



GOLDBERG GROUP LAND USE PLANNING AND DEVELOPMENT  
2098 AVENUE ROAD, TORONTO, ONTARIO M5M 4A8

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## **PLANNING REPORT**

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### **Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision Application**

5993 and 6115 Flewellyn Road and 6030 and 6070 Fernbank Road, in the City of Ottawa

**Prepared for:** Caivan (Stittsville South) Inc. and Caivan (Stittsville West) Ltd.

August 12, 2024

GOLDBERG GROUP

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## **1.0 Introduction**

Caivan (Stittsville South) Inc. and Caivan (Stittsville West) Ltd. (the “owner”), has retained Goldberg Group as land use planners in relation to the Official Plan Amendment (“OPA”), Zoning By-law Amendment (“ZBA”) and Draft Plan of Subdivision (“DPS”) applications seeking to permit the development of approximately 1,439 residential dwellings in the form of single detached and townhouses (rear lane, stacked and back to back) on the lands known municipally as 5993 and 6115 Flewellyn Road and 6030 and 6070 Fernbank Road, in the City of Ottawa (the “subject site”).

This Planning Report reviews the existing and evolving land use and area context, the development capability of the subject site within this context, and the current Provincial and municipal policies and guidelines. The conclusion of this report is that from a land use planning perspective, the proposed development is a good and appropriate fit within the existing and planned context. It is also consistent with, conforms with, and is in keeping with, applicable policies and guidelines of the Province of Ontario and the City of Ottawa.

The following plans and reports have been prepared in support of the subject OPA, ZBA and Draft Plan of Subdivision applications and this documentation will be included under separate cover with this submission:

- J.D. Barnes Ltd, Draft Plan of Subdivision, dated June 2024;
- J.D. Barnes Ltd, Plan of Survey (PLAN 4R-34545), dated April 8, 2022;
- J.D. Barnes Ltd, Plan of Survey (PLAN 4R-34873), dated August 31, 2022;
- Matrix Heritage, Stage 1 Archaeological Assessment, dated February 1, 2022;
- Matrix Heritage, Stage 2 Archaeological Assessment, dated September 6, 2022;
- Matrix Heritage, Stage 3 Archaeological Assessment, dated October 2022;
- Paterson Group, Hydrogeological Existing Conditions Report, dated August 7, 2024;
- Paterson Group, Geotechnical Report, dated August 7, 2024;

- Paterson Group, Hydrogeological Study and Water Budget Assessment, dated August 7, 2024;
- Paterson Group, Phase 1 Environmental Site Assessment, dated July 11, 2024;
- David Schaeffer Engineering Ltd., Master Servicing Study, dated July 2024;
- David Schaeffer Engineering Ltd., Functional Servicing Report, dated August 2024;
- Kilgour & Associates Ltd., Environmental Impact Study, dated August 2024;
- CGH Transportation, Transportation Impact Assessment, dated July 2024;
- NAK Design Strategies, Preliminary Parking Plan, dated August 1, 2024;
- Gradient Wind Engineering Inc., Noise Report, dated August 1, 2024;
- NAK Design Strategies, Park Fit Plan, dated July 2024;
- NAK Design Strategies, Preliminary Streetscape Plan, dated August 9, 2024; and
- NAK Design Strategies, Urban Design Brief, dated August 8, 2024.

To the extent applicable, these plans and reports have been utilized as input into the facts and opinions expressed in this Planning Report.

## **2.0 Background**

The subject site is located within the W-4 Stittsville South Urban Expansion Area (“W-4 urban expansion area”) and designated as Urban Expansion Area – Category 1, Future Neighbourhood Overlay, on Schedule C17 of the City of Ottawa Official Plan. The W-4 urban expansion area will be included in the urban boundary once the Future Neighbourhood Overlay is removed.

In a letter dated May 6, 2022, Planning Staff confirmed that given the scale and scope of the W-4 urban expansion area, a full Community Design Plan process is not required.

The process outlined in the letter generally consists of the submission of a Concept Plan and associated reports to be endorsed by the City, followed by the submission of the Draft Plan of

Subdivision and Zoning By-law amendment applications and subsequently an Official Plan Amendment to lift the Future Neighbourhood Overlay.

In a staff report submitted to the Planning and Housing Committee on August 16, 2023 and subsequently endorsed by Council on August 23, 2023, outlined in more detail the process for Future Neighbourhoods in Urban Expansion Areas. It provided that through a Concept Plan process, either the City or proponent can initiate the OPA to remove the Future Neighbourhood Overlay. A proponent-led OPA through an application provides timing flexibility by utilizing resources from Development Review. As such, the owners have opted to initiate the OPA application process.

The first phase of the Concept Plan process for Future Neighbourhoods Overlays includes the preparation of the Terms of Reference and Existing Conditions Reports relating to environmental, ecological, and engineering information. These reports detail the site's natural features, infrastructure capacity, and opportunities and constraints that lead to a recommended developable area. These reports set the foundation for the supporting studies and plans to be undertaken in the second phase. The first phase has been completed by the proponent through submission of reports and meetings with City staff.

Two Public Open Houses have been held for the W-4 Urban Expansion Area. A Public Open House #1 (POH #1") was held on February 29<sup>th</sup> 2024 to kick-off the project. A Public Open House #2 (POH #2") was held on July 18<sup>th</sup> 2024 where existing conditions and constraints layer were presented and two preliminary concept plans were presented as further detailed later in this Planning Report.

The applications proposed as part of this Planning Report constitute the second phase of the Concept Plan process.

### **3.0 Location and Description of the Subject Site**

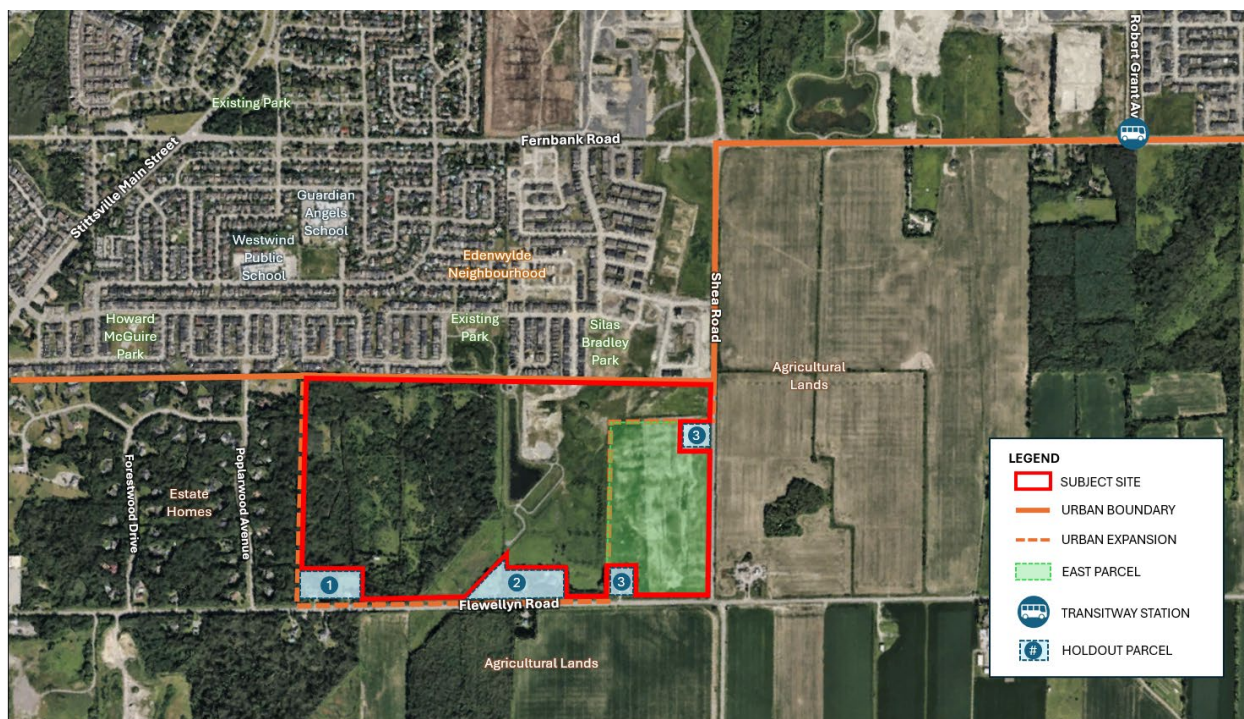
The subject site is a large rectangular shaped parcel of greenfield lands, approximately 160 acres (65 ha) in size, located west of Shea Road and north of Flewellyn Road in the west end of the

City of Ottawa. The subject site has a frontage of approximately 1,215m (3,986 ft) on Flewellyn Road and 665 m (2,181 ft) on Shea Road.

Most of the subject site is currently vacant and undeveloped, with a mix of farmland and forested areas. A large hydro corridor easement traverses the lands diagonally. The Davidson Stormwater Management Pond is located towards the center of the subject site, on the north side of the hydro corridor. It includes a sanitary pump station at its north end which serves the existing developed area immediately to the north and is intended to provide service to the Stittsville South lands.

There are six private properties located along the southern boundary of the lands, fronting onto Flewellyn Road, and one private property on the eastern boundary fronting Shea Road, all of which, do not form part of the subject site. These parcels are identified as Holdout Parcels in **Figure 1**.

**Figure 1** shows the aerial map of the site and surrounding area context.



**Figure 1 – Aerial Context**

### 3.1 City Policy and Zoning Context of the Subject Site

The subject site is located within the Rural Transect on Schedule A of the City of Ottawa Official Plan (“City OP”), see **Figure 2**, and is designated Rural Countryside on Schedule B9 – Rural Transect, see **Figure 3**. It is also located within a New Urban Expansion Area – Category 1, Future Neighbourhood Overlay, on Schedule C17, see **Figure 4**.

