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# SITE PLAN CONTROL

Proposed Townhouse Development, Phase 2 – “Fresh Towns”



PLANNING RATIONALE | Site Plan Revision - 2795 Baseline Road



**Prepared for:**

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File: 1858  
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## 1. OVERVIEW

Lloyd Phillips & Associates Ltd. has been retained by Greatwise Developments (the 'Developer') on behalf of Redwood Residences Ltd. (the 'Owner') to prepare a planning rationale report for an application for Site Plan Control (Revision) with respect to a proposed townhouse development located at 2795 Baseline Road, in the City of Ottawa. The proposed development will include a mix of three-storey back-to-back and row townhouses, with a total of 32 units.

### 1.1 Application History and Project Phasing

The site has a long history with various iterations of Site Plan Control applications and revisions. The original proposal was for a development with two phases (north and south portions of the site), with Phase 1 being the southern portion of the site with three proposed buildings, and Phase 2 being the northern portion of the site, indicated as future development. This was the original approved Site Plan, dated April 1, 2013.

An additional site plan revision and a rezoning application were submitted in December 2015, which proposed changes to the southwest corner of the site, located at 2795 Baseline Road. This was for a condo building known as "Building F", and the Site Plan Revision was placed on hold, and remains as such to date. A zoning amendment to permit restricted commercial uses was approved in August 2016. The current application is a revision to this site plan application.

A third Site Plan Revision application was submitted in June 2017 to reflect a revised phasing plan, with Phase 1 being the condominium building at 2785 Baseline Road (CCC994, now constructed), Phase 2 being the south-western corner at 2795 Baseline Road (previously proposed "Building F"), which is the subject of this application for Site Plan Control, and Phase 3 being the northern portion of the site, with a proposal for a mix of side-by-side and back-to-back townhouses (see Figure 1 below).



Figure 1. Project phasing per June 2017 SPC application (GeoOttawa, 2017)

Through the design and Site Plan Control process, it was determined that a revised phasing plan would be required in order to allow additional time to coordinate and resolve property line concerns with the Condominium Corporation located at 2785 Baseline Road. Phase 3 was separated into two sub-phases, Phase 3-1 being the north-eastern portion of the site containing four blocks of back-to-back townhouses with 32 units as well as the construction of the internal road network, and Phase 3-2 being the remainder of the site, featuring 54 units (see Figure 2 below). The site will include a total of 86 units between both sub-phases 3-1 and 3-2. Phase 3-1 was approved on October 26, 2018, and the Site Plan Agreement is currently being drafted for execution by the City and Owner. Phase 3-2 is a revision to the above-noted previously approved Site Plan applications and is currently in the first round of technical circulation by the City (File No. D07-12-18-00184). Phases 3-1 and 3-2 are indicated in grey in Figure 2 below.

The current application revision is for the site formerly proposed for the development of “Building F” located at 2795 Baseline Road, at the southwest corner of the site indicated in yellow in Figure 2 below. This was formerly Phase 2 (as per Figure 1 above) and will continue to be considered as such. This proposal is to revise the previous “Building F” Phase 2 application to now develop 32 townhouse units in a mix of back-to-back and row styles (see Figure 2 below).



Figure 2. Updated project phasing (GeoOttawa, 2017)

To summarize, the revised project phasing is as follows:

- < Phase 1: 2785 Baseline Road (CCC 994)
- < Phase 2: 2795 Baseline Road (Fresh Towns Phase 2, revised)
- < Phase 3-1: 2710 Draper Avenue (Fresh Towns Phase 3-1)
- < Phase 3-2: 2710 Draper Avenue (Fresh Towns Phase 3-2)



## 2. SITE & SURROUNDING CONTEXT

### 2.1 Subject Site

Located at 2795 Baseline Road, the subject site is a large, rectangular-shaped lot that fronts onto Baseline Road to the south and Morrison Drive to the west. The site formerly contained two blocks of two-storey townhouses that were demolished in preparation for the development and is currently vacant. To the west of the site is a newly constructed four-storey condominium building, municipally known as 2785 Baseline Road. To the north is vacant land under the same ownership which have been subject to two phases of Site Plan Applications, both of which have now received Site Plan Approval (Phase 3-1 and Phase 3-2). For the purposes of this application, the subject site is 2795 Baseline Road, and consists of the following specifications and legal description:

