

Subject: Zoning By-law Amendment - 3317 Navan Road

File Number: ACS2024-PRE-PS-0017

Report to Planning and Housing Committee on 28 February 2024

and Council 6 March 2024

**Submitted on February 16, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

Contact Person: Shoma Murshid, Planner 2, Development Review East

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Ward: Orléans South-Navan (19)

Objet: Modification du Règlement de zonage – 3317, chemin Navan

Dossier: ACS2024-PRE-PS-0017

Rapport au Comité de la planification et du logement

le 28 février 2024

et au Conseil le 6 mars 2024

**Soumis le 16 février 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

**Personne-ressource : Shoma Murshid, Urbaniste 2, Examen des demandes
d'aménagement est**

613-580-2424 ext.15430, Shoma.Murshid@ottawa.ca

Quartier : Orléans-Sud-Navan (19)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to the Zoning By-law (By-law No. 2008-250) for 3317 Navan Road, as shown in Document 1, to permit the development of three four-storey apartment buildings on the subject property, as detailed in Document 2.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of March 6, 2024,” subject to submissions received between the publication of this report and the time of Council’s decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d’approuver une modification du *Règlement de zonage* (n° 2008-250) pour le 3317, chemin Navan, comme le montre le document 1, en vue de permettre l’aménagement de trois immeubles résidentiels de quatre étages sur la propriété visée, comme l’explique en détail le document 2.
2. Que le Comité de la planification et du logement donne son approbation afin que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux “exigences d’explication” aux termes de la *Loi sur l’aménagement du territoire*, à la réunion du Conseil municipal prévue le 6 mars 2024 », sous réserve des observations reçues entre le moment de la publication du présent rapport et la date à laquelle le Conseil rendra sa décision.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

3317 Navan Road

Owner

2628576 Ontario Inc.

Applicant

Novatech Engineering

Architect

N/A

Description of site and surroundings

The subject property is located in Orleans on the north side of Navan Road, approximately 800 metres east of Renaud Road, within the East Urban Community. The site is an irregular shaped parcel that totals approximately 15,733 square metres (1.57 hectares) in lot area and has 158 metres of frontage on Navan Road. The site is currently vacant and forested and is south of Phase 1 - Ashcroft Homes' Eastboro subdivision. The Eastboro subdivision primarily consists of stacked townhouses with some detached and semi-detached dwellings. The lands to the east of the site are also owned by Ashcroft and are part of Phase 2 Eastboro. To the south, across Navan Road, are existing detached dwellings, outdoor storage yards and home-based businesses on lots zoned Development Reserve or Heavy Industrial. Also, to the southwest is Waste Connections Canada landfill (WCC).

Summary of proposed development

The applicant has submitted a Zoning By-law Amendment application and a Site Plan Control (File D07-12-23-0085) application to permit the development of three four-storey apartment buildings on the subject site.

The proposed development will contain 164 total dwelling units - 55 units each in buildings A and B, and 54 units in building C. Buildings A and B will contain 31-one-bedroom units, 17 two-bedroom units, and seven three-bedroom units. Building C will contain 31 one-bedroom units, 16 two-bedroom units, and seven three-bedroom units.

A total of 230 vehicle parking spaces are proposed, with 146 parking spaces located in an underground parking garage and 84 parking spaces located at grade, 33 of which will be designated for visitor parking. 85 bicycle parking spaces will also be provided, with 45 spaces at grade and the remainder in the underground parking garage.

Vehicular access will be from Esselmont Street, a proposed public street within the currently draft-approved Phase 2 Eastboro subdivision. A sidewalk connection to Navan Road will provide pedestrian access to the east- and westbound bus stops approximately 30 metres west of the site. Sanitary connection for this proposed development will be to Navan Road. Stormwater management will be controlled on-site and be funneled to Navan Road. The water service connection for the subject site and the proposed three buildings are predicated on a watermain connection from the future Phase 2 Eastboro subdivision, via Esselmont Street.