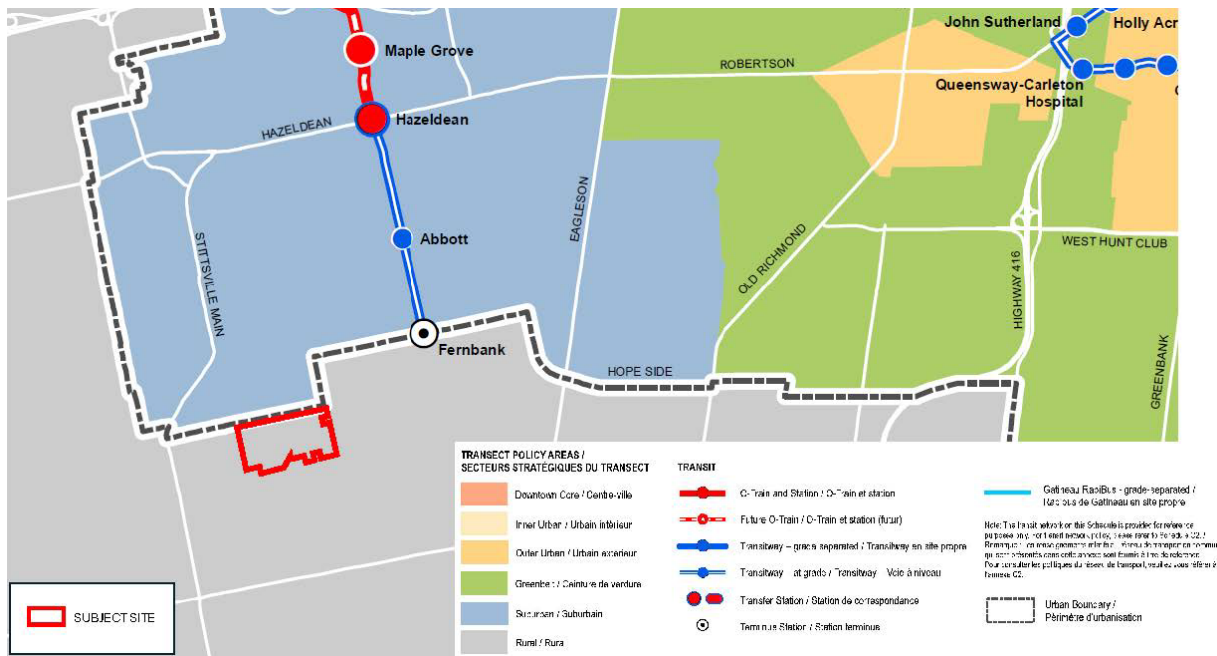


Figure 2 – Schedule A – Transect Policy Areas



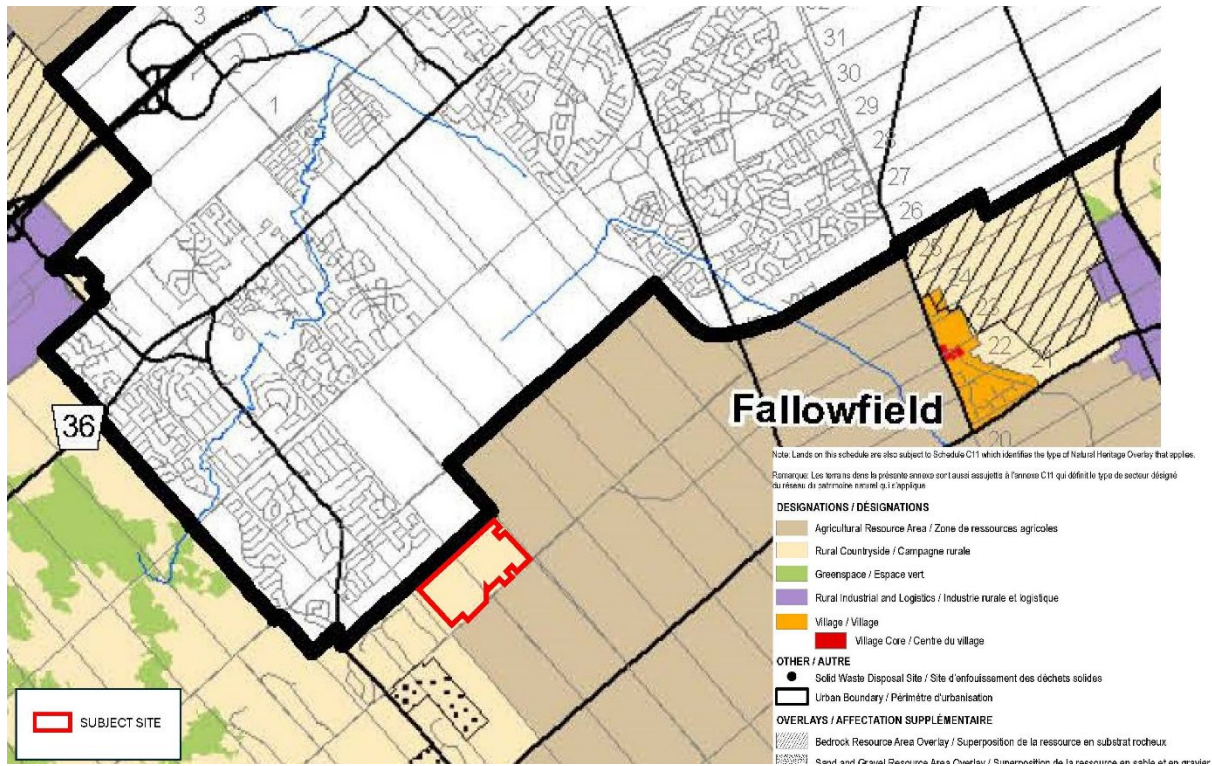


Figure 3 – Schedule B9 – Rural Transect

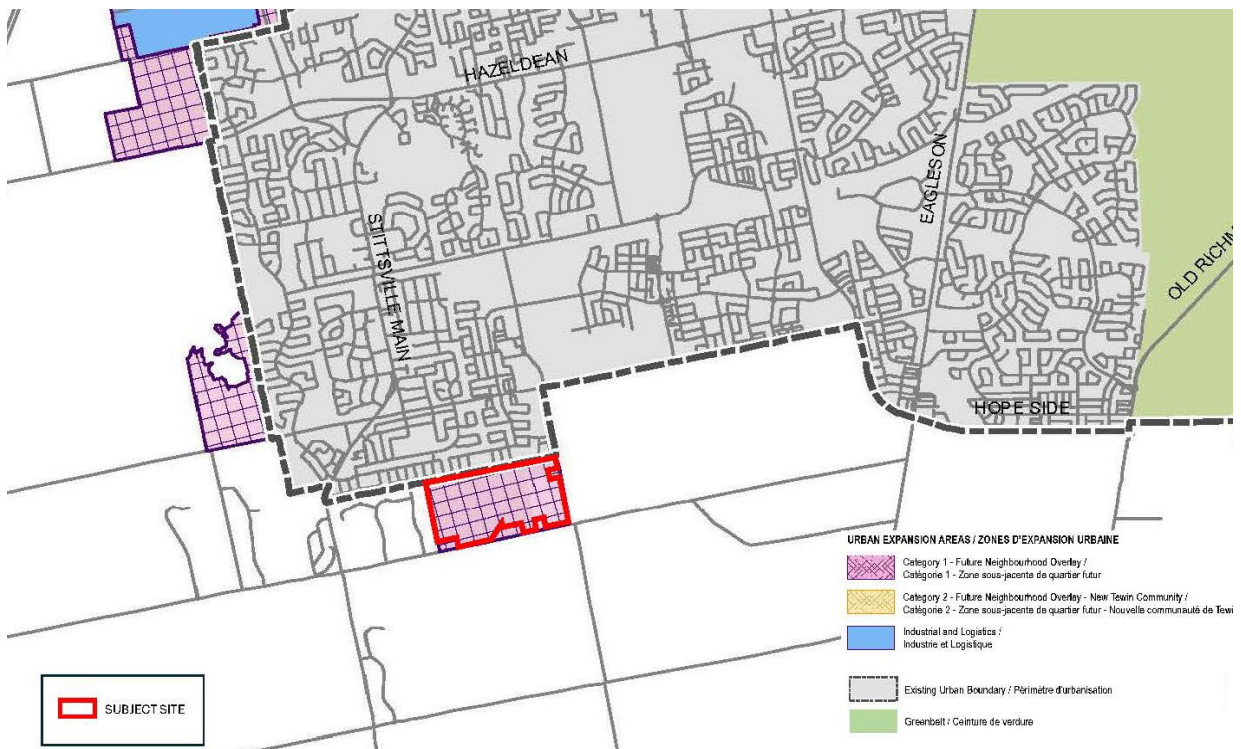
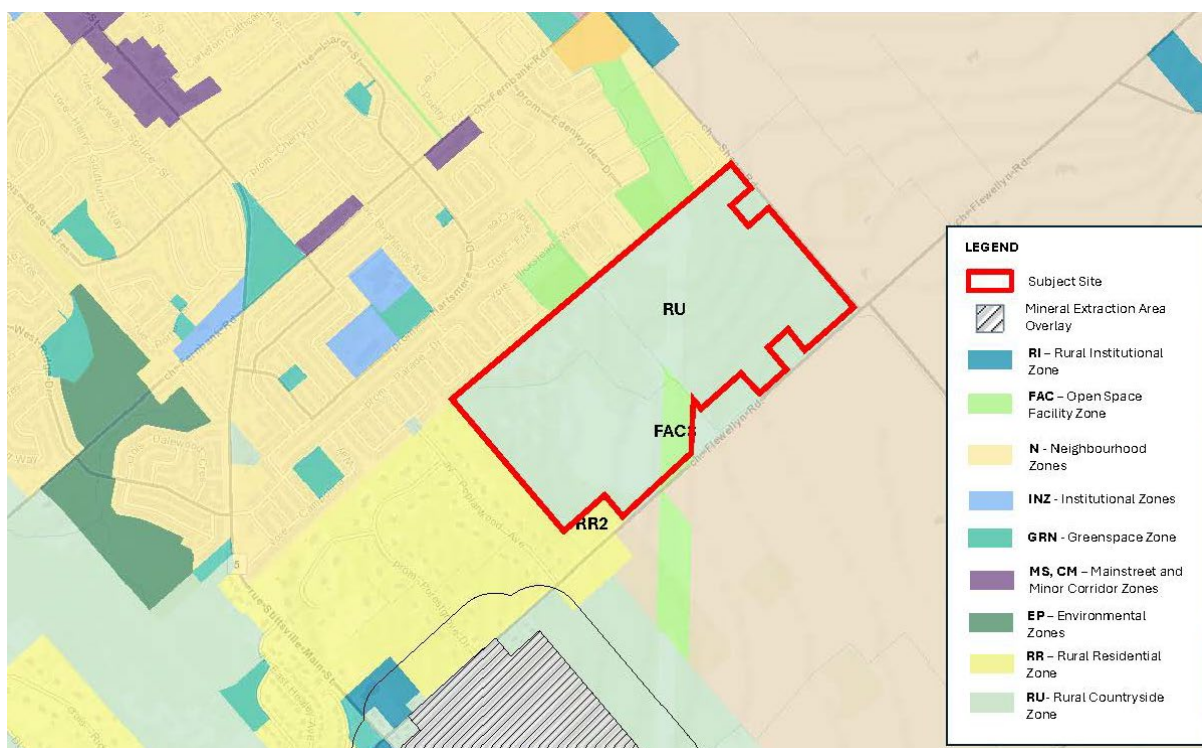


Figure 4 – Schedule C17 – Urban Expansion Areas

By way of background, it is important to note that in January 2021, the City's Growth Management Strategy scored the subject site highly. Due to a By-law infraction by previous owners, the East Parcel and Holdout Parcels #3 (**Figure 1**) were not carried forward for the urban expansion and is accordingly not within the W-4 expansion area.

The East Parcel is 35.2 gross acres and is physically bounded by two roads and as such, future road connections to service a portion of the subject site traverse this parcel.

The zoning on the subject site is RU – Rural Countryside Zone, pursuant to the City of Ottawa Zoning By-law 2008-250, see **Figure 5** which zone permits residential uses, including a detached dwelling subject to zoning standards.



**Figure 5 – Zoning By-law 2008-250**



### 3.2 Transportation

Vehicular access to the subject site will be provided from Shea Road and Flewellyn Road and from the local road network of the existing adjacent neighbourhood to the north.

With respect to transit, there are no transit stops within 400 m of the subject site. There are multiple transit stops along Fernbank Road and Stittsville Main Street. Fernbank Road, located less than 700 m north boundary of the subject site and is identified as a Transit Priority Corridor on Schedule C2 of the City Official Plan (**Figure 6**). A transitway station with a future Park and Ride is located at the intersection of Fernbank Road and Robert Grant Avenue, approximately 1.5 km away from the subject site. Robert Grant Avenue is identified as a Transitway on Schedule C2 of the City Official Plan.

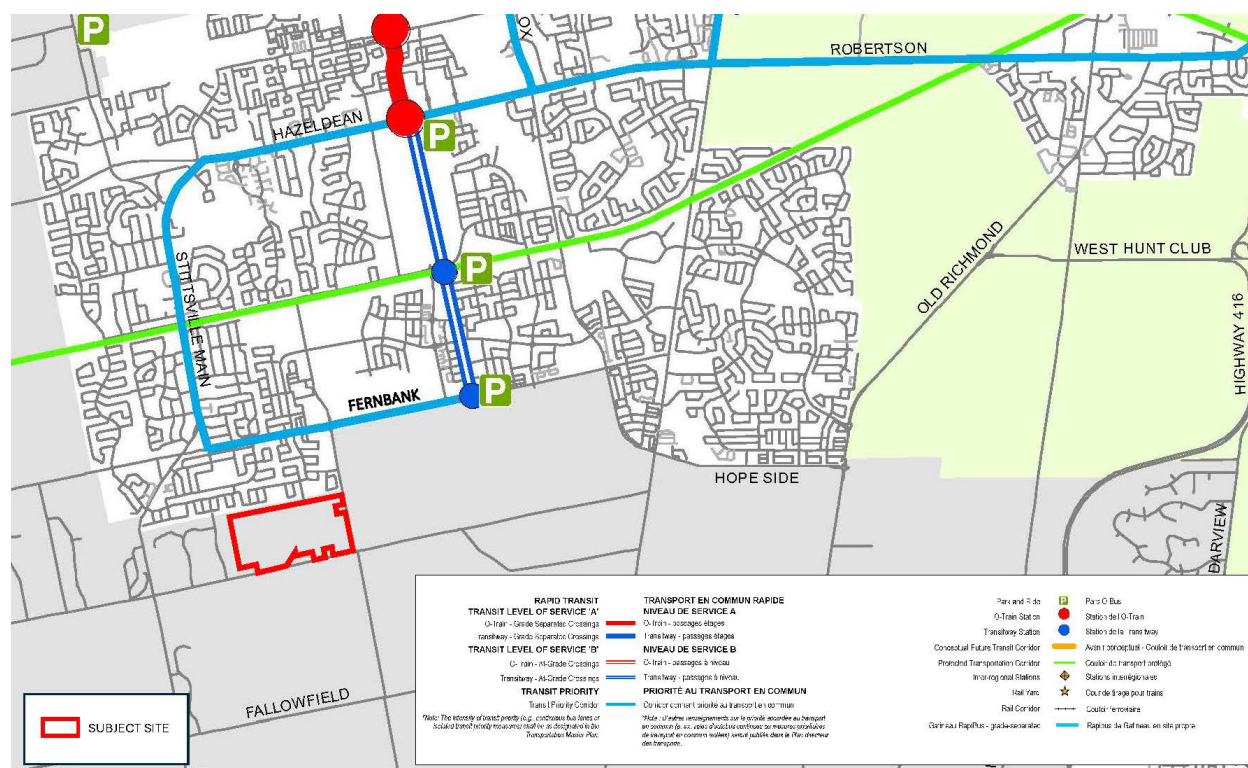


Figure 6 – Schedule C2 – Transit Network

As detailed in the Transportation Impact Assessment (“TIA”) prepared by CGH Transportation, dated July 2024, the following transit routes are within proximity to the subject site, connecting to the northern Stittsville area:

- Route # 61 – Currently travels along Shea Road, Fernbank Road and Stittsville Main Street, and operates a 30-minute service all day.
- Route # 162 – Currently travels along Stittsville Main Street, Fernbank Road, and West Ridge Drive. It operates three afternoon buses and four evening buses per day.
- Route # 262 – Currently travels along Fernbank Road and West Ridge Drive and operates a 30-minute service in the peak direction/period.
- Route # 263 – Currently travel along Stittsville Main Street. It operates three morning buses and four afternoon buses per day in the peak direction.
- Route # 301 – Currently travel along Stittsville Main Street. It operates one morning bus and one afternoon bus on Monday in the peak direction.