<b>Area</b>	3,947.5 m <sup>2</sup>
<b>Frontage</b>	70.63 m (Baseline Road) and 52.56 m (Morrison Drive)
<b>Legal Description</b>	Parts 8 to 15 on R-Plan 447761
<b>PIN</b>	03947 0253



Figure 3. Site context demonstrating property addresses and boundaries (GeoOttawa, 2017)

### 2.2 Surrounding Context

The site is located in Ottawa's Qualicum-Redwood Park neighbourhood, north of Baseline Road, south of Highway 417, east of Richmond Road, and west of Greenbank Road. More specifically, the site is bounded by Draper Avenue to the immediate north, a freehold townhouse development to the east, Baseline Road to the immediate south, and Morrison Drive to the west. Baseline Road is a major arterial road that runs southwest from Prince of Wales Drive to Richmond Road, just past Highway 416 to the west. Greenbank Road, which is approximately 500 metres to the east of the site, runs north-south from Highway 417 to Barrhaven.





Figure 4. Subject site and surrounding context (Google Earth, 2015)

The surrounding neighbourhood primarily consists of townhouses and low-density residential dwellings. St. Paul High School is located to the north-east. The following building types and land uses about the site:

- < **North** One- and two-storey single-detached dwellings
- < **West** Two-storey townhouses
- < **South** Condominium building (Condo #994, 2785 Baseline Road)
- < **East** Qualicum Woods development, two-storey townhouses

To the east of the site at 2785 Baseline Road is a newly constructed 4-storey condominium building (Condo #994, not pictured in the above aerial imagery). Images 1 to 10 below represent the existing conditions of the subject site and the surrounding residential context.



Image 1. Street view of Phase 1 area of subject site looking south-west from Draper Avenue



Image 2. Street view of Phase 1 area of subject site looking south from Draper Avenue





Image 3. Street view of Phase 1 area of subject site looking south from Draper Avenue

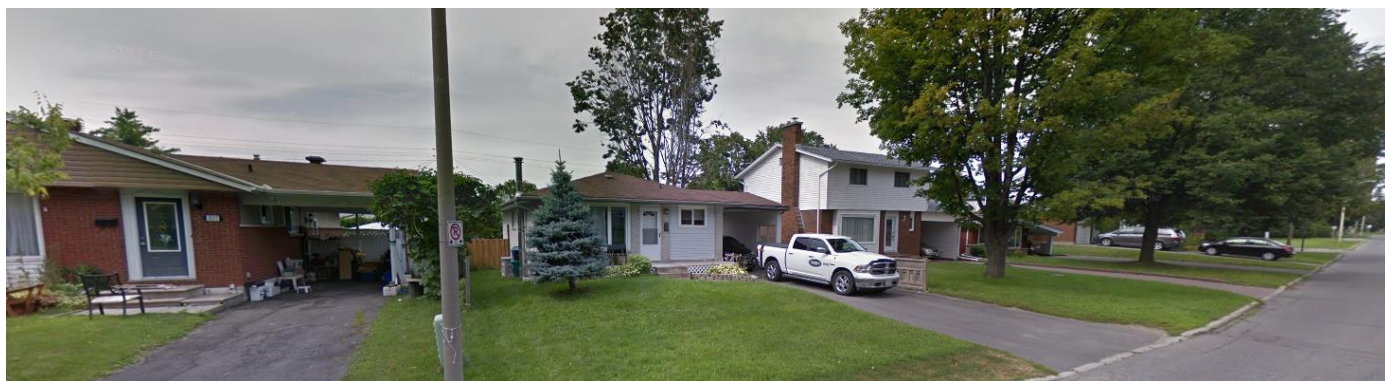


Image 4. Street view of neighbouring properties looking north-east from Draper Avenue (Google Maps, 2017)



Image 5. Street view of Qualicum townhouse development looking south-west from Draper Avenue (Google Maps, 2017)



