



**STRIK
BALDINELLI
MONIZ**

PLANNING • CIVIL • STRUCTURAL • MECHANICAL • ELECTRICAL

PLANNING & DESIGN REPORT

3637 COLONEL TALBOT ROAD, LONDON

**PROPOSED ZONING BYLAW AMENDMENT
TO PERMIT 30 TOWNHOUSE DWELLINGS**

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SBM-21-0999

January 2023



Attn: Michael Corby
Manager, Current Planning
City of London
355 Wellington Street
London, Ontario N6A 3N7

28 February 2023
SBM-21-0999

RE: Planning & Design Report – 3637 Colonel Talbot Road, London

Dear Mr. Corby,

Strik, Baldinelli, Moniz Ltd. has been retained by SOFCO Properties to coordinate the preparation and submission of a Zoning By-law Amendment (ZBA) application for landholdings municipally addressed 3637 Colonel Talbot Road in southwest London.

This report provides an introduction and policy review of the proposed development and the applicable relevant provincial and municipal policies. The application is being brought forward to permit the development of 30 townhouse units located on underutilized land behind the existing single detached dwelling at 3637 Colonel Talbot Road (Lambeth) in London.

It is our opinion that the proposed ZBA application is warranted for review and would be consistent with the Provincial Policy Statement, conforms with the general intent of the London Plan Policies, and would represent sound land use planning.

Respectfully submitted,

Strik, Baldinelli, Moniz Ltd.

Planning • Civil • Structural • Mechanical • Electrical



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CONTENTS

1	Introduction	2
2	Site Description	2
3	Surrounding Land Uses	3
4	Spatial Analysis	4
4.1	Regional Spatial Analysis	4
4.2	Site Specific Spatial Analysis	4
5	Development Concept	8
5.1	Design Objectives	9
5.2	Design Considerations	9
6	Technical Review	9
6.1	Archaeological Assessment (Stage 1-2)	9
6.2	Southwinds Channel (Clayton Walk Park) Reconstruction	9
6.3	Sanitary Servicing	9
7	Planning Policy Framework	10
7.1	Provincial Policy Statement (PPS)	10
7.2	The London Plan	11
7.3	Southwest Area Secondary Plan (SWASP)	12
8	Zoning Bylaw Amendment (ZBA) Request & Analysis	13
8.1	Existing Zoning	13
8.2	Pre-Application Consultation	13
8.3	Proposed Zoning Bylaw Amendment	14
8.4	Requested Special Provisions	16
8.5	Requested Zoning Bylaw Map Amendment	16
9	Closing	17

FIGURES

Figure 1.	Subject Lands – Aerial View	2
Figure 2.	Street view of 3637 Colonel Talbot Road showing the existing single detached dwelling and driveway (looking northwest from Colonel Talbot Road)	3
Figure 3.	Street view of 3637 Colonel Talbot Road showing creek restoration work (2022) being completed on the Clayton Walk Park tributary (looking west from Colonel Talbot Road)	3
Figure 4.	Oblique view of surrounding lands and site context (Source: Google Earth)	4
Figure 5.	Regional Spatial Analysis (800m Radius)	5
Figure 6.	Site Specific Spatial Analysis	6
Figure 7.	Conceptual Site Plan	7
Figure 8	Conceptual Front Elevation –Townhouse	8
Figure 9.	Conceptual Rear Elevation –Townhouse	8
Figure 10.	The London Plan, Map 1, Place Types	10
Figure 11.	Southwest Area Secondary Plan, Schedule 6, Lambeth Residential Neighbourhood Land Use Designations	12
Figure 12.	Proposed Zoning Bylaw Amendment	17

BIBLIOGRAPHY

Provincial Policy Statement, 2020

The London Plan

Southwest Area Secondary Plan

City of London Zoning By-Law Z.1

1 INTRODUCTION

The purpose of the following land use Planning Justification Report is to evaluate a proposed Zoning By-Law Amendment (ZBA) application for the lands at 3637 Colonel Talbot Road (the “Subject Lands”, **Figure 1**) within the context of existing land use policies and regulations, including the Provincial Policy Statement, the City of London Official Plan, The London Plan, Southwest Area Secondary Plan, and the City of London Zoning By-law.

The applicant is seeking an amendment to the Zoning Bylaw from the Residential (R1-16, h-17) Zone to the Residential (R5-2 and R1-16) Zones. The intent of the proposed application is to permit the development of 30 townhouses to infill the vacant lands at the rear of the single detached dwelling lot.



Figure 1. Subject Lands – Aerial View

2 SITE DESCRIPTION

The Subject Lands are located in the southwest quadrant of the City of London, within the Lambeth neighbourhood. The proposed development site is comprised of one lot, approximately 1.8 hectares (4.4 acres) in area, with approximately 91m (299 ft) of frontage along Colonel Talbot Road. There is presently a single detached dwelling, a garage and a vacant barn situated on the Subject Lands. The single detached dwelling and garage are to be retained, while the vacant barn would be demolished and removed from the site. The lands are generally flat, sloping toward the ravine to the north, and consists of

mostly manicured lawn (refer to **Figure 1**). A portion of the subject lands are adjacent to the Clayton Walk Park and a tributary of the Dingman Creek, which is regulated by the Upper Thames River Conservation Authority (UTRCA). **Figure 2** and **Figure 3** reflect the existing context of the Subject Lands viewed from Colonel Talbot Road.