There are also existing pedestrian sidewalks and multi-use pathways connecting the subject site to the neighbourhood to the north and broader context as further detailed in the TIA.

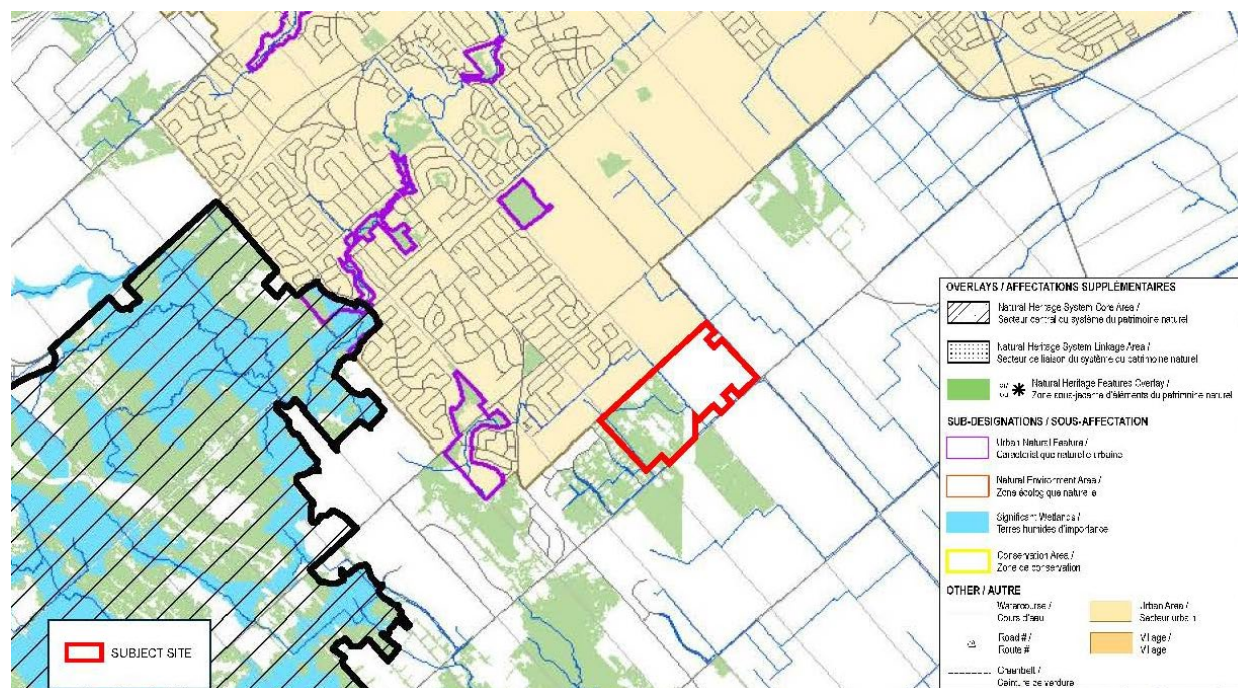
### **3.3 Site Servicing and Stormwater Management**

The scoped Master Servicing Study (“MSS”) and Functional Servicing Report, prepared in August 2024 by David Schaeffer Engineering Ltd. (“DSEL”), was prepared for the W-4 urban expansion area and the wider study area including the holdout parcels. It concludes that the study area is serviceable with existing infrastructure or planned and Council upgrades to local infrastructure.

### **3.4 Natural Heritage**

The Environmental Impact Study (“EIS”) prepared by Kilgour & Associates Ltd. builds upon the previously approved Existing Conditions Report, dated January 19, 2024 and the agreed-upon constraints presented at the Public Open House #2 (“POH #2”) held on July 18, 2024. It provides that there are no environmental constraints on the subject site including the East Parcel, constraining the lands for their intended purposes. Most of the forested portions of the subject site are indicated as Natural Heritage Features within Schedule C11a of the City OP, see **Figure**

7. The western portion of the subject site is a mixed Eastern White Cedar forest, a Poplar dominant deciduous forest, and meadow areas, with smaller areas of Scots Pine plantation and an Eastern White Cedar Swamp. The eastern portion of the subject site is dominated by a thicket community and open agricultural lands.



**Figure 7 – Schedule C11a – Natural Heritage System**

According to the EIS, the subject site is located within the Rideau River watershed and the Jock River subwatershed. It also contains a portion of the Faulkner Drain which is identified as not a significant hydrological contributor to the overall subwatershed and catchment area. It will however require appropriate development setbacks.

### 3.5 Parks and Open Spaces

There are currently no existing parks on the subject site however as mentioned earlier, there is a large hydro corridor under easement, which traverses diagonally through the subject site. The Davidson Stormwater Management pond is located towards the center of the subject site on the north side of the hydro corridor.

### **3.6 Geotechnical and Hydrogeology**

The Geotechnical Investigation prepared by Paterson Group provides that the site gradually slopes from the northwest to the southeast. The site also gradually slopes downward from the northeast and southwest to the central portion of the site, thereby having a shallow valley bearing northwest to southeast. The subject site can support the proposed development from a geotechnical perspective. There will be areas in the northwestern portion of the development area where bedrock removal will be required. This will be further refined at a later implementation stage of development.

The Geotechnical Investigation also provides that the groundwater table will fluctuate seasonally ranging from 0.40 to 3.65 m below existing ground.

The Hydrogeological Existing Conditions Report prepared by Paterson Group provides that overburden soils at the subject site consist primarily of glaciomarine deposits with fine grained material to the east and coarse-grained material to the west. To the north, a small portion of the subject site consists of glacial till. The direction of hydraulic gradients shows that groundwater flow travels predominantly from west to east towards the eastern corner of the subject site. The overburden and bedrock groundwater flow in the vicinity of the subject site is considered to partially reflect local topography and subwatershed regional boundaries. The horizontal hydraulic gradient in the bedrock was observed to be in a general eastward direction with increased values within the western portion of the subject site. In general, the overburden soils at the subject site are relatively shallow and consist of moderate hydraulic conductivities with lower value materials on the east side of the development area. With the limited thickness and available quantity of groundwater within the overburden aquifer, it is not considered an adequate source for water supply wells. Surrounding water wells in the vicinity of the site are accessing the bedrock aquifers.

### **3.7 Noise**

A Traffic Noise Feasibility Study was prepared August 1, 2024, by Gradient Wind which concluded that noises levels ranged from 51 and 67 dBA during daytime period (7:00am to 11pm) and between 47 and 59 dBA during the nighttime period (11:00pm to 7:00am). Where exterior noise levels exceed 65 dBA on the exterior road-adjacent sides of the subdivision will require building

components with higher Sound Transmission Class (STC) ratings. Detailed calculations will be required once plans and elevations are finalized to determine appropriate STC rating for windows and walls. Outdoor living areas may also require noise control measures. This is not an unusual circumstance in a new growth area.

#### **4.0 Description of Surrounding Area Context**

The subject site is planned to complement the surrounding residential fabric. The following summary sets out notable details of the surrounding area context. A corresponding map of the surrounding area is shown in **Figure 1**.

##### **North**

- Immediately north of the subject site is the edge of the existing urban boundary and an existing neighbourhood known as Stittsville South – Area 6 Edenwylde. The neighbourhood includes a mix of residential dwelling types, parks, trails, open spaces, and community facilities, including schools.

##### **West**

- To the west of the subject site are the rear of large single-detached estates lots, fronting onto Poplarwood Avenue, within an existing subdivision, known as Woodside Acres. These lots have large and heavily treed rear yards.

##### **South**

- Immediately south of the subject site is Flewellyn Road, a two-lane rural collector road, as identified on Schedule C9 – Rural Road Network in the City OP, see **Figure 8**.
- On the south side of Flewellyn Road are existing agricultural lands.

##### **East**

- Immediately east of the subject site is Shea Road, a two-lane collector road, as identified on Schedule C9 – Rural Road Network in the City OP.
- On the east side of Shea Road are existing agricultural lands.



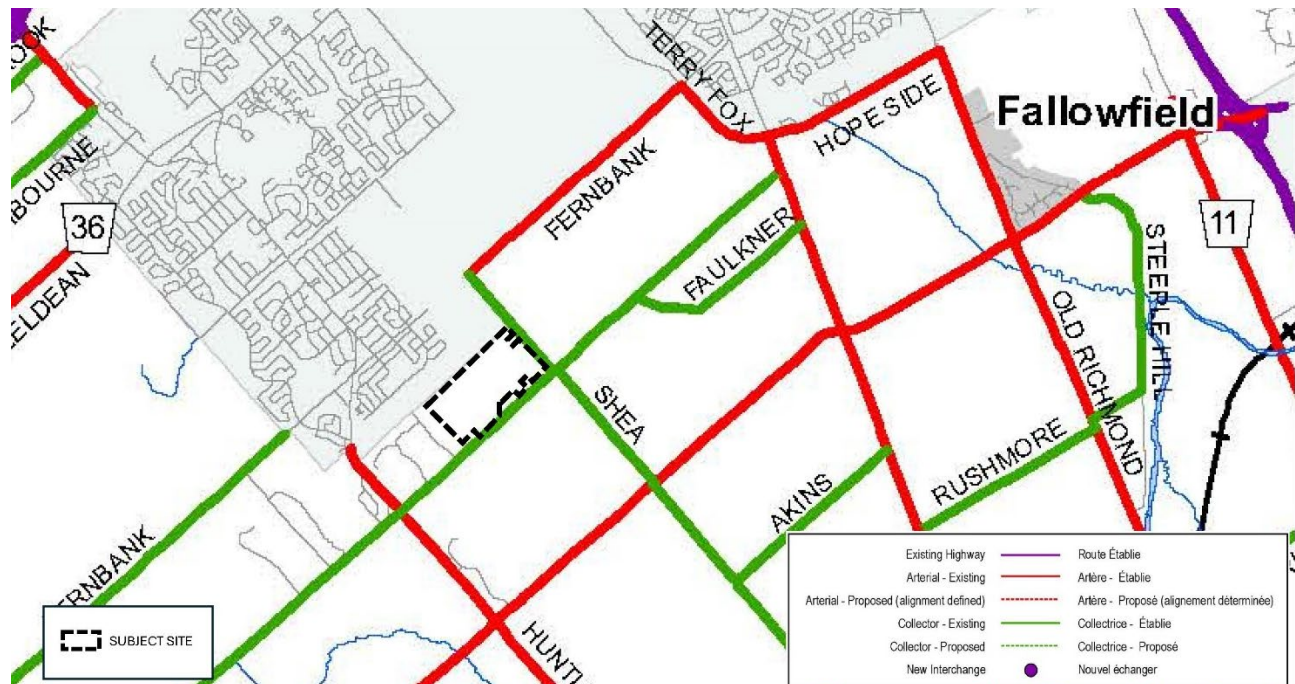


Figure 8 – Schedule C9 – Rural Road Network

## 5.0 Description of Proposal

The proposal has been conceived following a detailed consideration of the area context, the policy guidance contained by the Provincial Policy Statement (PPS), the City OP, City guideline documents, background studies from a variety of disciplines, and design principles used for similar development forms. The outcome of this evaluation is, in our opinion, a well-designed organization of the subject site which contains an appropriate mix of dwelling types and other uses.

Two concepts were introduced at the POH #2 held on July 18, 2024 (see **Figures 9 and 10**). The key differences between the options relate to the location of the new Stormwater Management Facility (SWMF) and the location and size of the proposed park(s). Option 1 proposes one of the new SWMFs towards the southeast corner of the subject site within the East Parcel and a single larger park at the center of the subject site north of the Hydro Corridor and west of the Faulkner Drain. Option 2 proposes to locate one of the new SWMFs west of the East Parcel within the existing Urban Boundary and includes three parks disbursed on either side of the Hydro Corridor.



