and traffic flow is predictable and manageable.

### 5.1.1.3 Compatibility of the proposed Use with the Existing Zoning

The proposed minor zoning by-law amendment is appropriate given the existing use is fully compatible with the newly implemented zoning for the subject site.

The “Medical Facility” use was a fully permitted use within the previous zoning framework for the property under Zoning By-law 2008-250. Until March 11, 2026, the previous zoning by-law was in-force for over 15-years, with “Medical Facility” permitted on this property through the permissions of the Light Industrial Zone. The use has therefore historically integrated compatibility with this context and zoning framework, and would have been permitted as-of-right as recently as March 10<sup>th</sup>, 2026.

Further, as noted above, this site is not within the Mixed Industrial designation of the Official Plan, but rather within the Minor Corridor Designation. This designation is meant to permit a broad range of uses to serve the broader public and contribute to vibrant 15-communities throughout the City. No such restrictions of “Medical Facility” uses are established within the Official Plan for this designation.

Further, the Mixed Industrial (IM) zone already permits a range of uses with land-use impacts that are comparable to and compatible with those of a medical surgical centre. The IM zone accommodates various similar uses such as government service centre, media production studio, research and development centre, office uses, service commercial activities, vehicle service establishments, and various other commercial and institutional functions. The reclassification to IM has introduced a restriction to only certain uses with vary similar attributes where none previously existed.

A medical surgical facility of this nature is consistent with the range of uses already contemplated in the IM zone, and the land-use impacts are comparable to or less than many uses currently permitted.

## 6.0 Conclusion

It is our professional planning opinion that permitting a “Medical Facility” within the existing building with a total GFA of 2,650m<sup>2</sup> represent good planning and is in the public interest.

Therefore, it is requested that the provisions of Section 1003(a)(2) be revised to remove the 300m<sup>2</sup> gross floor area limit on Medical Facility, and allow that conditional uses up to 3,000m<sup>2</sup> be permitted.

Sincerely,



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**Tim Beed, RPP MCIP**  
**Associate, Planner**