Figure 2. Street view of 3637 Colonel Talbot Road showing the existing single detached dwelling and driveway (looking northwest from Colonel Talbot Road).



Figure 3. Street view of 3637 Colonel Talbot Road showing creek restoration work (2022) being completed on the Clayton Walk Park tributary (looking west from Colonel Talbot Road).

3 SURROUNDING LAND USES

The surrounding uses consist of low density residential (single detached homes), open space, and agricultural lands that are planned for residential development or already under construction. More specifically:

- North:** Directly abutting the Subject Lands is the Clayton Walk Park, consisting of a tributary of the Dingman Creek that has recently undergone creek and riparian reconstruction, including new walking path. A new medium density residential development, consisting of 24 townhouse dwellings is also under construction further north (south of Clayton Walk);
- East:** Across Colonel Talbot are agricultural lands planned for future residential development and extension of the Clayton Walk Park/Open Space system.
- South:** Directly abutting the Subject Lands, is a low-density residential neighbourhood consisting of single detached dwellings; and
- West:** Adjacent to the Subject Lands is a recently built low density residential site consisting of 30 single detached dwellings.

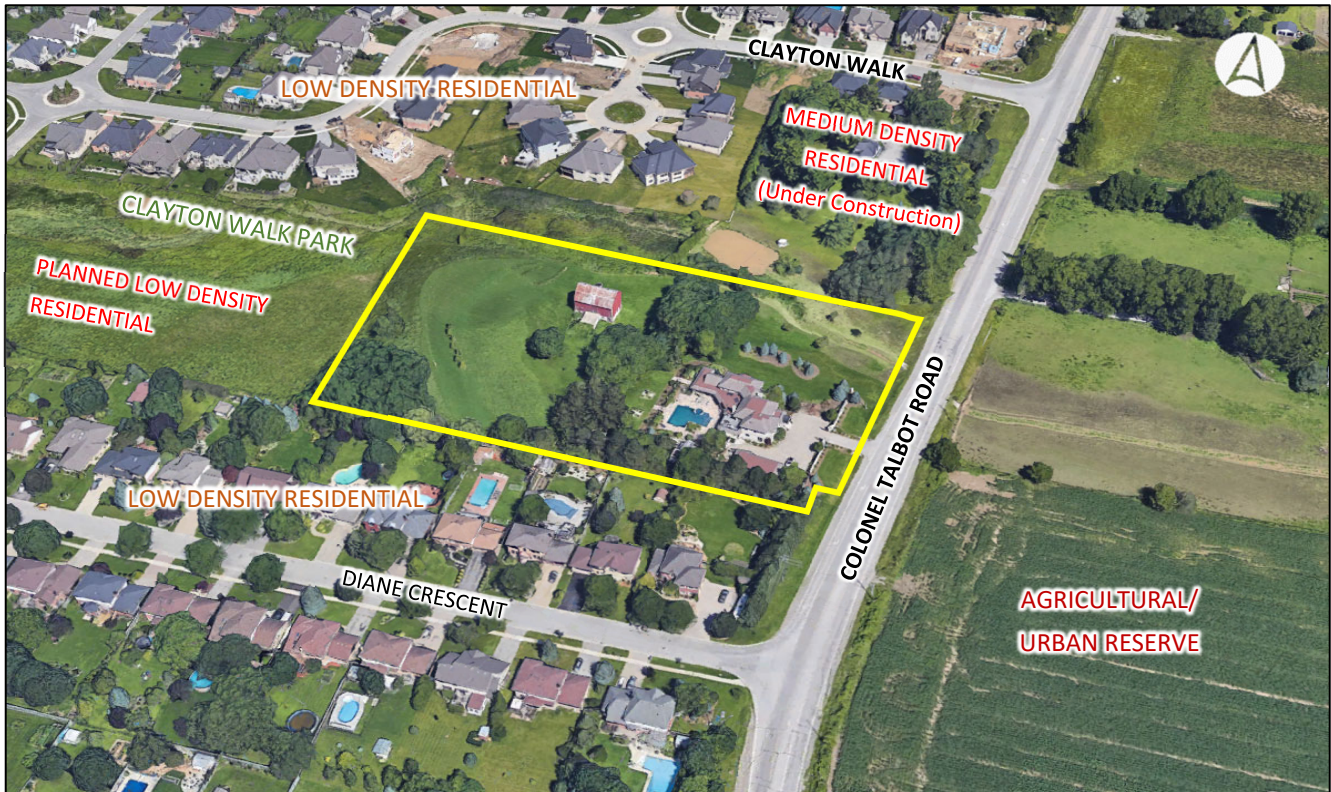


Figure 4. Oblique view of surrounding lands and site context (Source: Google Earth)

4 SPATIAL ANALYSIS

4.1 Regional Spatial Analysis

The Subject Lands are located within the Talbot Neighbourhood that is actively being developed as a primarily low and medium density residential neighbourhood. **Figure 5** illustrates the community context within a 400m and 800m radii, representing straight line walking distances of 5 and 10 minutes, respectively.