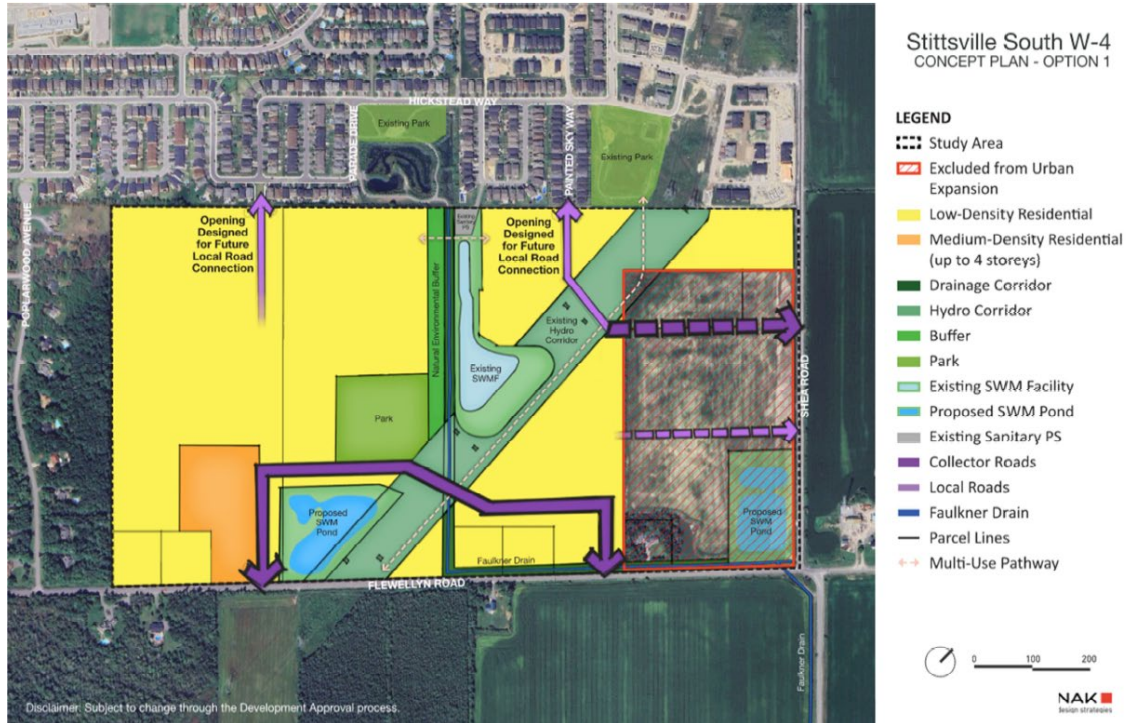


Figure 9 – Concept Plan – Option 1

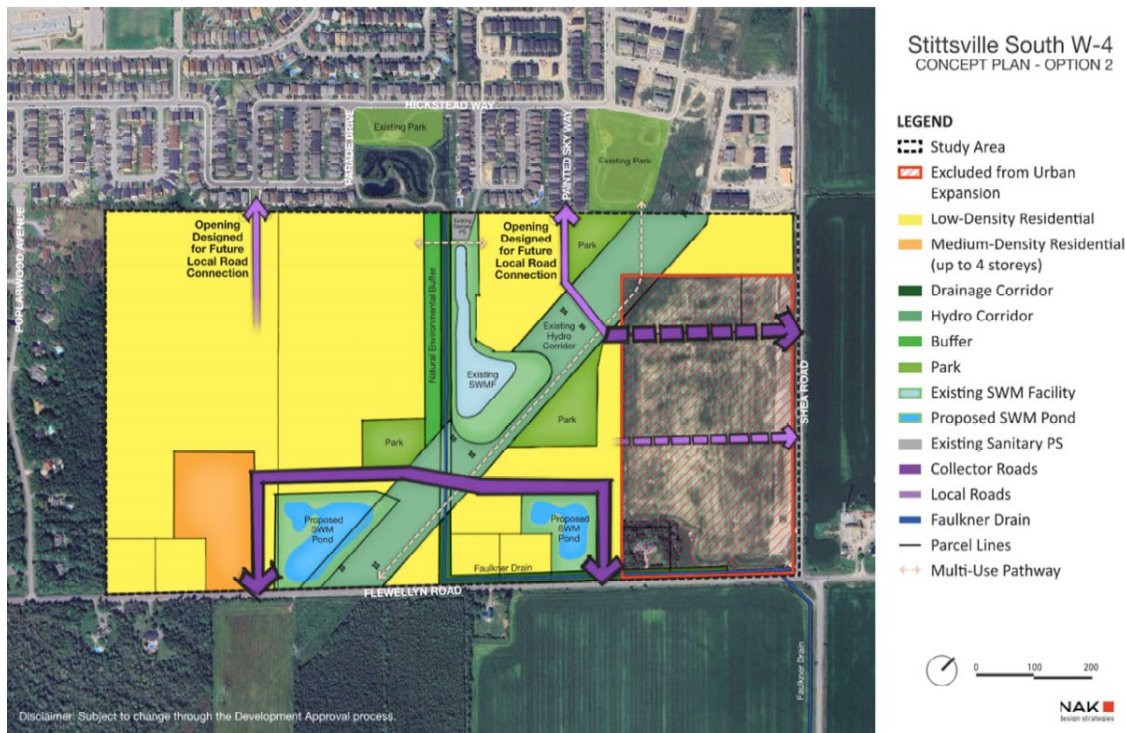


Figure 10 – Concept Plan – Option 2

Through further consideration, as detailed below, a preferred plan was prepared combining portions of Options 1 and 2.

With respect to the SWMFs, the proposal follows that of Option 1, with one new SWMF located at the southeast corner of the subject site within the East Parcel. The MSS provides that based on the existing site topography, as well as technical and cost constraints, this is the preferred option.

With respect to parks, the proposal includes the proposed configuration of parks from Option 2. Rather than having only one larger park, the three parks of Option 2 are more distributed allowing broader accessibility to the surrounding neighbourhood.

The preferred plan is demonstrated in the Concept Plan included as **Figure 11** and the Draft Plan included as **Figure 12** of this Planning Report.

For the purpose of the ZBA and DPS applications, the proposed Draft Plan currently excludes the East Parcel given it is not yet included as part of the W-4 urban expansion area. All supporting studies have however included the East Parcel and the holdout parcels as part of their analysis. The Draft Plan will be expanded to include the East Parcel subject to its inclusion into the W-4 urban expansion area through the OPA application process.

The proposal includes a mix of residential dwellings including single-detached, standard townhomes and stacked townhomes generating approximately 1,439 residential units.

Some of the notable statistics of the proposal excluding and including the East Parcel are as follows:

Land Use	Proposal (excluding East Parcel)	Proposal and East Parcel
Single-Detached	687 (120,345 sq.m.)	991
Standard Townhomes	416 (99,959 sq.m.)	479
Stacked Townhomes	336 (26,834 sq.m.)	674

Total Dwellings	Approx. 1,439	Approx. 2,144
Parks	3 park blocks (35,142 sq.m.)	3 park blocks (35,142 sq.m.)
Open space	6 open space blocks (59,893 sq.m.)	6 open space blocks (59,893 sq.m.)
SWMF	2 new SWMF(44,139 sq.m.)	2 new SWMF(66,700 sq.m.)
Streets	24 streets <ul style="list-style-type: none"> <li>• collector roads (24.0 m)</li> <li>• local roads (18.0 m)</li> </ul>	29 streets <ul style="list-style-type: none"> <li>• collector roads (24.0 m)</li> <li>• local roads (18.0 m)</li> </ul>
Walkways	5 pedestrian linkages (1,039 sq.m.)	6 pedestrian linkages





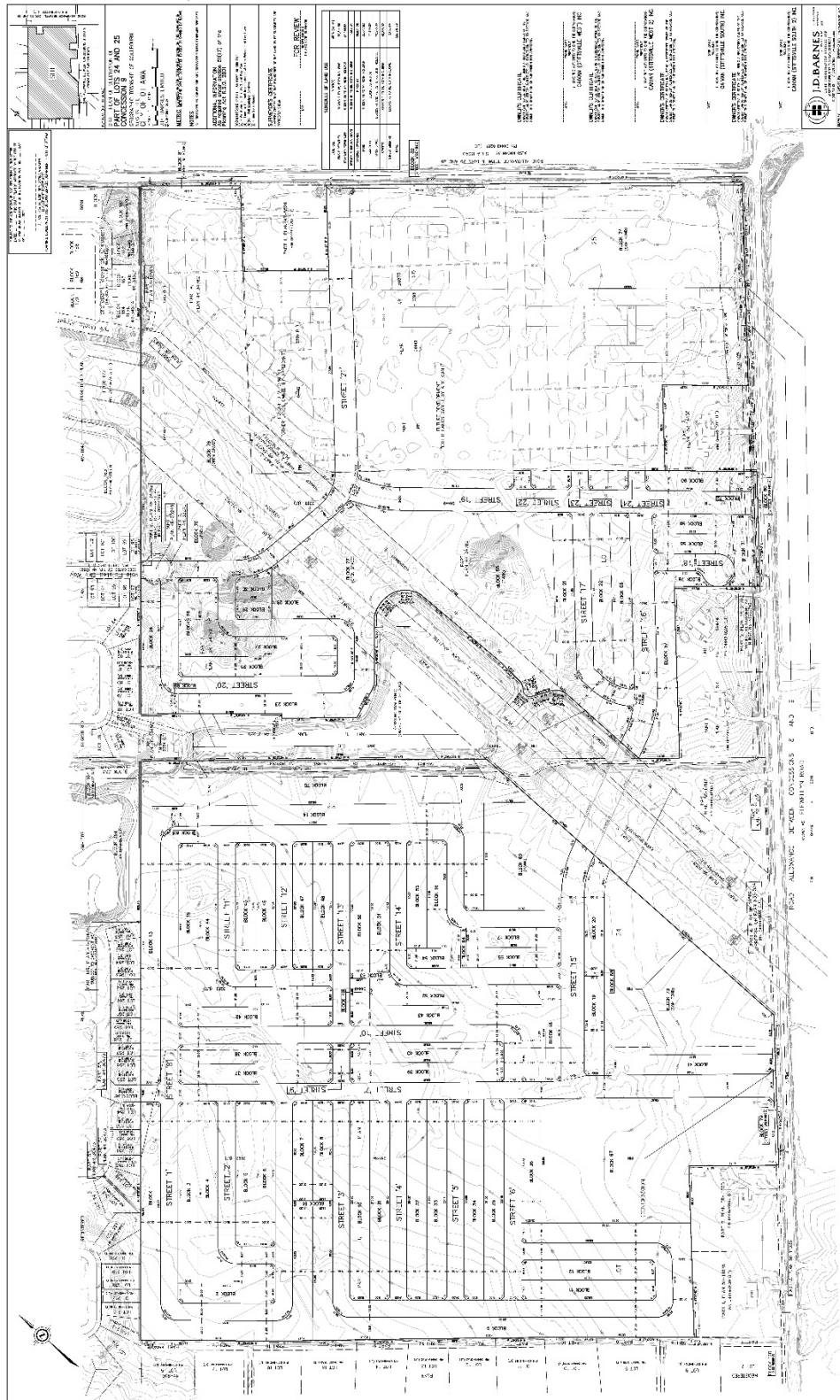


Figure 12 – Draft Plan of Subdivision

## 5.1 Built Form

The proposal will include primarily low to medium density forms through single detached homes and townhomes. A variety of residential typologies and styles will be provided as further detailed in the Urban Design Brief (“UDB”), prepared on August 8, 2024 by NAK Design Strategies.

Corner lots and gateway entrances will have the highest visibility from the street and as such, will be designed with rear yard bump outs, additional windows and architectural articulation.

Select units within the proposal will feature Caivan’s OpenPlan™ Design, which reduces the appearance of a garage and car-dominated streetscape, maximize windows and natural light on front and rear facades, and include finished basements as further detailed in the UDB.

## 5.2 Streets

Collector streets are designed at a Right-of-Way (“ROW”) width of 24.0 m and local roads will be designed with a ROW of 18.0 m as shown on **Figure 10**. The proposed local roads will connect to the existing road network to the north. All housing typologies will front or flank onto the ROW adding dynamic interest along the streetscape.

On-street parking will be provided on all roads wherever possible to allow short-term parking for residents and visitors. Traffic-calming measures will be implemented to reduce speeds and will be appropriately dispersed throughout the proposed development to enhance safety.

## 5.3 Parks and Open Space

The proposal will include three new public parks, sited to enhance visibility from the street with frontage onto one or more streets. Each park is strategically located adjacent to the hydro corridor, acting as gateways into the open space network expanding on the use of the hydro corridor for recreational purposes. The parks are also more broadly distributed to provide more convenient access to the surrounding neighbourhood. As demonstrated in the Park Fit Plan prepared by NAK Design Strategies, each park showcases a variety of amenities that cater to a wide range of ages

and abilities including playgrounds, fields and sports facilities for active and passive recreation. Multi-use paths are also proposed to connect through the parks and the broader community.

#### 5.4 Applications Required to Implement the Proposal

An OPA application is required to add the East Parcel into the W-4 urban expansion boundary. The collector roads through this parcel naturally support housing to allow for efficient development patterns and infrastructure. As mentioned earlier, the SWMF to service a portion of the subject site is required on the East Parcel given that topographically, the low point is situated at the southeast corner of the East Parcel. Lastly, in accordance with the City's Growth Management Strategy, settlement area boundaries should be defined and based on logical boundary conditions such as existing roads or such other natural geographic features. Excluding the East Parcel from the urban area would create an undesirable rural enclave at the corner of a prominent intersection within the Stittsville South area and contiguous with, or lot line to lot line with, the urban growth area. As such, the East Parcel is proposed to be included as part of the W-4 urban expansion area.