Image 6. Street view of Phase 3-2 area and Fresh Towns sales centre looking south-east from Morrison Drive





Image 7. Street view of Phase 3-2 and 3-3 areas and Fresh Towns Sales Centre, looking east from Morrison Drive



Image 8. Street view of neighbouring properties looking south-west from Morrison Drive (Google Maps, 2017)



Image 9. Street view of neighbouring properties looking west from Morrison Drive (Google Maps, 2017)

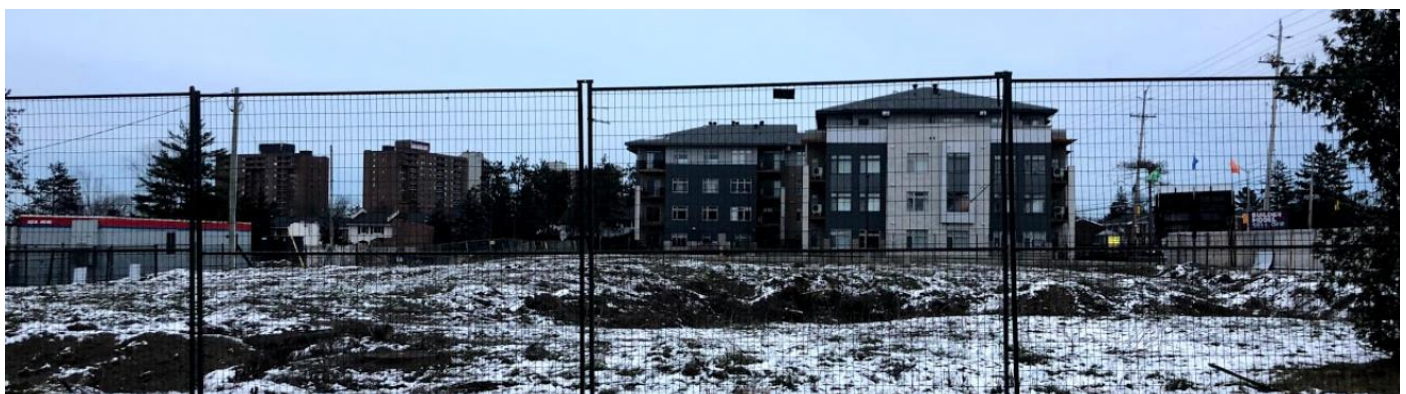


Image 10. Street view of subject site located at 2795 Baseline, Phase 3-3, looking east from Morrison Drive



### 3. PROPOSED DEVELOPMENT

Phase 2 of the Fresh Towns development located at 2795 Baseline Road includes the construction of 4 three-storey townhouse blocks (Blocks 12, 13, 14 and 15), with a total of 32 units. The site functions as a Planned Unit Development under the zoning. The proposal features a mix of back-to-back and row townhouses. Blocks 14 and 15 feature 6 and 8 townhouse units in a row, respectively, while Block 13 features 8 back-to-back townhouse units, and Block 12 features 10 back-to-back units.

Blocks 12 and 13 front onto internal private streets (Street 1 and Street 2), whereas Blocks 14 and 15 front onto one internal street to the north (Street 2), and Baseline Road to the south. Overall, there are 4 different unit styles, each of which feature attached garages.

#### 3.1 Access

There is one proposed access point to the site running north-south, fronting on Baseline Road, which will be shared with the adjacent CCC994 to the east and is in a  $\frac{3}{4}$  semi-circle configuration. This configuration follows the original Site Plan Approval for the adjacent condo building. There is also a proposed emergency fire truck route with an exit along Morrison Drive from Street 2, with a depressed curb along Morrison Avenue and knock-down bollards. These accesses are private streets which will be developed as part of the Phase 2 development. The site at 2795 Baseline Road is not accessible from Phases 3-1 or 3-2 located at the 2710 Draper Avenue site to the north.

#### 3.2 Parking

Each individual townhome has a driveway leading to a garage with enclosed parking. Each of the 32 proposed units will feature single-car garages. An additional parking space is provided for each unit in the private driveways. No designated visitor parking spaces are required; however, four are provided at the communal park located on the Phase 3-2 lands.

