



**PLANNING RATIONALE**

Site Plan Control Application for Phase 2A of  
the Qwest Development

November 15, 2022

Prepared for:  
Ashcroft Homes

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Project Number:  
160410412

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## 2 Contextual Analysis

### 2.1 Surrounding Context

The property is located in Ward 15 – Kitchissippi, which is within the City’s Urban Policy Area, and is considered part of the Westboro neighbourhood. More specifically, the property is located at the site of the Sisters of the Visitation Monastery, and is bounded by Richmond Road to the north, Leighton Terrace to the east, Hilson Avenue to the west, and Byron Avenue to the south. The property has a lot area of 6,527m<sup>2</sup> and 8.84 metres of lot frontage on Leighton Terrace.



Figure 2. Location Plan

This area of the City is characterized by a wide-ranging mix of land uses and densities, ranging from mid-rise mixed-use buildings, low-rise residential and commercial uses, and institutional uses.

The following uses surround the property:

**North:** Directly north of the property is a nine-storey mid-rise apartment building with ground floor commercial space. Further north on Byron Avenue are mixed-use buildings with ground floor commercial space and residential uses on the upper storeys, as well as low-rise commercial and residential uses. Further north is a low-rise residential neighbourhood.

**West:** Directly west of the property is Hilson Avenue Public School and the Westboro Children’s Centre. Further east is a low-rise residential neighbourhood, followed by the Real Canadian Superstore.

**South:** Directly south of the property is Byron Park, which is a linear park running along Byron Avenue. Further south is a low-rise residential neighbourhood.

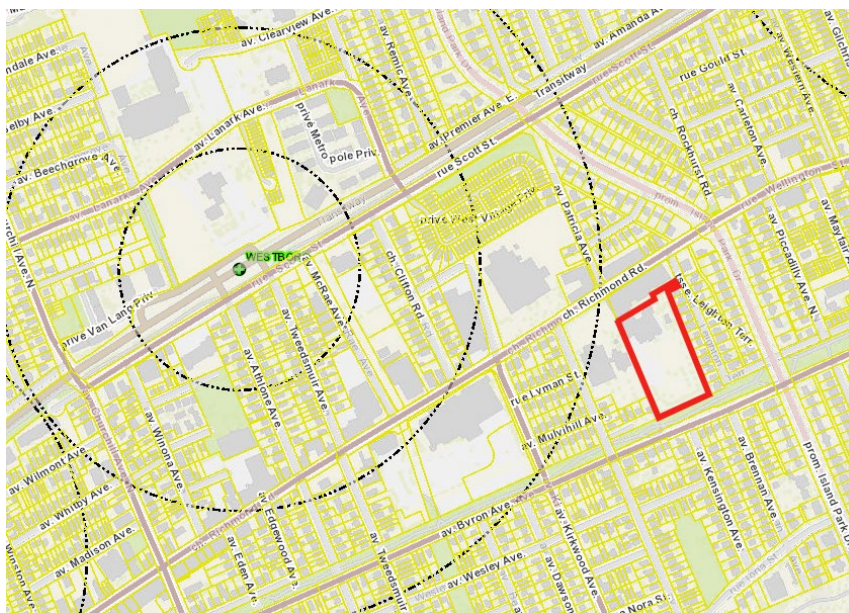


## Planning Rationale

**East:** Directly east of the property is a low-rise residential neighbourhood. Further east is the Chesterton Academy of Ottawa and the St. George Parish Office.

## 2.2 Transportation Network

The property is located just outside the 600m radius of the Westboro transit station ( $\pm 7$ -minute walk). The Westboro transit station is under construction to support its conversion to light rail as part of the City's Phase 2 light rail transit (LRT) works.



**Figure 3. 600m radius from the Westboro Transit Station**

The property is also near multiple bus stations and routes and is a 1-minute walk (about 80m) from the bus stop on Richmond / Hilson which services bus routes 11, 51, and 153. The property is a 3-minute walk (about 250m) from the bus stop on Kirkwood / Richmond which services bus routes 51 and 81.

## 3 Proposed Development

For the purpose of this report, reference to the “site” refers specifically to the portion of the property subject to redevelopment as part of Phase 2A, whereas the “property” refers to the entirety of the lands described municipally as 114 Richmond Road.