The Holdout Parcels, identified as Holdout Parcels #3 in **Figure 1**, should also be included as part of the urban expansion and will be further discussed prior to final implementation of the OPA. The OPA will also seek to lift the Future Neighbourhood Overlay from the W-4 urban expansion lands including the subject site and all holdout parcels.

The subject site is currently zoned Rural Countryside Zone (RU) and Open Space (O1) in the City of Ottawa Zoning By-law 2008-250. The subject site is proposed to be developed with single detached units, townhomes and stacked townhomes at densities in keeping with the evolving character of the area. A ZBA amending By-law 2008-250 is required to support the proposal.

A Draft Plan of Subdivision is also required to divide the lands into lots and blocks in accordance with the proposal which can then be conveyed or sold separately in the future.

## 6.0 Policy Context

The policy context that applies to the subject application is the Provincial Policy Statement, 2020 (the “PPS”), the Planning Act, and the City of Ottawa Official Plan. In addition, regard has been given to the Urban Design Guidelines for Greenfield Neighbourhoods (2007) and the Building Better and Smarter Suburbs (2015). These documents are reviewed in the sections below.

### 6.1 Planning Act

#### 6.1.1 Section 2

Section 2 of the *Planning Act* indicates that municipalities shall have regard to the following matters of provincial interest, among other matters:

- “a) The protection of ecological systems, including natural areas, features and functions;
- b) The protection of the agricultural resources of the Province;
- f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- h) The orderly development of safe and healthy communities;
- k) The adequate provision of a full range of housing, including affordable housing;
- p) The protection of public health and safety;
- q) The appropriate location of growth and development;
- r) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- s) The promotion of built form that is
  - i) Well designed,
  - ii) Encourages a sense of place, and
  - iii) Provides for public spaces that are of high quality, safe, accessible, attractive and vibrant.”



The proposed development has had regard for those Provincial interests, germane to the subject proposal, as follows:

- The development will add a range of residential units to an area that is currently vacant and underutilized;
- The subject site is an appropriate location for growth and development, as it is a logical and sequential urban area expansion, adjacent to existing urban development; and
- The built form includes well-designed streetscapes that are accessible and attractive, and there is a generous quantity of high quality open space, contributing to a vibrant sense of place.

Further, the site-specific conditions of Draft Plan approval can be used to ensure that matters of provincial interest are addressed and secured (as appropriate) before development is permitted to proceed. Therefore, through the application of the mechanisms provided for in the *Planning Act*, in my opinion, the implementation of development approvals for the lands can proceed in a manner provided for under the *Planning Act*.

In view of the forgoing, we conclude that the proposed development has appropriate regard for Section 2 of the *Planning Act*.

### **6.1.2 Parkland Dedication**

The proposal includes three parks with a total area of 35,142 sq. m. (3.51 ha). Based on the estimated number of approximately 2,144 units for this proposed subdivision, including the East Parcel, the estimated parkland dedication requirement of 1 hectare per 600 units is approximately 35,733 sq.m. (3.57 ha). Given the dwelling unit count is approximate, the parkland dedication requirement has generally been met and will be commensurate to the final unit count.

### **6.1.3 Plan of Subdivision**

Section 51(24) of the *Planning Act* provides that, in considering a draft plan of subdivision, regard shall be had, to the health, safety, convenience, accessibility for persons with disabilities and

welfare of the present and future inhabitants of the municipality and to, the following (among other matters):

- “(a) the effect of development of the proposed subdivision on matters of provincial interest as referred to in section 2;
- (b) whether the proposed subdivision is premature or in the public interest;
- (c) whether the plan conforms to the official plan and adjacent plans of subdivision, if any;
- (d) the suitability of the land for the purposes for which it is to be subdivided;
- (f) the dimensions and shapes of the proposed lots;
- (g) the restrictions or proposed restrictions, if any, on the land proposed to be subdivided or the buildings and structures proposed to be erected on it and the restrictions, if any, on adjoining land;
- (h) conservation of natural resources and flood control;
- (i) the adequacy of utilities and municipal services;
- (j) the adequacy of school sites; and
- (k) the area of land, if any, within the proposed subdivision that, exclusive of highways, is to be conveyed or dedicated for public purposes.”

The proposal has appropriate regard to Section 51(24) of the *Planning Act*, as follows:

- The proposal has regard to Section 2 of the *Planning Act*, as detailed earlier in this report;
- The proposal is of public interest as it received high servicing and transit scores from the City in January 2021 and is within an approved urban expansion area meeting the City’s Growth Management Strategy. It is also located immediately south of an existing neighbourhood, Edenwyld that includes schools and parks;
- The proposal conforms with the City of Ottawa Official Plan as further detailed later in this report;

- Where necessary, mitigative measures will be included to minimize impacts onto natural resources as further detailed in the Environmental Impact Study prepared by Kilgour and Associates Ltd. This will be further refined at detailed design;
- Utilities and municipal services are adequately available as further detailed in the MSS prepared by DSEL.; and
- Three parks are proposed at an area of 35,142 sq.m. to be conveyed to the City.
- The mix of lots appropriately provide for a variety of housing options.

In view of the foregoing, it is my opinion that the proposed development has regard for the applicable matters set out in Section 51(24) of the *Planning Act*.

## **6.2 Provincial Policy Statement, 2020 (the “PPS”)**

The PPS, 2020 came into effect on May 1, 2020. This document provides policy direction on matters of Provincial interest and all planning applications “shall be consistent with” the PPS.

The PPS direct municipalities to implement within their planning instruments the principles, goals and objectives expressed in these two important Provincial documents. For example, Section 4.6 of the PPS indicates that “the official plan is the most important vehicle for implementation of the PPS.” Section 4.6 of the PPS also indicates that the “policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan.” Therefore, all applications shall be reviewed through the lens of the most up to date PPS, notwithstanding and independent of, an approved and/or adopted Official Plan.

Since official plan and zoning by-law documents are not static and evolve by way of amendment, each municipality must ensure that the official plan and zoning, and the related amendments, are up to date, and are “consistent with” the PPS.

Section 1.1.1 of the PPS support a variety of housing options with relevant policies as follows:

“1.1.1 Healthy, liveable 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 residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, 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; and
- g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.”

Policy 1.1.2 provides:

“Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years, informed by provincial guidelines. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities within the area. Within settlement areas, sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas.”

Section 1.1.3 relates to Settlement Areas stating:

“The vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities. Development pressures and land use change will vary across Ontario. It is in the interest of all communities to use land and resources wisely, to promote efficient development patterns, protect resources, promote green spaces, ensure effective use of infrastructure and public service facilities and minimize unnecessary public expenditures.”

The policies relevant to the subject site include:

“1.1.3.1 Settlement areas shall be the focus of growth and development;

- 1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which:
  - b) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion.
- 1.1.3.6 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.
- 1.1.3.7 Planning authorities should establish and implement phasing policies to ensure:
  - a) that specified targets for intensification and redevelopment are achieved prior to, or concurrent with, new development within designated growth areas; and
  - b) the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs;
- 1.1.3.8 A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:
  - a) sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;
  - b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment; and
  - e) impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.”

The subject site is located in an area that is serviceable and is adjacent to an existing built-up area. The proposal represents the orderly progression of development within a designated growth area.

The subject site has been identified by the City of Ottawa as an Urban Expansion Area, as further detailed later in this report.

Section 1.4.1 of the PPS provides Housing policies that require municipalities to maintain a residential land supply, with such land supply to be comprised of residential intensification/redevelopment lands available for residential development, such as the subject site.

With respect to short-term housing supply, policy 1.4.1b) requires that municipalities maintain, at all times, land with servicing capacity sufficient to provide at least a 3-year supply of residential units available through zoned sites for residential intensification/redevelopment, and through lands in draft approved and registered plans. Draft plan approval of the subject site will contribute to this housing supply.

Subsection 1.4 continues with the following policies:

- “1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:
- b) Permitting and facilitating:
    - 1. All housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
    - 2. All types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
  - c) Directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
  - d) Promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and
  - f) Establishing development standards for development intensification, redevelopment and new residential development which minimize the cost

of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.”

The proposed development advances Provincial policy directions by providing an urban form at an appropriate location and optimizes land base and infrastructure. The subject site is by definition in the PPS, within a *designated growth* area, meaning lands within a *settlement area* designated in an Official Plan for growth over the long-term planning horizon, but which have not yet been fully developed. The subject site is presently vacant, underutilized and has been identified in the City of Ottawa Official Plan as an urban expansion area. Development of the subject site with a more intense urban form will be an efficient use of land, that will cost-effectively utilize existing infrastructure and community facilities and optimize the land base and infrastructure. In view of the forgoing analysis, we conclude that the proposed development is consistent with the PPS.

### 6.3 Proposed Provincial Planning Statement, 2024 (“New PPS”)

A new ‘Provincial Planning Statement (the “New PPS”) was introduced for public consideration and comment on April 6, 2023, with the latest draft being issued for comment on April 10, 2024. The New PPS is intended as a single, province-wide land use planning document. The stated intent of the Province is to speed up government approval processes and support the achievement of housing objectives across Ontario.

The New PPS provides policy direction on matters of provincial interest related to land use planning and development. If approved, all planning matters would be required “to be consistent” with the New PPS pursuant to subsections 3(5) and 3(6) of the *Planning Act*.

Although not in force and effect, the New PPS is an indication of the vision of the Province with respect to future land use planning, which could alter the framework applicable to the subject site.

In addition to policies applicable across the province, the New PPS includes policies only applicable to *Large and fast-growing municipalities* which have the greatest need for housing, which includes the City of Ottawa, as identified in Schedule 1.

Subsection 2.1 of the New PPS relate to Planning for People and Homes with the following relevant policies:

- “4. To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:
- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and
  - b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.”

The following policies under section 2.2 are considered in the New PPS with respect to Housing:

- “1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:
- a) establishing and implementing minimum targets for the provision of housing that is affordable to low and moderate income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;
  - b) permitting and facilitating:
    - 1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and
  - c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation.”

Subsection 2.3 include policies related to Settlement Areas and Expansions of Settlement Area boundaries. Section 2.3.1 provides the following relevant policies:

- “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. 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; d) are transit-supportive, as appropriate; and e) are freight-supportive.
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.
4. Planning authorities are encouraged to establish and implement minimum targets for intensification and redevelopment within built-up areas, based on local conditions.
5. Planning authorities are encouraged to establish density targets for designated growth areas, based on local conditions. Large and fast-growing municipalities are encouraged to plan for a target of 50 residents and jobs per gross hectare in designated growth areas.”

As mentioned earlier, the proposal will provide an appropriate range and mix of housing options in the form of single-detached, standard townhouses and stacked townhouses. The proposal will also contribute to meeting minimum housing targets within designated growth areas.

Subsection 2.3.2 includes policies related to new Settlement Areas and Settlement Area Boundary Expansions:

“2.3.2 New Settlement Areas and Settlement Area Boundary Expansions 1. In identifying a new settlement area or allowing a settlement area boundary expansion, planning authorities shall consider the following:

- a) the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;
- b) if there is sufficient capacity in existing or planned infrastructure and public service facilities;
- c) whether the applicable lands comprise specialty crop areas;
- d) the evaluation of alternative locations which avoid prime agricultural areas and, where avoidance is not possible, consider reasonable alternatives on lower priority agricultural lands in prime agricultural areas;
- e) whether the new or expanded settlement area complies with the minimum distance separation formulae;

- f) whether impacts on the agricultural system are avoided, or where avoidance is not possible, minimized and mitigated to the extent feasible as determined through an agricultural impact assessment or equivalent analysis, based on provincial guidance; and
  - g) the new or expanded settlement area provides for the phased progression of urban development.
2. Notwithstanding 2.3.2.1.b), planning authorities may identify a new settlement area only where it has been demonstrated that the infrastructure and public service facilities to support development are planned or available.”

With respect to the identified need, the Province and the City are encouraging and promoting the development of more housing units, as quickly as possible (1.5 million homes Province wide, 151,000 in Ottawa). This is reflected in the many housing initiatives of the Province.

With respect to capacity, as mentioned earlier, the MSS prepared by DSEL deems the subject site serviceable.

No part of the subject site is comprised of specialty crop areas.

With respect to the minimum distance separation formula, the New PPS provides the following definition:

“Minimum distance separation formulae: means formulae and guidelines developed by the Province, as amended from time to time, to separate uses so as to reduce incompatibility concerns about odour from livestock facilities.”

The proposal is not anticipated to impact prime agricultural lands. The closest agricultural lands are located to the east and south, on the other sides of Shea Road and Flewellyn Road.

In view of the forgoing analysis, it is my opinion that the proposed development is consistent with the proposed Policy Statement.

#### **6.4 City of Ottawa Official Plan (“City OP”)**

The City OP, as approved with modifications by the Minister, came into effect on November 4, 2022. The City OP outlines a comprehensive land use policy framework to guide growth and

development within the City to the year 2046, including policies and schedules that address housing and growth management; long-term planning for employment and infrastructure; protect water resources, natural heritage, and agricultural areas; manage non-renewable resources; plan for climate change; and safeguard public health and safety.