Summary of requested Zoning By-law amendment

The subject lands are currently zoned Development Reserve (DR). The purpose of the DR zone is to identify lands intended for future urban development and to limit permitted uses to those that will not preclude future development options. In order to facilitate the proposed development, the applicant is proposing to re-zone the site to Residential Fourth Density, Subzone Z (R4Z). Since Eastboro's Phase 2 subdivision remains in Ashcroft's ownership and the City has not assumed ownership of Esselmont Street or the water connection within it - both of which are required to service the proposal, staff are recommending a holding provision apply to the proposed R4Z zone.

DISCUSSION

Public Consultation

Notification and public consultation were undertaken in accordance with Council's Public Notification and Public Consultation Policy for Zoning By-law amendments. The holding of a formal City-organized public information session during the public consultation period was not required.

A total of seven written submissions were received from members of the public. One resident wrote in support while the remaining six opposed the density, mass and potential exacerbation to an existing community traffic problem. A summary of the public comments and staff responses have been provided in Document 4.

Official Plan designation(s)

The site is identified as 'Neighborhood' on Schedule B8 – Suburban (East) Transect of the Official Plan (OP). Below is a summary of core Suburban Transect and Neighbourhood policies that support the proposed development:

Suburban Transect Policies (Section 5.4)

- Recognizes suburban built form while supporting evolution towards a 15-minute neighbourhood.
- Where the lot fabric can provide a suitable transition to abutting Low-rise areas, intensification within the height cap of four-storeys may be permitted.

Neighbourhood Policies (Section 6.3)

- Permitted building heights in Neighbourhoods shall be low-rise.
- 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 full range of low-rise housing options.

Other applicable policies and guidelines

The site is designated 'Institutional' in the East Urban Community – CDP for the Phase 1 Area (CDP), which are intended to develop as institutional uses such as schools, emergency services and places of worship. The CDP states that when a school board releases and/or the City also releases its option to develop an institutional use at this site, the medium density designation for residential uses will apply. In this case, the proposed housing typology provides a diversified stock of housing and tenure within an otherwise lower density residential neighbourhood to the north to accommodate different types of family structures over time, consistent with the medium density designation.

The proposed site design and layout is also consistent with the CDP. Building C fronts onto a public street with principal entries clearly visible from Navan Road. The orientation and placement of windows will not disrupt the privacy of residents in adjacent homes, or impinge on appropriate access to light, views, and privacy for existing and proposed buildings. Lastly, the parking areas will not dominate street frontages, and are located internal to the site.

Planning rationale

Planning staff recommend approval of the proposed residential development with a holding provision. To facilitate consideration of the Zoning By-law amendment prior to the available road access and watermain connection from Esselmont Street, the applicant has agreed to a Holding Zone. Once the road needed for access and watermain required to service the site are assumed by the City, the applicant can apply to lift the Holding Zone. Timing of these actions is dependent on Ashcroft finalizing its subdivision.

This Zoning By-law amendment approval achieves policies in the Council-approved Official Plan and East Urban Community CDP. The proposal also provides residential intensification, in a four-storey typology, on the edge of a low-lying residential neighbourhood. The typology is the most intensive within the group of housing classified as low-rise but is desirable on lands that back onto low-lying residential uses and also fronts onto Navan Road, an arterial, within the Neighbourhood designation of the OP and in the CDP.

The proposed built form transitions well into the surrounding context. The change to the zoning will permit an increase in density while ensuring appropriate heights, setbacks and rights to privacy are maintained by the adjacent low-lying residential lands. Finally, a holding zone will apply to ensure development does not proceed until such time as the site is serviced by a public road and can tie into a municipal watermain.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

N/A

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Kitts provided the following comments:

I want to highlight that the applicant has informed the City of the prospect of seeking CMHC approval for a portion of units to be designated as “affordable,” which must be applauded.

However, as always, my concerns with the proposal revolve around the exacerbated transportation challenges in Ward 19. I do not find the TIA adequately considers the broader transportation network context.

The proposal offers one singular point of exit / entry for the development. Meaning all vehicles traveling in east or southbound directions will be using the unsignalized intersection at Renaud / Markinch. In the southwest corner of this intersection is an elementary school and on the southeast corner, existing residential poses a sightline issue for those turning right onto Renaud.

It doesn't appear that the lived experience of turning left from northbound Markinch to westbound Renaud has been contemplated. I foresee a major safety concern with the compounding factors of volume on Renaud, presence of an elementary school, and lack of traffic control measures at this intersection.