#### 3.3 Landscaping

A comprehensive landscape plan was prepared by Levstek Consultants for the site. Each of the townhomes will feature landscaping in the front yards of the development. Blocks 14 and 15 will feature soft landscaping along the south frontage to act as a buffer between the dwelling units and Baseline Road. A communal park along the east side of Morrison Drive will be installed as part of the approved Phase 3-1.

*Table 1. Development details specific to Phase 3-3*

Site Area	3,947.5 m <sup>2</sup>	Parking: Garages	32 spaces
Front Yard Setback (Baseline Road)	3.0 m	Parking: Driveways (Blocks 14/15 only)	14 spaces
Front Yard Setback (Morrison Drive)	6.0 m	Lot Coverage: Driveways	15.8%
Interior Side Yard Setback (Typical)	6.0 m	Lot Coverage: Roads	27.7%
Building Height (3 storeys)	9.0 m	Lot Coverage: Building Footprint	31.9%
Building Area	3,462.5 m <sup>2</sup>	Lot Coverage: Landscape Open Space	24.6%

Figure 5 presents the proposed Site Plan, and Figures 6 through 7 represent the proposed building elevations, prepared by Roderick Lahey Architect Inc. The Landscape Plan prepared by Levstek Consultants Inc. is presented in Figure 8.





Figure 5. Site Plan prepared by Roderick Lahey Architect Inc.















## 4. PROVINCIAL POLICY STATEMENT 2014

The Provincial Policy Statement 2014 (PPS) provides policy direction on planning matters for the Province of Ontario. Decisions affecting all planning matters shall be consistent with the Provincial Planning Policies. The proposed rezoning, for permitting the proposed development, is consistent with the applicable policies of the PPS, as demonstrated below.

**Section 1.1.1** of the PPS states that healthy, livable, and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate range and mix of residential [...] to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;

**Section 1.1.3.2** of the PPS states that:

Land use patterns within settlement areas shall be based on:

- a) densities and a mix of land uses which:
  - 1. efficiently use land and resources;
  - 2. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or economical expansion...
- b) a range of uses and opportunities for intensification and redevelopment...

**Section 1.4.1** of the PPS states that:

To provide for an appropriate range and mix of housing types 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 10 years through residential intensification and redevelopment and, if necessary, 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 to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

The above-noted PPS policies emphasize efficient development that is safe, respects the natural environment, uses available infrastructure, and provides for community needs in both the short- and long-term. The proposed development is an appropriate form of infill that capitalizes on existing services on an urban site. The design of the townhouses as part of a Planned Unit Development allows for a denser development opportunity while maintaining a comfortable scale at the streetscape and within the public realm.

The proposed development represents a form of intensification that fits and functions well within the City's Urban Area. The use of existing municipal roads and services, with the additional internal road network, is also an appropriate and efficient use of resources.



The proposal supports the intensification policies outlined in the PPS through the provision of added density to the inner urban area, while contributing to a range of housing options in an efficient use of land. The scale of the proposed development is appropriate for the surrounding context and adjacent dwellings.

The proposed development is consistent with the policies and objectives of the PPS by providing a compatible, denser, and more efficient use of the land.

## 5. OFFICIAL PLAN

The site is designated General Urban Area in the City of Ottawa Official Plan, as shown in the below extract of Schedule B – Urban Policy Area. The General Urban area “permits all types and densities of housing, as well as employment, retail uses, service, [...] leisure [...] entertainment and institutional uses”. Policies applicable to the proposed development are summarized below.