The subject site is the northern portion of the property to be developed with Building B, a 9-storey residential building connected to the existing monastery through a two-storey linkage with the monastery’s southwest wing. Part of the two-storey west wing and the entire one-storey south wing of the monastery will be removed to accommodate the new 9-storey building and linkage in accordance with the heritage permit issued on August 29, 2018. Building B includes surface parking and two levels of underground parking, for a total of 181 parking spaces (174 spaces underground, and 7 surface parking spaces). Vehicular access to parking is proposed from the existing fire access route off Leighton Terrace.



## Planning Rationale

A total of 170 bicycle parking spaces are proposed, with 156 being interior spaces, and 14 being exterior spaces. A total of 187 apartment dwelling units are provided with a mix of 1 bedroom (93 units) and 2-bedroom units (94 units).

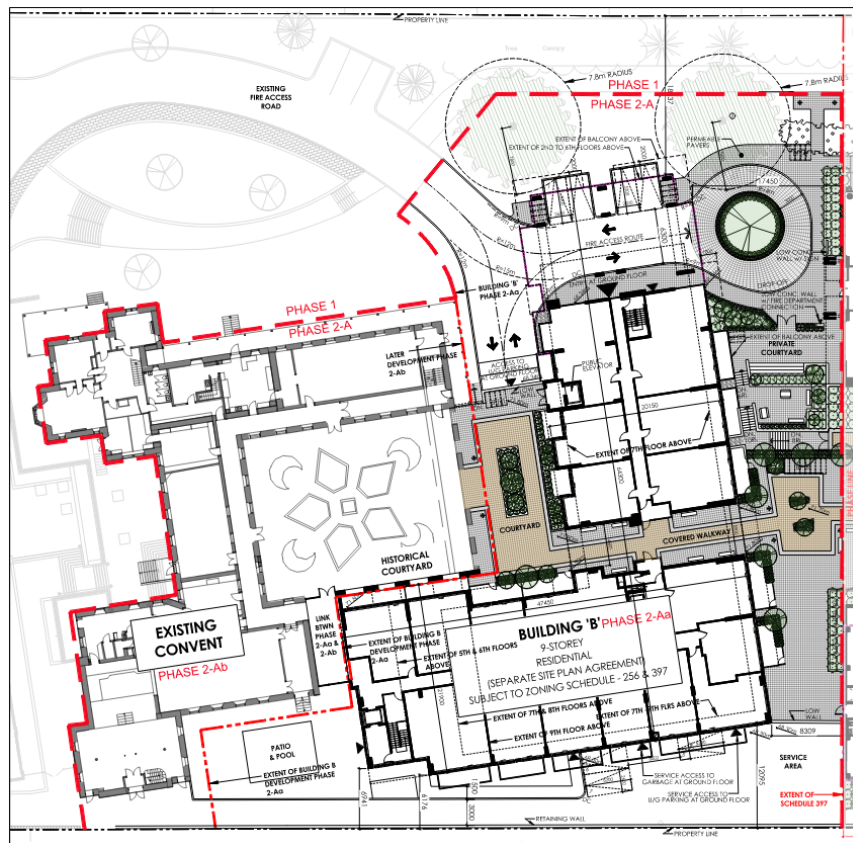


Figure 4. Site Plan Extract

## 4 Policy Review and Justification

### 4.1 Provincial Policy Statement 2020

The Provincial Policy Statement (PPS) provides policy direction on planning matters for the Province of Ontario. This direction is for the planning of strong, sustainable, and resilient communities for all people, for clean and healthy environments, and for strong and competitive economies. Decisions affecting planning matters shall be consistent with the policies of the PPS.

The below review demonstrates that the proposal is consistent with the applicable policies of the PPS.

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

- (a) *promoting efficient development and land use patterns which sustain the financial wellbeing of the province and municipalities over the long term;*



## Planning Rationale

- (b) *accommodating an appropriate range and mix of residential (including second units, 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;*
- (e) *promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;*
- (f) *improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;*
- (g) *ensuring that necessary infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities are or will be available to meet current and projected needs; and*
- (h) *promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.*

The property is located in a serviced urban area, and the proposal will provide a mix of residential uses to meet the long-term needs of residents. The proposal promotes an efficient development pattern and minimizes land consumption by providing additional housing density on large, underutilized property in proximity to transit and a mix of complementary services and uses. The existing policy context permits the development of a range of housing types to create complete and sustainable communities.