Colonel Talbot Road is a two lane arterial roadway serving the surrounding communities with direct connection to Highways 401 and 402 to the south. Sidewalk connections are currently not provided in this area of Colonel Talbot Road, but are planned for future extension as development continues in the area. Bus transit is also anticipated to be extended to the area as lands are developed and population increases. Presently, there are no sidewalks or public transit facilities within the 800m site radius.

4.2 Site Specific Spatial Analysis

Composition and Built Form: The Subject Lands are presently developed with a single detached dwelling and two accessory buildings. The existing residential building and detached garage are to remain, while the vacant barn toward the rear of the property is planned to be demolished and removed to allow for the proposed townhouse development.

Edge Conditions: The site is afforded frontage along Colonel Talbot Road, currently a two-lane arterial roadway without sidewalks, although it is anticipated that sidewalks would be extended as development continues within the area. The Subject Site is adjacent to natural hazard lands, consisting of a creek, riparian area and pedestrian walkway.

The south and west property limits have been identified as “residential interface”, where consideration is needed for the abutting single detached dwellings. Directly to the south is a low-density neighbourhood consisting of two storey single detached dwellings with large rear yard setbacks between the dwellings and the mutual property line. West of the Subjects Lands are comprised of recently constructed single detached dwellings. New development to the north of Clayton Walk Park, is currently underway to create 24 new townhouses.

Vehicle Access: There is presently one driveway from Colonel Talbot Road accessing the Subject Lands. One additional vehicle access would be required to provide vehicle access to the townhouse units via shared drive aisle.



Figure 5. Regional Spatial Analysis (800m Radius)