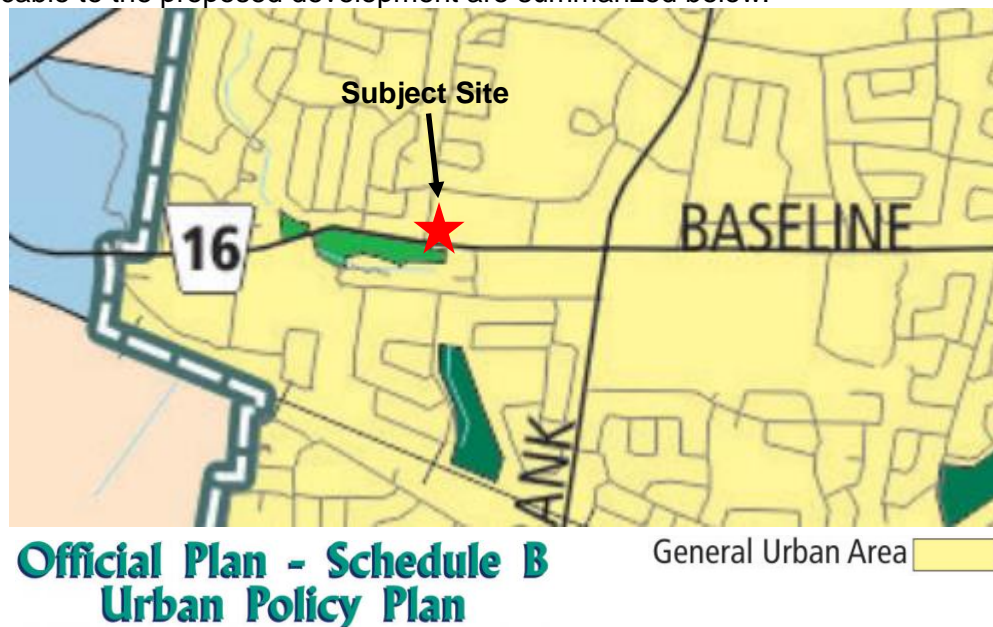


Figure 10. Extract from City of Ottawa Official Plan, Schedule B - Urban Area

**Section 2.1 Patterns of Growth** states that “[g]rowth in the existing designated urban areas will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities”.

**Section 2.2.2 Managing Growth Within the Urban Area** states that: “[...] the policy direction of this Plan is to promote an efficient land-use pattern within the urban area through intensification [...]”.

The applicable policies to the proposed development include:

1. Residential intensification means intensification of a property, building or area that results in a net increase in residential units or accommodation and includes:
  - b. The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification; and,
  - c. Infill development.
3. All intensification will occur in accordance with the provisions of Section 2.5.1, Urban Design and Compatibility, and 4.11, Urban Design and Compatibility, and with Section 4.6.1, Heritage Buildings and Areas.



**Section 2.5.1 Urban Design and Compatibility** states the following: “[t]he Design Objectives of this Plan are qualitative statements of how the City wants to influence the built environment as the city matures and evolves. These Design Objectives are broadly stated, and are to be applied within all land use designations, either at the citywide level or on a site-specific basis. Design Principles further describe how the City hopes to achieve each of the Design Objectives, but may not be achieved or be achievable in all cases; these objectives include:”

1. To enhance the sense of community by creating and maintaining places with their own distinct identity;
2. To define quality public and private spaces through development;
3. To create places that are safe, accessible and are easy to get to, and move through;
4. To ensure that new development respects the character of existing areas;
5. To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice. [OMB decision #2649, September 21, 2006];
6. To understand and respect natural processes and features in development design;
7. To maximize energy-efficiency and promote sustainable design to reduce the resource consumption, energy use, and carbon footprint of the built environment.”

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

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

Infill development may occur virtually anywhere in the city. Infill generally occurs on a single lot or a consolidated number of small lots, on sites that are vacant or underdeveloped. The resulting development may be similar in use and size with adjacent uses, in which case it is generally straightforward to design the infill to be compatible with-or fit well with-its surroundings.”

On December 11, 2013, City Council adopted **Official Plan Amendment 150 (OPA 150)** to implement the completion of the five-year review of the Official Plan. It is notable that Item #137 of OPA 150 proposed an amendment to Section 3.6.1, General Urban Areas. The effect of the amendment in Policy 3 was to generally limit development in areas designated as General Urban Area to four storeys. The proposed development is limited to three storeys and therefore complies with the proposed policy of OPA 150.

The Official Plan emphasizes a need for context appropriate and efficient residential intensification in the General Urban Area and encourages a range of housing types and tenures. The compatibility criteria outlined in Section 2.5.1 and Section 4.11 of the Official Plan are used to evaluate the compatibility of development proposals, based on land uses and built form and their sensitivity to the context of the

surrounding neighbourhood. Section 4.11, Urban Design and Compatibility sets out the policies and the criteria for assessing compatibility of development.