Section 3 of the City OP provides the Growth Management Framework. The majority of residential growth is targeted within the built-up area with a high demand of housing expected for ground-oriented units, such as single-detached, semi-detached, rowhouse dwellings and new forms not yet developed.

As mentioned earlier, the subject site is designated Rural Countryside on Schedule B9 – Rural Transect (**Figure 3**) and is also located within a New Urban Expansion Area – Category 1, Future Neighbourhood Overlay, on Schedule C17 (**Figure 4**).

In our opinion, the submission of the subject OPA application enables this planning process, pursuant to the *Planning Act*, as a means to lift the Future Neighbourhood Overlay, in conformity with the policies of the City OP. The process contemplated by the subject OPA application, appropriately facilitates the goals expressed in the staff report and staff letter, allowing housing to be potentially delivered faster and more efficiently, and for the reasons already stated, is appropriate for this subject site. In summary, the process the subject OPA application contemplates is as follows and will be completed concurrently:

Part 1: Submission and approval of the Official Plan Amendment and Existing Conditions reports to lift the Future Neighbourhood Overlay;

Part 2: Submission and approval of a Planning Report and associated studies; and

Part 3: Submission and approval of a Draft Plan of Subdivision and Zoning By-law Amendment applications.

The proposed OPA and the contemplated process is responsive to the Provincial and City policy announcements promoting increased housing supply, including Bill 23, the housing initiatives of the Province and the City, and the draft Provincial Planning Statement which gives a strong indication of the housing policy thrust of the Province. It provides a *Planning Act* means to implement the development of this new developing area, in a potentially efficient manner, while

safeguarding and addressing all the public interest matters, as set out in the PPS and the new City OP.

The subject site is a large vacant area which is adjacent to existing subdivisions, serviced by transit within the urban boundary. This area has been evolving, and will continue to evolve, as a complete community, and an excellent place to bring in more housing. The City selected the W-4 urban expansion area to accommodate planned growth and should proceed expeditiously to approve the OPA and remove the Future Neighbourhood Overlay.

#### **6.4.1 Future Neighbourhood Overlay**

The following policies within the City OP apply specifically to areas with the Future Neighbourhood Overlay within the context of a Concept Plan implementation process as detailed earlier in this Planning Report.

Subsection 5.6.2 provides:

“the Future Neighbourhood Overlay is applied to lands that have been added to the urban boundary to accommodate City growth in the Suburban Transect. The Future Neighbourhood Overlay is intended to guide development in these areas towards creating walkable 15-minute neighbourhoods that are well served by rapid transit. The following [relevant] policies apply:

1. Development may only receive draft approval or final approval on land within the Future Neighbourhoods Overlay once the overlay has been removed through an Official Plan amendment. Removal of the overlay can only occur once the policies of this section have been satisfied.
2. The underlying designation within the Future Neighbourhoods Overlay is Neighbourhood. Through the Official Plan amendment to remove the overlay, other designations may be established, where applicable, and shall be consistent with designations of the parent Official Plan.
3. Lands within Categories 1 and 2 include individual parcels or clusters of land requiring an extension or upgrade of services including transit and infrastructure (being water, wastewater and stormwater). In addition to the other requirements listed in this section, all of the following must be satisfied prior to the Future Neighbourhoods Overlay being removed for lands that are not within the catchment area of an existing rapid transit station (including those under construction) or a funded rapid transit station and/or have infrastructure servicing

issues that would require major upgrades to an existing system and/or unplanned extension of infrastructure:

- a) A Council-approved funding source and/or legal funding mechanisms is required where infrastructure servicing issues need major upgrades to an existing system and/or an unplanned extension of water, wastewater and stormwater services, to service the lands within the overlay;
- b) Provision of transit service within a 1.9 km radius of the centroid of the proposed subdivision, as well as sufficient road connections and system capacity to accommodate the forecast level of demand. Road and transit facilities should either be operational at the time of development approval or have sufficient funding secured for their implementation through a Council-approved mechanism; and
- c) Completion of a transportation study to the satisfaction of the City which:
  - i) Identifies a mode share that is consistent with, or better than, the objectives of the Big Policy Move 2 of this Official Plan;
  - ii) Identifies any downstream transit or road capacity deficiencies triggered or made worse by the new development;
  - iii) Identifies measures to address these deficiencies (including improvements to the road, transit and active transportation networks); and
  - iv) Sets out an implementation timeframe for each measure corresponding to the anticipated phasing of development.
- 4. Policy 3 does not apply to Category 1 lands where it can be demonstrated through the community design plan process that the lands are within a catchment area of an existing rapid transit station (including those under construction) or a funded rapid transit station and have services, being water, wastewater and stormwater, which can be provided to accommodate additional development without any, or with only minimal, need for upgrades to the existing trunk systems, or other facilities.
- 5. A community design plan including applicable studies per section 12 shall be approved by Council and that approval may be concurrent with the adoption of an Official Plan Amendment which would remove the Future Neighbourhood Overlay and establish a Secondary Plan for the lands.
- 6. Notwithstanding Policy 5), an update of an existing community design plan or secondary plan to include the new land area may be acceptable when the proposed development is adjacent to an area subject to an existing such plan and the scale of the addition is commensurate to an update process, provided supporting studies, such as a master servicing study, are also updated.

7. Notwithstanding Policy 5, a concept plan may be acceptable for small scale sites under one ownership, at the sole discretion of the City, subject to the requirements of Subsection 11.6, Policy 13).
8. Development within the Future Neighbourhood Overlay shall be consistent with the policies of this Plan, in particular Subsection 5.4.4.
9. All parcels that form part of a larger contiguous expansion area must proceed through the same community design plan process and cannot proceed independently of the larger area. The City will only consider the removal of the overlay from the land designated Future Neighbourhood upon the completion of a studies and a secondary plan for the whole area.
13. Proponents of development shall convey natural heritage features and the natural heritage system at no cost to the City.
14. Proponents of development shall commit to providing recreational pathways identified in the secondary plan or concept plan through development charges or at the expense of the developer (Policy 5.6.2.1)."

As outlined in the scoped MSS (DSEL, August 2024), upgrades will be required to the Shea Road Sanitary Pump Station and associated force mains. These upgrades are included in the City of Ottawa's draft Infrastructure Master Plan ("IMP") which is slated for Council adoption in Fall 2024. These planned upgrades are also expected to be included within the Fall 2024 update to the City of Ottawa 2024 Development Charges By-Law (incorporating IMP projects), addressing Policy 3 a).

Existing transit stops are located within 1.9 km from the center of the subject site along Fernbank Road. Future transit stops are also proposed within the subdivision as further detailed in the TIA provided under a separate cover, addressing policies 3. b) and c).

With respect to policy 7, as mentioned earlier in this Planning Report, the City has agreed to proceed through a Concept Plan process and as such, policies 5 and 6 are not applicable.

The proposed development within the Future Neighbourhood Overlay conform to the policies under Subsection 5.4.4 of the City OP as further addressed later in this Planning Report, addressing policy 8.

The studies submitted with the planning applications support the Future Neighborhood Overlay removal for all the W-4 lands and the OPA proposes the same. Accordingly, Policy 9 is addressed.

With respect to policy 13, any natural heritage features identified for retention will be conveyed to the City at no cost through the plan of subdivision process.

The recreational pathways identified in the concept plan will be provided through development charge or at the expense of the developer as determined at detailed design.

#### **6.4.2 City-wide Policies**

The City-wide policies are analyzed in relation to the Concept Plan, as a basis for the removal of the Future Neighbourhood Overlay.

#### **Mobility**

Subsection 4.1 of the City OP contains city-wide policies as it relates to mobility. The following policies under subsection 4.1.1 are applicable to the subject site:

- “1) In the Urban area and Villages, people who walk, cycle and use transit shall, by default, be given priority for safety and movement. The resolution of overlapping priorities in the Urban area and Villages, as well as the establishment of priorities in the Rural area, will be informed by Multi-Modal Level of Service targets outlined in the Transportation Master Plan (TMP) and Multi-Modal Level of Service Guidelines.
- 5) New subdivision development shall connect to existing pedestrian, cycling, transit and street networks and provide for the potential future extension of these networks up to abutting property boundaries, including those lands beyond an existing Urban boundary or Village boundary.
- 3) The improvement of pedestrian and cycling networks shall be based on the TMP and associated plans, Multi-Modal Level of Service Guidelines (MMLOS), the Safe Systems Approach and all the following:
  - a) All new and reconstructed streets in the Urban area and Villages shall include pedestrian and cycling facilities appropriate for their context, as specified in the TMP and associated plans; and
  - b) Safe, direct and convenient pedestrian and cycling networks and crossings; including along desire lines where needed and appropriate.”

The proposal will include sidewalks along new collector and local roadways within the subdivision. Pathways are proposed along the Hydro corridor and stormwater management ponds to improve connectivity to the area parks and other parts of the neighbourhood. Cycletracks are expected to be along new collector roadways and cyclist crossings are proposed at major active mode crossing locations.

## Housing

Section 4.2 of the City OP contains policies related to housing. The intent of these policies is to make Ottawa a good place to live. A place that is safe, affordable and meets the needs of all age groups, incomes and backgrounds. A variety of housing types are encouraged including housing units of different sizes and forms, some of which may not yet be common in Ottawa today.

Subsection 4.2.1 include the following relevant policies:

- “1) A diverse range of flexible and context-sensitive housing options in all areas of the city shall be provided through the Zoning By-law, by:
  - b) Promoting diversity in unit sizes, densities and tenure options within neighbourhoods including diversity in bedroom count availability;
  - c) Permitting a range of housing options across all neighbourhoods to provide the widest possible range of price, occupancy arrangements and tenure;
  - d) Establishing development standards for residential uses, appropriately balancing the value to the public interest of new policies or development application requirements against the impacts to housing affordability; and
  - e) The City shall maintain, at all times, land with servicing capacity sufficient to provide at least a three year supply of residential units available through lands suitably zoned to facilitate intensification and land in draft approved and registered plans.
- 2) The City shall support the production of a missing middle housing range of mid-density, low-rise multi-unit housing, in order to support the evolution of healthy walkable 15-minute neighbourhoods by:



- a) Allowing housing forms which are denser, small-scale, of generally three or more units per lot in appropriate locations, with lot configurations that depart from the traditional lot division and put the emphasis on the built form and the public realm, as-of-right within the Zoning By-law;
- b) Allowing housing forms of eight or more units in appropriate locations as-of-right within the Zoning By-law; and
- c) In appropriate locations allowing missing middle housing forms while prohibiting lower-density typologies near rapid-transit stations within the Zoning By-law.”

The proposal includes a full range of low-rise housing options in the form of single-detached, standard townhouses and stacked townhouses. The proposed development of stacked townhouse dwelling units supports missing middle housing options.

## **Parks and Recreation**

Section 4.4 of the City OP relates to parks and recreation facilities. Parks are encouraged to be distributed throughout a neighbourhood, and across the City. The shape and size of a park should be designed to provide appropriate access and visibility within the context of the neighbourhood.

Subsection 4.4.1 provides the following relevant policies:

“2) All development, regardless of use, shall meet all of the following criteria to the satisfaction of the City:

- a) Consider land acquisition for parks as directed by the Parkland Dedication By-law to meet community needs for both residential and non-residential development, with an emphasis on active recreation amenities and potential cultural development with new parks acquired to address gaps or community needs; and
- b) Prioritize land for parks on-site over cash-in-lieu of parkland. Cash-in-lieu of parkland shall only be accepted when land or location is not suitable. The land to be conveyed shall, wherever feasible:
  - i) Be a minimum of 400 square metres or as described in the upcoming Land First Policy and updated Park Development Manual as directed by the Parks and Recreation Facilities Master Plan;
  - ii) Be free of encumbrances above and below ground when land for parks is obtained by parkland dedication; or in the case of land

purchases for the creation of new parks in established areas, unless the encumbrances have been approved by the City where reasonable;

- iii) Be of a usable shape, topography and size that reflects its intended use
- iv) Meet applicable provincial soil regulations; and
- v) Meet the minimum standards for drainage, grading and general condition.”

The proposal includes three new parks all of which are larger than 400 square metres to be conveyed to the City of Ottawa. All proposed parks are free of any encumbrances above and below ground. The parks are all of usable shape and topography for a wide range of uses. These uses are shown on the Park Fit Plan, dated July 8, 2024, as prepared by NAK Design Strategies, included as part of the submission.

The proposed parks will be designed to meet minimum drainage, grading and general condition standards in accordance with Ministry of the Environment, Conservation and Parks (“MECP”) and City of Ottawa guidelines as part of detailed design.

Section 4.4.1 continues with the following policies with respect to the rate of parkland dedication.