Figure 6. Site Specific Spatial Analysis

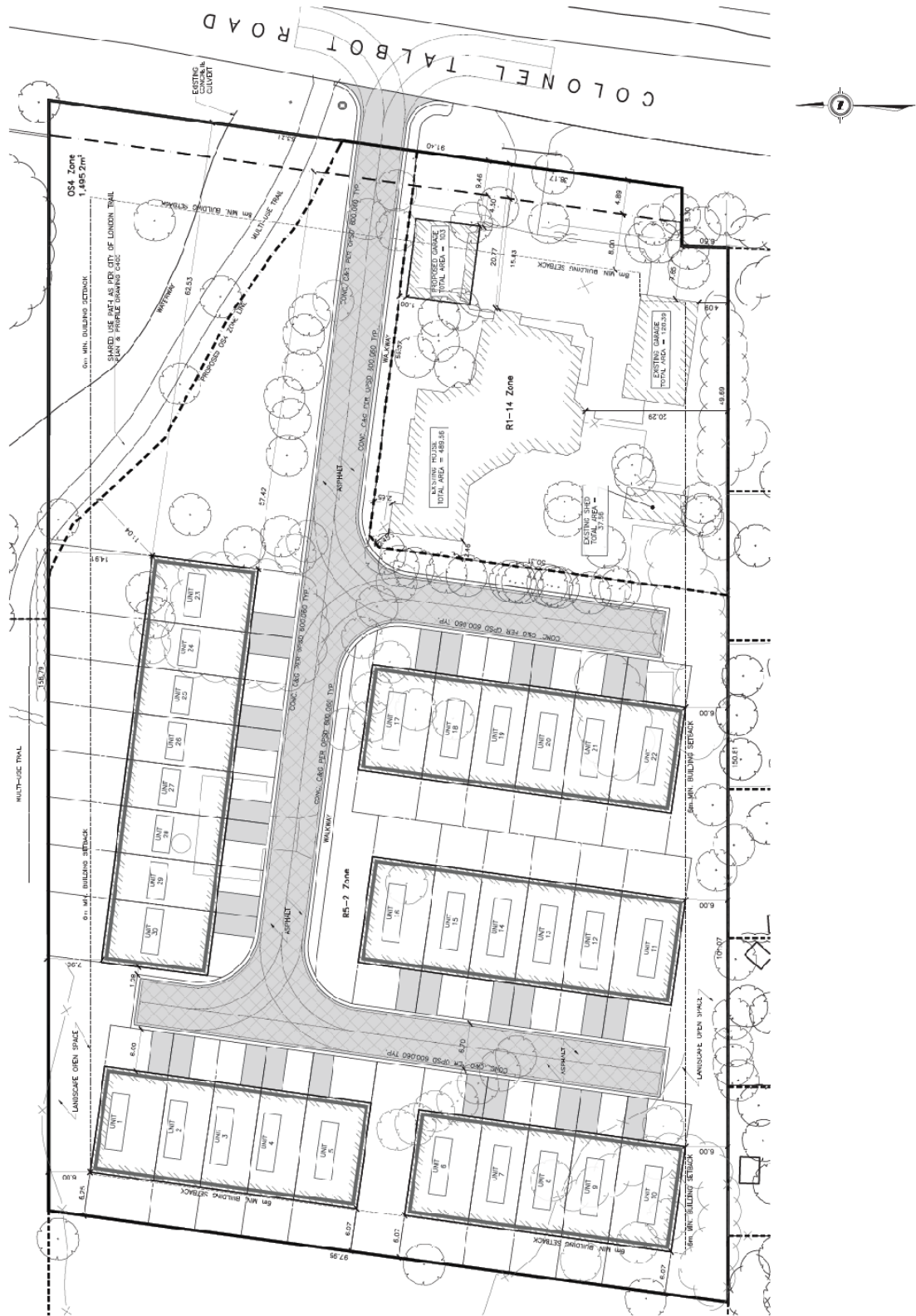


Figure 7. Conceptual Site Plan

5 DEVELOPMENT CONCEPT

The proposed development envisions a medium density residential infill development creating 30 additional townhouse dwelling units, contained in 5 buildings with 5-8 units in each building. The proposed site layout would retain the existing single detached house at the front interfacing with Colonel Talbot Road and locating all Townhouses to the rear of the site. Access to residential dwellings are proposed via new private road that is separately accessed from Colonel Talbot Road. The existing south access would maintain private access to the existing single detached house, while the proposed access further north would provide access to the townhouse units. The Conceptual Site Plan is illustrated in **Figure 7**.

Private amenity space would be provided as landscaped open space, which is accessed to the rear of each townhouse unit. The ravine to the north also create a unique natural amenity space and would remain natural open space.

The proposed new buildings would be designed to complement the existing neighbourhood character, with a maximum height of 2.5 storeys, select architectural elements, and a luxurious built form. **Figure 8 and Figure 9** illustrate the conceptual and preliminary front and rear building elevations, respectively.



Figure 8 Conceptual Front Elevation –Townhouse



Figure 9. Conceptual Rear Elevation –Townhouse

5.1 Design Objectives

The surrounding area is characterized by low density residential land uses with agricultural lands planned for future development, designated for higher intensity uses fronting onto Colonel Talbot Road. The Subject Lands are large enough to retain the existing single detached dwelling and accommodate an appropriately sized infill development to the rear of the site; therefore, the design goals and objectives for this redevelopment include:

- Provide an infill development that makes efficient use of lands and services and that is compatible with, and complementary to, the existing and planned residential development in the area; and
- Provide a residential development that is respectful of the adjacent creek and ravine area.

5.2 Design Considerations

Surrounding Context: Consideration of the single detached buildings to the south and west has been given. The height, density, and setbacks of the proposed townhouse buildings would be considered compatible with these sensitive land uses.

Relationship to the Ravine: The proposed townhouse buildings along the north property limit would be appropriately setback from the creek and delineated to prevent encroachment. A multi-use trail is located along the creek, allowing public west-east access to Colonel Talbot Road. Buildings would be oriented along the property limit to discourage pedestrian access through private property.

6 TECHNICAL REVIEW

6.1 Archaeological Assessment (Stage 1-2)

Stantec Consulting Ltd. completed a Stage 1-2 Archaeological Assessment dated March 2022 and is submitted under separate cover. The Stage 1 review identified that the subject lands had archaeological potential and a Stage 2 Assessment was recommended. The Stage 2 field assessment was conducted in October of 2021, including a test pit survey, and no archaeological resources were identified.

The assessment concludes that the site may be considered free of further archaeological concern and no further archaeological assessment of the property is recommended. The Assessment has been submitted to the Ministry of Tourism, Culture and Sport for review and to be entered into the Ontario Public Register of Archaeological Reports

6.2 Southwinds Channel (Clayton Walk Park) Reconstruction

The City of London have recently undertaken the Southwinds Channel Reconstruction project (2021-2022) to the north of the subject lands. This project reconstructed the creek channel, increasing stormwater flow capacity and bank stability, and added a new multiuse pathway adjacent to the creek channel.

6.3 Sanitary Servicing

The proposed development has been reviewed and a Sanitary Servicing Brief (September 2022) was completed by Stantec Consulting Ltd. to demonstrate an adequate outlet and connection to the sanitary sewers on Colonel Talbot Road. The proposed development would be serviced via existing 450mm trunk sewer on Colonel Talbot Road, to the Colonel Talbot

Pumping Station. The Brief confirms that the existing sanitary infrastructure has sufficient capacity to accommodate the proposed development.

7 PLANNING POLICY FRAMEWORK

7.1 Provincial Policy Statement (PPS)

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act “provides policy direction on matters of provincial interest related to land use planning” in order to ensure efficient, cost-efficient development and the protection of resources. The proposed development is consistent with the PPS and more specifically supports the following policies:

- The subject lands are located within the urban growth boundary, along planned arterial corridors with direct access to Highways 402 & 401 (Sections 1.1.3.1 and 1.1.3.2) and, as such, the proposed development promotes cost-effective development to minimize land consumption and servicing by utilizing existing facilities (Sections 1.1.1.b-e, h and 1.6.6.2).
- The proposed development makes efficient use of land and municipal services, is located in a developing neighbourhood, supports alternative modes of transportation, is sensitive to adjacent properties, and would not create adverse impacts (Sections 1.1.3.2 and 1.1.3.3).
- The proposed development provides a compact development and contributes to the multi-family housing typology that improves housing options and is an appropriate location for intensification (Sections 1.4.1 and 1.4.3).
- The use of existing and planned municipal infrastructure are being optimized and coordinated through the proposed development along Colonel Talbot Road and in the surrounding developing areas (Section 1.6.6).