The proposed development of new, low-rise back-to-back and row townhouses offers an opportunity for increased housing options while maintaining an appropriate land use and development pattern for the surrounding context. As a primarily low-rise neighbourhood featuring a range of housing types including single-detached and townhouses, the proposed design has thoughtfully considered the context within the existing streetscape, and features appropriate massing, scale, and materiality for the area.

As demonstrated in the site plan and elevations, the proposed development will be compatible with the surrounding neighbourhood. There will be adequate parking to support the development, with each dwelling unit having an attached garage and individual driveway. There will be appropriate landscaping and amenity areas for the site, with individual rear and/or front yards, as well as a neighbourhood parkette that will be developed as part of Phase 3-1. There will be appropriate access to the site with the development of an internal private road network accessed from Baseline Road that will also be developed as part of Phase 2, and an emergency fire route with knock-down bollards that is accessed from Morrison Drive.

Given the surrounding low-rise residential context, the proposed development is compatible with the surrounding streetscape and will help to animate the street. The proposal provides for a more efficient use of the land by creating medium-density residential accommodations in a variety of housing types as part of a Planned Unit Development on a large, urban lot. The site is fully serviced by municipal water and sanitary services.

There is no Secondary Plan or Community Design Plan applicable to this site. The proposed development conforms to the policies of the City of Ottawa Official Plan 2003, as amended.

## 6. ZONING BY-LAW 2008-250

The subject site is zoned R5A [1700], S247, S282, Residential Fifth Density, Subzone A, with Exceptions and height and setback Schedules, in the City of Ottawa Zoning By-law 2008-250. A range of residential uses are permitted in the R5A zone, including single-detached to mid-high rise apartment buildings. The subject site functions as a Planned Unit Development, which is also a permitted use in the R5A zone.

The purpose of the R5A – Residential Fifth Density zone is to:

- (1) allow a wide mix of residential building forms ranging from detached to mid-high rise apartment dwellings in areas designated as General Urban Area, Mixed Use Centre or Central Area in the Official Plan;*
- (2) allow a number of other residential uses to provide additional housing choices within the fifth density residential areas;*
- (3) permit ancillary uses to the principal residential use to allow residents to work at home and to accommodate convenience retail and service uses of limited size;...*
- (5) regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced; and (By-law 2009-392).*







Figure 11. Excerpt of zoning (GeoOttawa, 2017)

The R5 zone permits the following uses, subject to:

- a) the provisions of subsection 163(3) to (18);
- b) a maximum of ten guest bedrooms in a bed and breakfast;
- c) a maximum of ten residents are permitted in a group home...

- |                                     |                              |
|-------------------------------------|------------------------------|
| < apartment dwelling, low rise      | < planned unit development   |
| < apartment dwelling, mid-high rise | < residential care facility  |
| < bed and breakfast                 | < retirement home, converted |
| < detached dwelling                 | < retirement home            |
| < diplomatic mission                | < rooming house              |
| < duplex dwelling                   | < secondary dwelling unit    |
| < dwelling unit                     | < semi-detached dwelling     |
| < group home                        | < shelter                    |
| < home-based business               | < stacked dwelling           |
| < home-based daycare                | < three-unit dwelling        |
| < linked-detached dwelling          | < townhouse dwelling         |
| < park                              | < urban agriculture          |