- “4) The Parkland Dedication By-law, or any successor by-law, shall include provisions for the rate of parkland dedication. As per the *Planning Act* the following rates apply at the time of adoption of this Plan:
  - b) The City shall require the dedication of land for parks in an amount not exceeding 5 per cent of the area of land that is developed or redeveloped for all other purposes except that the City will calculate the park dedication for residential development or redevelopment at densities that exceed 18 units per net hectare using the ‘alternative requirement’ of 1 hectare for every 300 dwelling units as provided in the Planning Act or some lesser amount based upon this requirement. The Parkland Dedication By-law will identify circumstances when a lesser amount will be considered;
  - c) In the case of land that is developed or redeveloped for more than one purpose, the owner shall be required to convey land at the rate applicable to the predominant proposed use of the land for the entire site.”

As mentioned earlier in this report, recent Provincial legislation have revised the requirements for parkland dedication in Ontario. The proposal includes three parks and generally meets the parkland dedication requirement.

## Urban Design

Section 4.6 of the Official Plan contains policies related to Urban Design. The policies in this section seek to achieve the following:

1. Promote design excellence in Design Priority Areas;
2. Protect views and enhance Scenic Routes including those associated with national symbols;
3. Ensure capital investments enhance the City's streets, sidewalks and other public spaces supporting a healthy lifestyle;
4. Encourage innovative design practices and technologies in site planning and building design;
5. Ensure effective site planning that supports the objectives of Corridors, Hubs, Neighbourhoods and the character of our villages and rural landscapes; and
6. Enable the sensitive integration of new development of Low-rise, Mid-rise and High-rise buildings to ensure Ottawa meets its intensification targets while considering liveability for all.

Subsection 4.6.6 relates to enabling the sensitive integration of new development of Low-rise, Mid-rise and High-rise buildings to ensure Ottawa meets its intensification targets while considering liveability for all.

The relevant policy of this section is as follows:

- “6) Low-rise buildings shall be designed to respond to context, and transect area policies, and shall include areas for soft landscaping, main entrances at-grade, front porches or balconies, where appropriate. Buildings shall integrate architecturally to complement the surrounding context.”

The Urban Design Brief prepared by NAK Design Strategies analyzes the design details of the proposal. The proposal will demonstrate Caivan’s unique architectural character but will also reflect similar arrangements found within the surrounding communities. The proposed

development will incorporate high-quality building materials that will harmoniously fit with the surrounding community. A variety of residential typologies and styles will be provided to create visual interest with homes located close to the property line, addressing the street, while making room for trees and utilities, where necessary.

### **Drinking Water, Wastewater and Stormwater**

Section 4.7 of the Official Plan contains policies related to Drinking Water, Wastewater and Stormwater Infrastructure which seek to achieve the following:

1. Provide adequate, cost-effective drinking water, wastewater and stormwater infrastructure, and assist in meeting growth targets in the urban area; and
2. Pursue an affordable and sustainable pattern of infrastructure development.

Subsection 4.7.1 provides the following relevant policies:

- “1) To protect, improve or restore the quality and quantity of water in any receiving watercourse, development shall:
  - a) Conform to approved servicing plans including the Infrastructure Master Plan, the Strategic Asset Management Plan, the Wet Weather Infrastructure Master Plan, subwatershed studies or environmental management plans, approved master servicing studies and applicable local servicing studies; and
  - b) Not exceed the capacity of the existing infrastructure system.
- 2) The City will require that infrastructure is durable, adaptive and resilient to the current climate and future climate, including extreme weather events.
- 5) Stormwater management to support development shall be appropriate to the urban or rural context as defined by transect areas and each of the following:
  - a) The requirements of approved subwatershed studies, environmental management plans and master servicing study;
  - b) Other relevant Council-approved studies, such as stormwater retrofit studies; and
  - c) The Ottawa Sewer Design Guidelines and associated climate change considerations.

- 6) As part of a complete application, all redevelopment applications will be required to:
  - a) Identify and mitigate the impacts of additional runoff resulting from increased imperviousness through measures such as site-specific stormwater management; and
  - b) Implement site, grading, building and servicing design measures to protect new development from urban flooding.
- 7) As part of a complete application, new applications for a plan of subdivision or condominium must demonstrate, to the satisfaction of the City and based on requirements identified in the Infrastructure Master Plan, that a legal and sufficient outlet can be established to support the proposed development.
- 8) As a condition of Site Plan Control approval or draft plan of subdivision approval, proof of legal and sufficient outlet for proposed stormwater management and drainage systems will be required and satisfied prior to the early servicing or registration, whichever comes first.
- 12) As part of a complete application, new development in a future neighbourhood shall be supported by an approved master servicing study, an approved environmental management plan, and subwatershed study. The scope of these studies shall include all contiguous future development lands unless otherwise approved by the City.
- 20) Master servicing studies shall address phasing of new infrastructure to support new development proceeding contiguous to existing urban development.
- 23) Applications for new development will demonstrate, to the City's satisfaction, that adequate services are available and can be allocated to support the proposal:
  - a) Where adequate services do not exist or cannot yet be provided to support a development, the City may use holding provisions in accordance with Zoning By-law to regulate the timing of development; and
  - b) Where adequate services or servicing capacity do not exist to support a proposed plan of subdivision, the City will not issue draft plan approval."

The MSS dated July 2024 prepared by DSEL concludes that downstream receiving watercourses has been assessed for responses to planned stormwater management outflows, and stabilization mitigation measures will be planned as required.

With respect to Section 4.7.1 Policy 2), the MSS includes the City of Ottawa's climate change stress test (100-year 3-hour Chicago storm plus 20%) to confirm that no basement flooding and no unacceptable flooding is expected from the proposal.

The MSS has drawn from the requirements of relevant subwatershed studies and the Ottawa Sewer Design Guidelines with respect to stormwater management in accordance with Section 4.7.1 Policy 5).

With respect to runoff, the MSS provides that stormwater runoff is designed to be captured by an internal gravity sewer system that will convey flows to multiple outlet locations. The report concludes that the gravity storm connections are feasible.

A legal and sufficient outlet has been established to support the proposed development which will be coordinated with City staff per Section 4.7.1 Policy 7).

The MSS includes consideration of the proposed phasing of new infrastructure for further discussion and coordination with City staff.

With respect to serviceability as mentioned earlier, the subject site is deemed serviceable, as concluded in the MSS prepared by DSEL.

## **Natural Heritage**

Section 4.8 of the Official Plan contains policies related to Natural Heritage, Greenspace and the Urban Forest which seek to achieve the following:

1. Protect the City's natural environment through identification of a Natural Heritage System, Natural Heritage Features and related policies.
2. Provide residents with equitable access to an urban forest canopy.
3. Provide residents with equitable access to an inclusive Urban Greenspace network.

Subsection 4.8.2 provides the following relevant policies with respect to equitable access to urban forest canopy:

- “3) Growth, development and intensification shall maintain the urban forest canopy and its ecosystem services, in accordance with Subsection 4.8.2, Policy 6) and the following:
- a) Preserve and provide space for mature, healthy trees on private and public property, including the provision of adequate volumes of high-quality soil as recommended by a Landscape Architect;
  - b) On urban properties subject to site plan control or community planning permits, development shall create tree planting areas within the site and in the adjacent boulevard, as applicable, that meet the soil volume requirements in any applicable City standards or best management practices or in accordance with the recommendation of a Landscape Architect;
  - c) Planning and development decisions, including Committee of Adjustment decisions, shall have regard for short-term, long-term and cumulative impacts on the urban forest at the neighbourhood and urban-wide scale;
  - d) When considering impacts on individual trees, planning and development decisions, including Committee of Adjustment decisions, shall give priority to the retention and protection of large, healthy trees over replacement plantings and compensation; and
  - e) Planning and development review processes shall support the goals and effective implementation of the Tree Protection By-law, including early consideration of trees in application and business processes.
- 6) When considering impacts on the urban forest and trees, approvals and Tree Permits shall not be denied for development that conforms to the Zoning By-law or for Zoning By-law amendments, variances and consents that conform to the Official Plan. Council or the Committee of Adjustment may refuse a planning application if it fails to provide space and adequate volume of soil for existing and/or new tree(s). Approvals granted by Council or Committee of Adjustment may include conditions to support tree protection, removal and replanting. The City and the Committee of Adjustment may refuse a development application where it deems the loss of a tree(s) avoidable. This policy shall also apply to a community planning permit approved through delegated authority or Council.”

The subject site will require removal of site trees to accommodate site grading and development. A Tree Conservation Report prepared on July 8, 2024 by Kilgour & Associates Ltd., provides that there is currently 40% of existing canopy cover for the subject site as a whole, as provided through the Significant Woodlands and other forested areas on the subject site. Losses in canopy will be



offset with targeted tree plantings in the proposed development. Trees adjacent to the subject site will not be removed or damaged.

The estimated canopy cover of the proposed development across the entire site, after plantings have occurred, is approximately 45% at maturity. These trees are anticipated to be disbursed throughout the residential development wherever feasible, including along streets (on private and public property), within the stormwater management facilities, and the proposed parks.

### **6.4.3 Transects**

Section 5.4.4 provides direction for new development in the Suburban Transect.

Section 5.4.4, Policy 2) provides:

“Net residential densities shall strive to approach the densities of the Inner Urban Transect over time, but residential development within the Urban Greenfield Area as shown on Figure 6 and urban expansion areas subject to any of the Future Neighbourhood Overlays as shown on Schedule C17 - Urban Expansion Areas, shall plan for a minimum density of 36 units per net hectare and permit density increases through intensification and accessory dwelling units.”

The proposal will provide a density of 86.45 units per net hectare, exceeding the minimum density of 36 units per net hectare.

### **6.4.4 Urban Designations**

As mentioned earlier, the subject site is designated Rural Countryside on Schedule B9 – Rural Transect. It is also located within a New Urban Expansion Area – Category 1, Future Neighbourhood Overlay, on Schedule C17. Once the overlay is removed the subject site's underlying designation is Neighbourhoods.

Section 6.3 provides that “Neighbourhoods are contiguous urban areas that constitute the heart of communities. It is the intent of this Plan that they, along with hubs and corridors, permit a mix of building forms and densities.

Neighbourhoods are not all at the same stage of development, maturity and evolution. It is the intent of this Plan to reinforce those that have all elements of, and presently function as, 15-minute neighbourhoods; to guide those that have a few missing elements into gaining them; and to seed the conditions for future 15-minute neighbourhoods into those that currently are not. Neighbourhoods are planned for ongoing gradual, integrated, sustainable and context-sensitive development, or where an Overlay directs evolution, for gradual well-planned transformation.”

Neighbourhood policies seek to achieve the following:

1. Define neighbourhoods and set the stage for their function and change over the life of this Plan;
2. Guide the evolution of neighbourhoods based on their context, location, age, maturity and needs, generally towards the model of 15-minute neighbourhoods; and
3. Ensure that neighbourhoods form the cornerstone of liveability in Ottawa.

Section 6.3.1 provides that:

- “2. Permitted building heights in Neighbourhoods shall be Low-rise, except:
  - a. Where existing zoning or secondary plans allow for greater building heights;  
or
  - b. In areas already characterized by taller buildings.
3. Development in the Neighbourhood designation which seeks additional height beyond 4 storeys:
  - a. May be evaluated through a Zoning By-law amendment, without the need to amend this Plan, in cases that fall under the provisions of Subsection 6.3.1 Policy 2) but where the zoning does not provide corresponding permissions; and;
  - b. In all other cases, require an area-specific policy through an amendment to this Plan.”

As mentioned earlier in this report, the proposal consists of low-rise housing development not exceeding 4 storeys.

Section 6.3.1 further provides the following policies:

- “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, including:
- a. Generally, a full range of Low-rise housing options sufficient to meet or exceed the goals of Table 2 and Table 3b;
  - b. Housing options with the predominant new building form being missing middle housing, which meet the intent of Subsection 6.3.2, Policy 1);
  - e. Limited large-scale non-residential uses and include office-based employment, greenspace, large-scale institutions and facilities and other smaller institutional functions; and
  - f. Parks, open spaces and linkage areas meant to serve as public space.
5. The Zoning By-law will distribute permitted densities in the Neighbourhood by:
- a. Allowing higher densities and permitted heights, including predominantly apartment and shared accommodation forms, in areas closer to, but not limited to, rapid-transit stations, Corridors and major neighbourhood amenities;
  - b. Allowing lower densities and predominantly ground-oriented dwelling forms further away from rapid-transit stations, Corridors and major neighbourhood amenities; and
  - c. Provide for a gradation and transition in permitted densities and mix of housing types between the areas described in a) and b).”

Table 2 of the City OP sets a residential intensification target for ground-oriented/large-household dwellings to 49,000 dwellings. As mentioned earlier, urban expansion areas subject to any of the Future Neighbourhood Overlays, as shown on Schedule C17 - Urban Expansion Areas, shall plan for a minimum density of 36 units per net hectare. The proposal contributes to exceeding these intensification targets while providing a full range of low-rise housing options in the form of single-detached, standard townhouses, and stacked townhouses. The proposed development supports missing middle housing options.

Subsection 6.3.1 further provides:

- “9) Where lots within residential neighbourhoods have through-lot access fronting onto two public rights of way, the Zoning By-law and approvals under the *Planning Act* shall allow development that establishes separate residential use buildings so as, on separate lots to allow for independent services, to front on both public

rights of way while leaving a portion of the internal lot without buildings or structures. The intent of this policy is to frame the public right of way with buildings and structures and to prohibit development that turns its back to a public right of way.”