Based on the above, it is the opinion of the writer that the proposed Zoning By-Law Amendment is consistent with the policies of the 2020 Provincial Policy Statement.

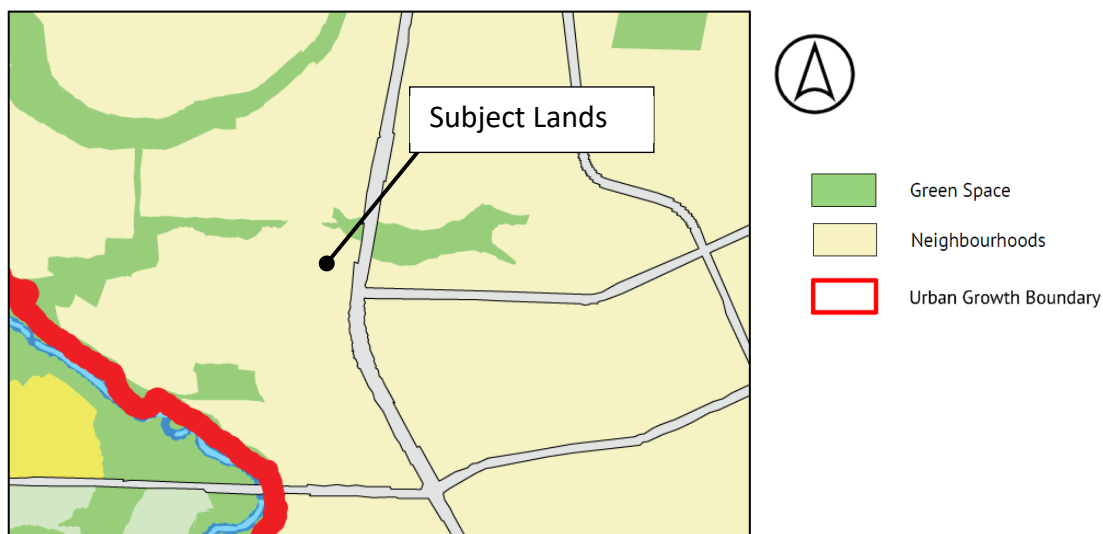


Figure 10. The London Plan, Map 1, Place Types

7.2 The London Plan

The London Plan (TLP) identifies the Subject Lands as being within the “Neighbourhoods” Place Type per Map 1, and fronting onto a “Civic Boulevard (Colonel Talbot Road)”, per Map 3 (Figure 10).

The intent of the Neighbourhoods place type is to permit a range of residential land uses and intensities that are compatible in form and offer a variety of housing choice, particularly with higher intensity/density along higher-order streets. The intent and approach of this place type is:

“to balance neighbourhood stability and predictability with the goals of creating neighbourhoods that allow for different housing types, an appropriate mix of uses, affordability, aging in place, and vibrant, interesting communities” (Policy 919.6)

TLP lists the permitted uses for sites within the “Neighbourhoods Place Type” with frontage onto an “Civic Boulevard”, to include Townhouses (Table 10) up to four storeys in height (Table 11).

Urban design considerations associated with the “Neighbourhoods” place type are outlined in Policies 189-306 of the City Design chapter of TLP. The overarching design objectives are listed in Policy 193:

1. A well-designed built form throughout the city.
2. Development that is designed to be a good fit and compatible within its context.
3. A high-quality, distinctive and memorable city image.
4. Development that supports a positive pedestrian environment.
5. A built form that is supportive of all types of active mobility and universal accessibility.
6. High-quality public spaces that are safe, accessible, attractive and vibrant.
7. A mix of housing types to support ageing in place and affordability.
8. Sustainably designed development that is resilient to long-term change.
9. Healthy, diverse and vibrant neighbourhoods that promote a sense of place and character.

Response: The components of this proposal have been designed to achieve the applicable listed objectives in the following manner. The proposed development would:

- **be compatible with existing and planned residential land uses surrounding the subject site and would not significantly impose on or impede the ongoing use of surrounding agricultural lands.**
- **create a distinctive street edge along an arterial intersection, creating a distinctive streetwall and activating the public realm, bolstering a sense of place.**
- **support walkability by linking the site via walkways to the sidewalk network as well as the proximal multi-use trails, thereby improving transit use/viability and increasing the potential ridership base.**
- **be designed in accordance with Ontario Building Code and Zoning Bylaw regulations that ensure the capability for universal accessibility.**
- **be designed with 360 architecture, using high-quality materials, lighting and colour, and designed to minimize massing and promote a human-scale development.**
- **contribute to housing options within an growing Lambeth community that is presently dominated by single detached dwellings.**

The City Design policies of TLP are mainly addressed and would be further refined through the Site Plan Approval process, including design considerations for positive pedestrian environment, connectivity, landscaping, etc.