Table 1. Performance Standards of the R5A [1700] Zone

Exception Number	Applicable Zone	Additional Land Uses Permitted	Provisions
700 (By-law 2016-279) (By-law 2013-176) (By-law 2012-181) (By-law 2010-315) (By-law 2009-361)	R5A[1700] S247 282	<ul style="list-style-type: none"> <li>– bank machine</li> <li>– convenience store</li> <li>– instructional facility</li> <li>– medical facility</li> <li>– office</li> <li>– personal service business</li> <li>– recreational and athletic facility</li> <li>– restaurant</li> <li>– retail food store</li> <li>– retail store</li> </ul>	<ul style="list-style-type: none"> <li>– maximum number of dwelling units: 400</li> <li>– maximum gross floor area permitted: 34 000 m<sup>2</sup></li> <li>– yard setbacks are as per Schedule 247</li> <li>– maximum building heights as per Schedule 247</li> <li>– a floor or storey of a building that accommodates amenity space such as a gym and party room but does not include dwelling units may project above the height limit to a maximum of 4.0 metres</li> <li>– minimum required parking for residential use: 1.0 parking space per dwelling unit</li> <li>– Despite Table 164B Endnote 1 the additional land uses permitted are permitted subject to:               <ul style="list-style-type: none"> <li>i) the maximum gross leasable floor area for each individual tenancy is 325.15 square metres, except for a medical facility which has a maximum gross leasable floor area of 242.5 square metres</li> <li>ii) the total maximum gross leasable floor area is 1115 m<sup>2</sup></li> <li>iii) the uses are only permitted on the ground floor of buildings that are consistent with Buildings E and F as shown on the concept plan noted as Schedule 282</li> <li>iv) despite clause 85(3)(a) an outdoor commercial patio is permitted anywhere within the shaded area shown on Schedule 247</li> <li>v) the minimum required parking rate for the additional land uses permitted: is 1 space per 92.9 square metres, except for a medical facility which is subject to Section 101.</li> <li>vi) parking is only permitted in Area B on Schedule 247</li> </ul> </li> </ul>

Section 136 of the Zoning By-law was recently amended via an omnibus zoning amendment, and now states that “no more than eight townhouse dwelling units may be in a single row and the maximum number of attached townhouse dwelling units is 16”. Each block of the proposed development complies with this provision.

One variance to the Zoning By-law is required applicable to Block 13, which is to permit setback variances from the internal streets within the Planned Unit Development (per Section 131 of the Zoning By-law).





## 7. SUPPORTING MATERIAL

The following supporting studies and reports for the development of Phase 2 are included with this Site Plan Control Application:

- < Site Servicing Study, prepared by David Schaeffer Engineering Limited;
- < Stormwater Management Report, prepared by David Schaeffer Engineering Limited;
- < Environmental Noise Control Study, prepared by Gradient Wind Engineering Incorporated;
- < Geotechnical Investigation, prepared by Paterson Group; and,
- < Phase 1 Environmental Site Assessment, prepared by Paterson Group.

## 8. CONCLUSION

The subject site is a large, vacant lot that has been previously subject to several applications and subsequent revisions for Site Plan Control. Of these applications, the most recently approved is Phase 3-2 of a Planned Unit Development for the construction of 32 back-to-back townhouses in four blocks and the associated internal road network. Phase 3-2 for the proposed construction of 54 three-storey townhouse units in a mix of back-to-back and row styles has also recently received site plan approval. These phases resulted in the development of a total of 86 units located at the 2710 Draper Avenue site.

The current application is for a Revision to the previous applications located at 2795 Baseline Road and constitute Phase 2 of the Fresh Towns development. This proposal is for the construction of 32 dwellings units and associated internal private streets. This is an amendment to the previously approved application to construct “Building F”, which was a proposed condominium building. The revision is intended to create a site that fits and works well with the context of the Phase 3-1 and 3-2 townhouse developments. The entire site functions as a Planned Unit Development under the Zoning By-law.

The lot and municipal servicing have the capacity to support this type of residential intensification. Careful consideration has been placed into the design of the blocks and buildings, including height, materiality, amenity space, parking, and landscaping. The proposed development respects the existing neighbourhood character, provides adequate parking to accommodate the new residents, and is of massing, scale, and density that is appropriate and permitted within the neighbourhood. The mix of freehold back-to-back and row townhouses will provide opportunity for a diversity of housing choice, which is desirable within the City’s urban area.

The proposal is consistent with the Provincial Policy Statement, 2014, conforms to the policies of the City of Ottawa Official Plan, and complies with the City of Ottawa’s Zoning By-law 2008-250. The proposed development represents good land use planning and is recommended for approval.

Respectfully submitted,

Lloyd Phillips & Associates Ltd.



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Lloyd Phillips, RPP MCIP  
Principal