Allowing development to proceed without the infrastructure in place to support it has become common practice in Ward 19, and this development will most certainly create similar issues to those we have seen at Lamarche / Innes.

With a ratio of 164 apartments to 230 parking spots, the modal share for this development seems to adequately acknowledge the lack of efficient transit and active transportation options in this area, which is also devoid of commercial amenities. Thus, we create another medium-density car-dependent community in an area where development is outpacing infrastructure rapidly.

While the proposed development presents opportunities to address housing needs and affordability which I welcome, it cannot come at the expense of unsafe infrastructure, increased emissions, and reduced quality of life in Bradley Estates.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the recommendations contained within this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this application. The proposed building and final layout will be required to meet the accessibility criteria for the Province and within the Ontario Building Code.

ECONOMIC IMPLICATIONS

There are no economic implications with this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental impacts associated with this application.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- A city that has affordable housing and is more liveable for all
- A city that is more connected with reliable, safe and accessible mobility options

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-23-0054) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the subject site's lack of serviceability, which will only be resolved when the subdivision to the east (Eastboro Phase 2) is registered.

SUPPORTING DOCUMENTATION

Document 1 Location Map / Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Site Concept and Proposed Elevations

Document 4 Consultation Details

CONCLUSION

Planning staff recommend approval of the Zoning By-law amendment at 3317 Navan Road with a Holding provision. The proposal aligns with the Council-approved Official Plan and East Urban Community Plan. Once the Holding Zone has been lifted, the site will be deemed serviceable.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

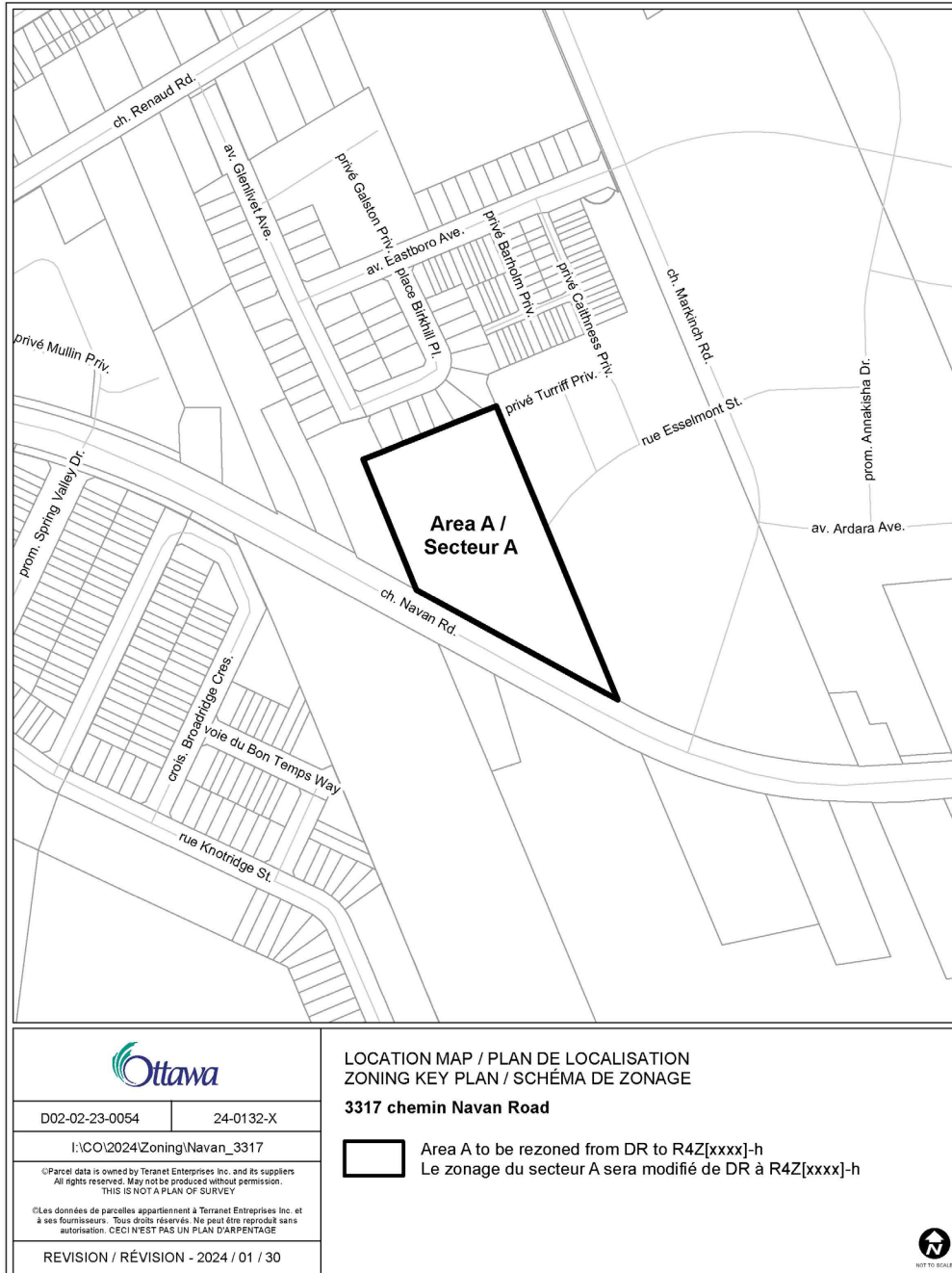
Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map / Zoning Key Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.com)