Policy 1556-1565 of The London Plan contains policies related to Secondary Plans, specifically 1558 which outlines the following:

“Secondary plans will be adopted by City Council and form part of The London Plan. Where there is a conflict or inconsistency between the parent policies or maps of The London Plan and the policies or maps of a secondary plan, the secondary plan policies or maps will prevail.”

The approved Southwest Area Secondary Plan (SWAP) provides more detailed policy direction in relation to land use, development intensity and building form. It is recognized that the proposed development is subject to the more detailed policies as set out in the SWAP (see Section 7.3 of this Report).

It is my opinion that the proposed development supports the broad vision, objectives, form and intensity established for the “Neighbourhoods” Place Type and conforms with the general urban design and land use policies of The London Plan.

7.3 Southwest Area Secondary Plan (SWASP)

Policy 1556 of The London Plan prescribes that Area Plans, such as the Southwest Area Secondary Plan (hereafter referred to as “SWASP”), may be used to assist in the implementation and refinement of the Official Plan. The Subject Lands are designated Low Density Residential (LDR), which permits townhouse buildings as an appropriate form of LDR development.

Section 20.5.7.1 sets out the function, character, intent and purpose for LDR development within the Lambeth Residential Neighbourhood. The relevant and applicable policies of this Section include:

iii) Built Form and Intensity

a) Development shall occur at a minimum density of 15 units per hectare and a maximum density of 30 units per hectare. Building heights shall not exceed four storeys and shall be sensitive to the scale of development in the surrounding neighbourhood.

RESPONSE: The proposed development appropriately reflects the intended form and intensity of the site. The proposed development would only 2.5 storeys in height and would not exceed a density of 30 units per hectare.

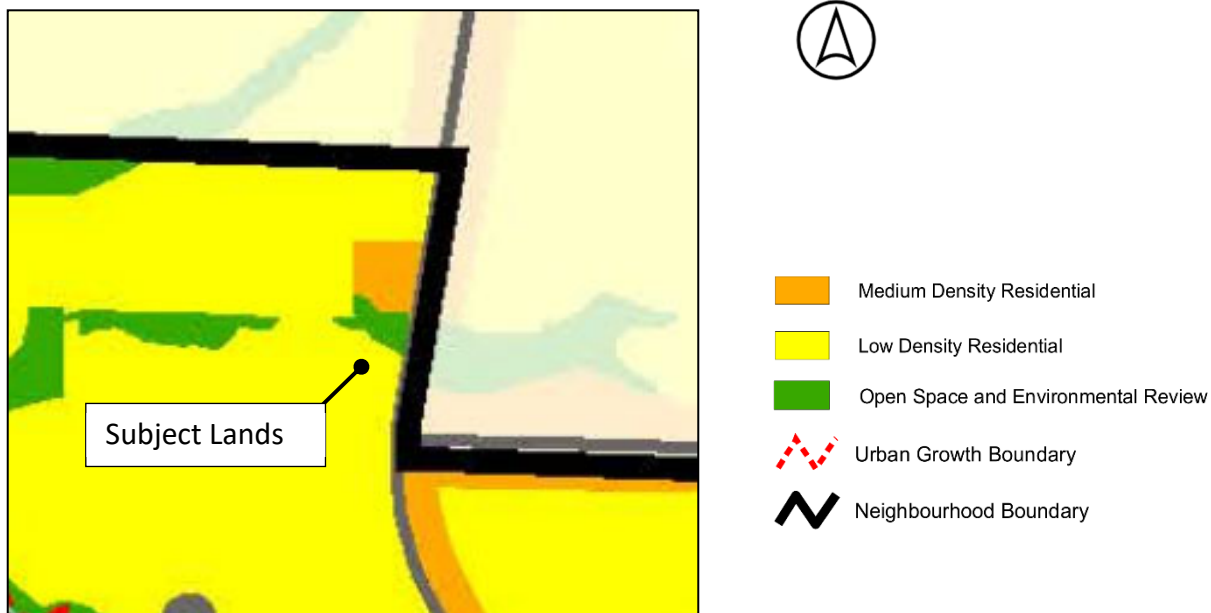


Figure 11. Southwest Area Secondary Plan, Schedule 6, Lambeth Residential Neighbourhood Land Use Designations

The applicable urban design policies of 20.5.3.9 have been considered in the preparation of the development proposal, including:

- Locating higher densities in proximity to transit facilities – the proposed development is aware of the intended expansion of Colonel Talbot Road and Pack Roads with the extension of transit services, when warranted. The proposed 25 UPH density is appropriate for this location and would benefit from future transit services.
- Promoting Safe Community Design principles – Lighting and windows aid in providing natural surveillance from habitable windows of residential units overlooking public, private and semi-private areas., including the Dingman Creek.
- Views of Natural Heritage Features - Public views and access of the Dingman Creek and the ravine would be maintained from Colonel Talbot Road. The proposed building would not screen views of natural heritage features.
- Providing pedestrian linkages to and through the site – A multi-use path has been constructed on-site along the creek providing public access through Clayton Walk Park, the site, and to Colonel Talbot Road.