The proposal provides a layout in which all residential use buildings front onto a public right of way. There are no residential lots that back onto a public right of way.

In view of the analysis set out above, it is our opinion that the proposed redevelopment is in conformity with the City OP.

#### **6.4.5 Rural Countryside Designation**

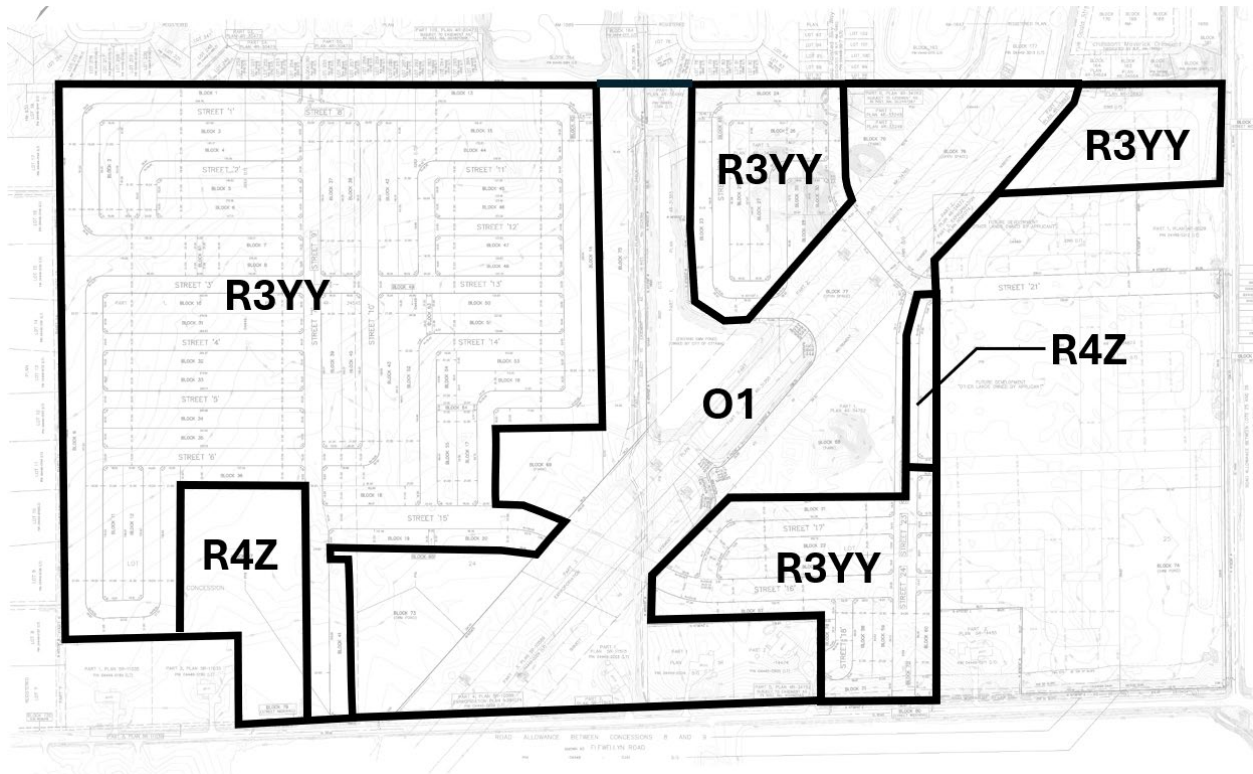
The Rural Countryside designation does not permit the residential uses being proposed on the subject site. As mentioned earlier, the proposal intends to redesignate the subject site to Neighbourhoods from Rural Countryside through the removal of the Future Neighbourhoods Overlay.

### **7.0 Proposed Zoning By-law Amendment**

The proposed zoning shall reflect the proposed residential and open space uses per **Figure 13**.

Proposed single detached and townhome dwellings will be zoned R3YY[XXXX]. The stacked townhouse development blocks will be zoned R4Z[XXXX].

The proposed parks and open spaces will be zoned Open Space (O1), consistent with other local parks, community parks and natural areas.



**Figure 13 – Draft Proposed Zoning**

The proposed draft zoning provisions for the residential zones are as follows:

Add a new exception xxxx to Section 239 – Urban Exceptions with provisions similar in effect to the following:

- a) In Column I, Exception Number, add the text “[xxxx]”
  - b) In Column II, Applicable Zones add the text “R3YY[xxxx]”:
- A maximum of 65 per cent of the area of the front yard, or the required minimum width of one parking space, whichever is the greater, may be used for a driveway, and the remainder of the yard, except for areas occupied by projections permitted under Section 65 and a walkway with a maximum width of 1.8 metres, must be landscaped with soft landscaping: except in the case of a back-to-back townhouse where a maximum of 75 per cent of the area of the front yard may be used for a driveway/parking and garbage enclosure.

- Where an attached garage accesses a public street by means of a driveway that crosses a sidewalk, the attached garage must be setback at least 5.2 m from the nearest edge of the sidewalk.
- Despite Table 65, rows 1-3, chimney, chimney box, fireplace box, eaves, eaves-troughs, gutters, and ornamental elements such as sills, belts, cornices, parapets and pilasters may project 1 metre into required interior side yard but no closer than 0.2 metres to the lot line.
- Despite Table 65, row 6b, balconies and porches may project to within 0 metres of a corner lot line and sight triangle.
- Despite Table 65, row 6b, the steps of a porch may project 2.5 metres into a required yard but may be no closer than 0.5 metres from a lot line other than a corner side lot line and sight triangle, from which they can be as close as 0 metres.
- Despite Table 65, row 6a, any portion of a deck with a walking surface higher than 0.3 metres but no higher than 0.6 metres above adjacent grade may project to within 0.6 metres of a lot line, and any portion of a deck with a walking surface equal to or less than 0.3 metres may project to within 0.3 metres of a lot line.
- Despite Table 65, row 8, an air-conditioning condenser unit may project 1 metre, but no closer than 0.2 metres to a lot line. And the air conditioning condenser may not be located in a front yard (including front yard balcony) except in the case of a back-to-back multiple dwelling or townhouses with rear lane access but may be located in a corner side yard.
- Section 57 does not apply.
- In the case of a home-based business operating within a townhouse or semi-detached dwelling, a parking space is only required if a non-resident employee works on-site.
- Section 136 does not apply.

The following applies to detached dwellings:

- Minimum lot area: 220 square metres
- Minimum front yard setback: 3 m

- Minimum total interior side yard setback is 1.8 metres with a minimum of 0.6 metres on at least one side. Where there is a corner lot on which is located only one interior side yard, the minimum required interior side yard setback equals the minimum required for at least one yard.
- Minimum corner side yard setback: 2.5 metres, despite the foregoing, no more than two portions of the building, not exceeding a total floor area of 3 square metres, may be located no closer than 2 metres from the side lot line abutting a street.
- Maximum lot coverage: 55%
- Minimum rear yard setback may be reduced to 4.5 metres for a maximum of 50 per cent of the lot width, the total area of the contiguous rear and interior yards must not be less than 54 square metres.
- For a detached dwelling on a corner lot:
  - a. Minimum rear yard setback may be reduced to 2.5 metres for part of the building that is no higher than 4.5 metres and any part of the building, excluding projections, located less than 6 metres from the rear lot line must be located at least 4 metres from any interior side lot line.

The following applies to semi-detached and townhouse dwellings:

- Minimum lot area: 120 square metres
- Minimum rear yard setback: May be reduced to a minimum of 4.5 metres for a maximum of 55% of the lot width, the total area of the contiguous rear and interior yards not be less than 30 square metres.
- Minimum lot width: 5.5 metres
- Minimum front yard setback: 3.0 metres
- Minimum interior side yard setback: 1.5 metres
- Minimum corner side yard setback: 2.5 meters
- Maximum building height: 14 metres



- Maximum lot coverage: 66%

The following applies to back-to-back townhouse dwellings:

- Minimum lot area: 77 square metres
- Minimum lot width: 5.5 metres
- Minimum front yard setback: 3.0 metres
- Minimum interior side yard setback: 1.5 metres
- Minimum rear yard setback: 0.0 metres
- Minimum corner side yard: 2.5 metres
- Maximum building height: 14 metres
- Outdoor amenity area is permitted on top of balconies above garages .
- Despite Section 102 – Table 201, no visitor parking is required on the same lot as a townhouse.
- Despite Section 107(3)(b), driveways may be located in a front yard if the permitted parking space is also in the front yard.
- Despite Section 109(3), the required parking space may be established in a required and provided front yard.
- Balconies and porches, including those higher than 0.6 metres above adjacent grade, may project to within 1.0 metres from the front lot line, and may project to within 0.0 metres of an interior lot line, corner lot line or the corner sight triangle.
- Bay window features are permitted to project 1.0 metre, but no closer than 1.2 metres from a lot line.
- Storage enclosures are permitted to project 2.5 metres to the front lot line.
- Maximum lot coverage: no maximum

The following applies to townhouse dwellings with access to a rear lane:

- Minimum lot area 110 square metres
- Minimum lot width 5.5 metres
- Minimum front yard setback 3 metres
- Minimum rear yard setback: 0 metres
- Minimum interior side yard setback: 1.5 metres
- Minimum corner side yard: 2.5 metres
- Maximum building height: 14 metres
- Maximum lot coverage: no maximum
- The area of the driveway can cover 100% of the yard in which it is located.
- Outdoor amenity area is permitted on top of garages.
- Where access is via the rear lane, the minimum rear yard setback may be reduced to 0 metres, and the width of the garage, carport or driveway may be the width of the entire rear yard.
- Balconies and porches, including those higher than 0.6 metres above adjacent grade, may project to be within 1.0 metre from the front lot line, and may project to within 0.0 metres of an interior lot line, corner lot line or the corner sight triangle.

Add a new exception XXXX to Section 239 – Urban Exceptions with provisions similar in effect to the following:

c) In Column I, Exception Number, add the text “[yyyy]”

d) In Column II, Applicable Zones add the text “R4Z[yyyy]”:

- Minimum front yard setback: 3 metres
- Minimum corner side yard setback: 3 metres

- Minimum rear yard setback: 3 metres
- Minimum interior side yard setback: 3 metres
- Minimum parking for residents: 1.00 per unit
- Minimum parking for visitors: 0.1 per unit

## **8.0 Relevant Guidelines and Other Considerations**

### ***Urban Design Guidelines for Greenfield Neighbourhoods (2007)***

Design Guidelines for Greenfield Neighbourhoods illustrate the City's expectations for greenfield neighbourhoods and are to be considered through the processing of plans of subdivision. The following principles have been incorporated into the proposal:

- Establishing a connected network of parks and greenspaces;
- Providing appropriate collector and local road connections to adjacent developments to complete the road network;
- Providing appropriately scaled block sizes that enhance pedestrian access;
- Distributing parks so that they are located within 5-minute walk/400 metres of the majority of residents;
- Providing parks with at least two street frontages, where possible; and,
- Incorporating a high standard of urban design and architectural design in the built-form.

### ***Building Better and Smarter Suburbs (2015)***

While the recommendations of Building Better and Smarter Suburbs are related to Community Plans and not individual subdivision plans, the following principles have been incorporated into the proposal:

- Inclusion of a grid-like street network that connects to transit and supports active transportation through inclusion of pedestrian and cycling paths through a 'complete streets' approach and also connects the open space and park facilities;
- Implementation of traffic calming measures, where appropriate;
- Advancement of appropriate-scaled local and collector roads;
- Avoidance of reverse frontage lots;
- Provision of parks that address the City's park size and design criteria; and
- Appropriate on-site and street parking opportunities.

## 9.0 Overall Conclusions

As detailed throughout this Planning Report, we are satisfied that the proposal is supportable and appropriate for approval, for the following reasons:

- The proposal has regard to matters of Provincial interest and has had appropriate regard to the items in Section 51(24) of the *Planning Act*;
- The proposal is consistent with the PPS 2020 and the proposed Provincial Planning Statement 2024;
- The proposal conforms to, and implements, the policies of the City OP;
- The proposal will realize urban residential development within an area where growth can be accommodated and contributes to the completion of the Stittsville South community;
- The proposal promotes efficient, cost-effective development and land use pattern;
- The proposal is supportive of, and accessible to, the City's multi-modal network for the Stittsville South community;
- The development resulting from the proposal can be adequately serviced by extensions of the existing municipal infrastructure;
- A variety of low-rise residential dwellings in the form of single detached and various forms of townhouse vernacular will be provided; and
- A balanced distribution of open space and parkland will be provided.

Therefore, it is our opinion that the proposal is premised on sound and reasonable planning analysis, represents good planning, and is in the public interest. For these reasons, I recommend that the OPA and Draft Plan of Subdivision applications be supported by City staff and approved by City Council.

Respectfully,

A handwritten signature in blue ink, appearing to read 'M. Goldberg', with a stylized flourish at the end.

Michael S. Goldberg, RPP, MCIP  
Principal, Goldberg Group