The subject property is located in Orleans on the north side of Navan Road, approximately 800 metres east from Renaud Road, within the East Urban Community neighbourhood.

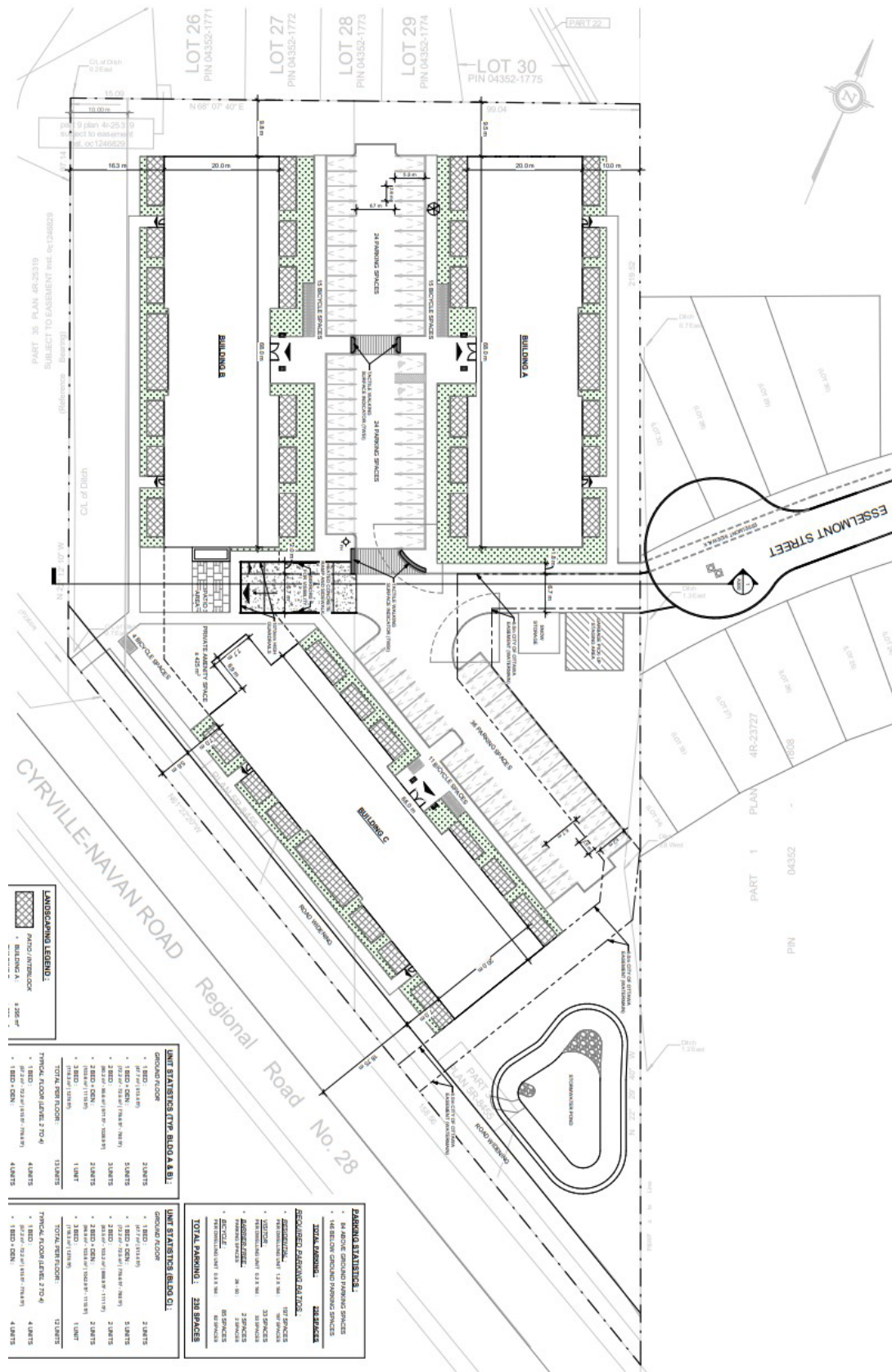


Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 3317 Navan Road:

1. Rezone the lands as shown in Document 1, from DR to R4Z[XXXX]-h
2. Add a new exception [XXXX] to Section 239, Urban Exceptions, with provisions similar in effect to the following:
 - a. In Column II, Applicable Zoning, add the text, “R4Z[XXXX]-h”
 - b. In Column V, include provisions similar in effect to the following:
 - i. The holding symbol shall not be removed until:
 1. It is demonstrated to the satisfaction of the General Manager, Planning, Real Estate and Economic Development that a municipal watermain is available to service the development.
 2. The ownership of Esslemont Street is transferred to City.

Document 3 – Site Concept and Elevations



LANDSCAPING LEGEND

- Grass
- Plantings
- Water
- Other

UNIT STATISTICS (TP, BLD A & B)

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| CONCEPT FLOOR | 2,000 |
| 1ST FLOOR | 2,000 |
| 2ND FLOOR | 2,000 |
| 3RD FLOOR | 2,000 |
| 4TH FLOOR | 2,000 |
| 5TH FLOOR | 2,000 |
| 6TH FLOOR | 2,000 |
| 7TH FLOOR | 2,000 |
| 8TH FLOOR | 2,000 |
| 9TH FLOOR | 2,000 |
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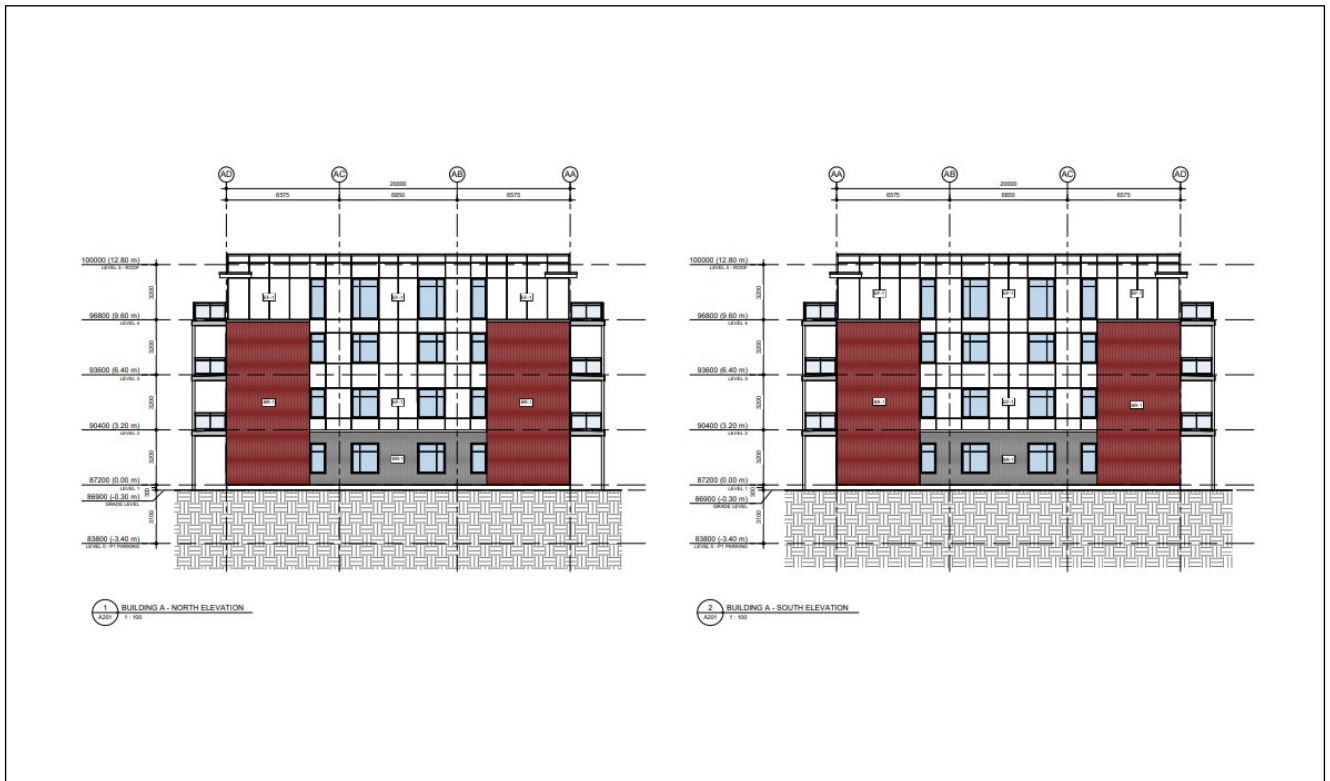
UNIT STATISTICS (TP, BLD C)