RESPONSE: The abovementioned urban design policies are reflected in Figure 7. Conceptual Site Plan.

In the opinion of the writer, the proposed development conforms to the policies and urban design objectives of the Southwest Area Secondary Plan.

8 ZONING BYLAW AMENDMENT (ZBA) REQUEST & ANALYSIS

8.1 Existing Zoning

The Subject Lands are zoned Open Space (OS4) Zone and Residential (R1-16) Zone within the City of London Zoning By-Law. The northeast portion of the site is zoned under the Open Space (OS4) Zone and is intended for lands that are environmentally constrained as natural hazard lands. The R1-16 Zone is applied to the balance of the Subject Lands and only permits single detached dwellings on a large residential lot.

Presently, a Holding Zone (h-17) has also been applied the Subject Lands:

To ensure the orderly development of lands and the adequate provision of municipal services, the "h-17" symbol shall not be deleted until full municipal sanitary sewer and water services are available to service the site. Permitted Interim Uses: Dry uses on individual sanitary facilities permitted by the applied Zone.

Through the Site Plan Approval process, full municipal services would be determined and provided to the proposed development. The Holding Zone would be subsequently removed at the appropriate time.

8.2 Pre-Application Consultation

A Pre-Application Consultation meeting was held on May 5th, 2021, with staff from the City of London to discuss the initial development proposal. A subsequent Site Plan Consultation and review was provided on April 1st, 2022. The initial preliminary design conceptualized a 30 unit cluster townhouse development and retention of the existing single detached building. The proposed development is generally consistent with the original design components and layout.

8.3 Proposed Zoning Bylaw Amendment

A Zoning By-law Amendment is requested to change the zoning of the Subject Lands to two site-specific residential zones to permit the proposed 30 townhouse dwellings and restrict the existing single detached dwelling to a smaller lot area.

The area comprising the existing single detached dwelling would be rezoned from R1-16 to R1-14, which reflects the reduced lot area. Additional site specific provisions would be requested further described below. **Table 1** provides a comparative analysis of the regulations of the R1-14 Zone.

The development area comprising the 30 townhouses would be rezoned from R1-16 to R5-2, which permits a density up to 30 units per hectare, consistent with the density policies of SWASP. **Table 2** provides a comparative analysis of the regulations of the R5-2 Zone and the proposed townhouse development.

The intent of the Residential R8-4 Zone is to permit medium density residential development, including low rise apartment uses, with a maximum residential density of 75 units per hectare (UPH).

Table 1. Zoning Data Table – Residential (R1-14) Zone

Zoning Regulations	R1-14 Zone	Provided	Conforms?
Lot Area (m ²) Minimum	2000	2692	✓
Lot Frontage (m) Minimum	30	38	✓
Front Yard Depth (m) Minimum	8	15.8	✓
Interior Side and Rear Yard Depth (m) Minimum	13.75 1.8/3	2.45 2.45	✗
Landscaped Open Space (%) Minimum	50	55.3	✓
Lot Coverage (%) Maximum	25	28.5	✗
Height (m) Minimum	12	<12	✓
Parking Area Coverage (%) Max	25	16.2	✓
Accessory Building Coverage (%) Max	10	10	✓

Table 2. Zoning Data Table – Residential (R5-2) Zone

Zoning Regulations	R5-2 Zone	Provided	Conforms?
Lot Area (m ²) Minimum	2000	11156	✓
Lot Frontage (m) Minimum	30	53.2	✓
Lot Depth (m) Minimum	75	158	✓
Front Yard Depth (m) Minimum	10	63	✓
Interior Side Depth (m) Minimum	6	6	✓
Rear Yard Depth (m) Minimum	6	6	✓
Yard Depth Abutting Open Space (m) Minimum	6	6	✓
Landscaped Open Space (%) Minimum	45	50	✓
Lot Coverage (%) Maximum	30	31	✗
Height (m) Minimum	12	<12	✓
Density (UPH) Maximum	30	27	✓

8.4 Requested Special Provisions

Based on the above zoning data comparison, the regulations of the R1-14 and R5-2 Zones, the following special provisions would be required to permit the proposed development:

R1-14(**) 3637 Colonel Talbot Road

Regulations

- | | | |
|------|--|-------|
| i. | Interior Side and Rear Yard Depth (m) Minimum | 2.4 m |
| ii. | Lot Coverage (%) Maximum | 29 m |
| iii. | Front Yard Depth for Garages | 4.5 m |
| iv. | Notwithstanding Section 4.1.4.a), Accessory Buildings in the form of detached garages, shall be permitted within the Front Yard. | |
| v. | Garage doors shall not face Colonel Talbot Road. | |

R5-2(**) 3637 Colonel Talbot Road

Regulations

- | | | |
|----|--------------------------|------|
| i. | Lot Coverage (%) Maximum | 31 % |
|----|--------------------------|------|

8.5 Requested Zoning Bylaw Map Amendment

The proposed ZBA, illustrated in **Figure 12** requests to change Schedule “A” of Zoning Bylaw Z.1, as follows:

- From Residential (R1-16) Zone to Site Specific Residential (R1-14(**)) Zone
- From: Residential (R1-16) Zone to Site Specific Residential (R5-2(**)) Zone
- From: Open Space (OS4) Zone to Site Specific Residential (R5-2(**)) Zone

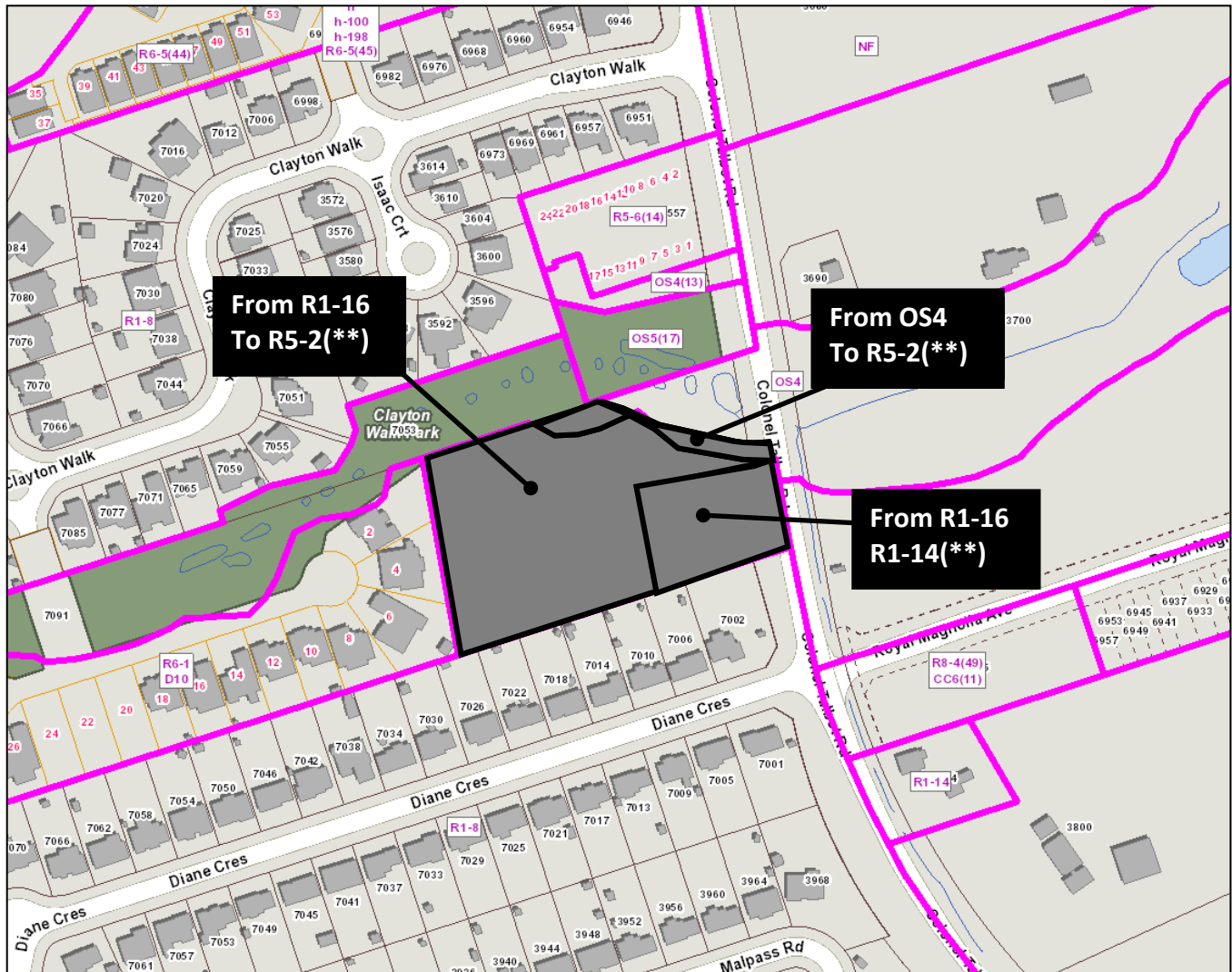


Figure 12. Proposed Zoning Bylaw Amendment

9 CLOSING

Given the above, the proposed Zoning Bylaw Amendment to infill an underutilised residential lot with 30 townhouse dwellings, represents good planning for the following reasons:

- The proposal is consistent with the policies of the Provincial Policy Statement, 2020, which promotes healthy, liveable and safe communities by accommodating an appropriate intensification of uses within the urban growth boundary;
- The proposal conforms to The London Plan and the Southwest Area Secondary Plan that recognize the need for a variety of housing types and more intensive forms of development along arterial road and future transit corridors;
- The proposed Zoning By-Law Amendment application would permit a development that is of a height, scale and intensity that will result in a use and built form that is compatible with the surrounding uses and well suited for increased height and density given the location along two arterial roads;

- The proposal promotes cost-effective development patterns by providing compact, efficient form of development that will utilize existing and planned services along Colonel Talbot Road.

For the reasons noted above and throughout this report, it is my opinion that the proposed Zoning By-Law Amendment application represents sound land use planning practice.

Strik, Baldinelli, Moniz Ltd.

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