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| CONCEPT FLOOR | 2,000 |
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Concept Site Plan



Elevations – Front and Back Facades



Elevations – Side Facades

Document 4 – Consultation Details

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by City Council for Zoning By-law amendments. City staff received seven written comments in response to the concurrent notice for the Zoning By-law amendment and Site Plan Control application. The majority oppose the massing, density and traffic impacts related to the proposal. Below is a summary of the resident comments, concerns and the corresponding City responses.

Public Comments and Responses

Comment: This proposed adds traffic and will exacerbate the existing traffic congestion experienced on Navan Road during peak periods.

Response: The traffic generated from this site will have a nominal effect on the proposed local residential right of way traffic as Esselmont Street has been designed to accommodate this proposed peak flow and to funnel it to the appropriate arterials and collectors. On-street parking overflow is not predicted to occur as this site meets the Zoning By-law's parking requirements. A total of 230 parking spots, with 146 parking spaces are being provided in an underground parking garage. Eight-four spaces are located at-grade, including the required visitor's parking. A sidewalk connection to Navan Road will provide pedestrian access to the east- and westbound bus stops approximately 30 metres west of the site as well.

Comment: Concern over loss of the forested parcel, particularly regarding the failure to retain any trees and wildlife.

Response: This site did not trigger the need for a supporting Environmental Impact Statement as there were no identifiable species at risk. The accompanying Tree Conservation Report submitted with this proposal also identified there were no significant habitat or species. Under the accompanying Site Plan Control process, the City will continue to balance a private landowner's right to develop with opportunities to add trees on-site.

Comment: Concern over height of proposed buildings, and that that proposed density is too high.

Response: The proposed height is 13 metres or four-storeys high for each building. The closest two-storey single detached residential building will be approximately 15

metres away from the four-storey apartment building and it will be the narrowest part of the building - its side façade. The other pie-shaped residential single detached lot to the north will be approximately 13 metres away from the other four-storey's side façade. The highest points of the planned unit development's residences will be setback from the existing residences to the north by a minimum of 13 metres. The density to be achieved at this location, as per the CDP is medium density, which is a density higher than the lands directly to the west, north and east.

Comment: Questions over affordability of proposed housing, and whether the proposed is adding to needed housing stock.

Response: The City understand that these 164 residential units will be added to the housing's rental stock –a stock which needs more tenancy options. Additionally, the landowner is seeking CMHC approval for a certain proportion of the units to be qualified as 'affordable'.