Section 1.1.3.1 of the PPS states that, “settlement areas shall be the focus of growth and development”. More specifically, Section 1.1.3.2 states that land use patterns within settlement areas shall be based on:

Densities and a mix of land uses which:

- a. *efficiently use land and resources;*
- 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;*
- c. *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
- d. *prepare for the impacts of a changing climate;*
- e. *support active transportation;*
- f. *are transit-supportive, where transit is planned, exists or may be developed; and*
- g. *are freight-supportive*

The proposed development is consistent with Sections 1.1.3.1 and 1.1.3.2 since it is within a settlement area and promotes the efficient use of land, resources, infrastructure, municipal services and public facilities. The proposed development utilizes existing infrastructure for servicing and street access to provide additional housing options. With regard to active and public transportation, the property is within walking distance from multiple bus stops and the Westboro Transit Station. The property is also close to cycling routes identified on Schedule C of the Official Plan.

The PPS has additional policies encouraging the use of different modes of transportation, including Section 1.6.7.4 which states that “A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation”.





**Figure 5. Schedule C – Primary Urban Cycling Network, Official Plan**

Section 1.4.1 of the PPS states that planning authorities shall 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, and that such housing types and densities be directed towards lands that are suitably zoned and serviced to accommodate them. The proposed development provides an appropriate range and mix of housing options and densities on a suitably zoned lot.

Section 1.4.3 of the PPS states that 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: 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; and, 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. The proposed development provides an appropriate range and mix of housing options and densities on an existing property with existing services, in close proximity to public transit services.

Section 2.6.3 of the PPS states that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. A heritage permit was previously issued in association with the proposed development and its impacts to the monastery, however, it has since expired and so a new permit is intended to be applied for. As part of that process, a Cultural Heritage Impact Statement (CHIS) and Conservation Plan were prepared and updated by RMA+SH architects, with the CHIS stating in summary that with the noted constraints and with design development refinement, the proposal is assessed as generally compatible with and non-threatening to the documented heritage values of the Monastery. Further, the CHIS states that the general massing and appearance of the current proposal

## Planning Rationale

does not impact views when approaching from Richmond Road to the north, and with further design development, the landscape is assessed as capable of supporting the proposed development without negatively affecting the cultural heritage resource.

The proposal is consistent with the policies of the PPS 2020.

## 4.2 Official Plan

Under the new City of Ottawa Official Plan, as approved by the Minister of Municipal Affairs and Housing on November 4, 2022, the property is designated Mainstreet Corridor, subject to the Evolving Neighbourhood Overlay, in Schedule B2 – Inner Urban Transect.



Figure 7. Schedule B2 – Inner Urban Transect, New Official Plan



## Planning Rationale

The proposed development consists of a nine-storey mid-rise residential development, which is consistent with Section 5.2.1, Policy 3 which states that “the Inner Urban Transect is generally planned for mid- to high- density development”.

Section 5.6.1 explains that the Evolving Overlay “is applied to areas in close proximity to Hubs and Corridors to signal a gradual evolution over time that will see a change in character to support intensification, including guidance for a change in character from suburban to urban to allow new built forms and more diverse functions of land”. Section 5.6.1.1 elaborates:

1) The Evolving Overlay will apply to areas that are in a location or at a stage of evolution that create the opportunity to achieve an urban form in terms of use, density, built form and site design. These areas are proximate to the boundaries of Hubs and Corridors as shown in the B-series of schedules of this Plan. The Evolving Overlay will be applied generally to the properties that have a lot line along a Minor Corridor; lands 150 meters from the boundary of a Hub or Mainstreet designation; and to lands within a 400-metre radius of a rapid transit station. The Overlay is intended to provide opportunities that allow the City to reach the goals of its Growth Management Framework for intensification through the Zoning By-law, by providing:

- a) *Guidance for a gradual change in character based on proximity to Hubs and Corridors,*
- b) *Allowance for new building forms and typologies, such as missing middle housing;*
- c) *Direction to built form and site design that support an evolution towards more urban built form patterns and applicable transportation mode share goals; and*
- d) *Direction to govern the evaluation of development.*

The proposed development contributes to the intensification of the site and neighbourhood, allowing its housing stock to further diversify by providing density in the form of 1- and 2-bedroom units in a mid-rise built form. The proposed development has regard for the surrounding context and provides appropriate massing and stepbacks to provide a transition to the neighbouring low-rise neighbourhoods. The proposed development matches the mid-rise development along this stretch of Richmond Road. Section 6.2 explains that Corridors are specified streets “*whose planned function combines a higher density of development, a greater degree of mixed uses and a higher level of street transit service*”.

Section 6.2 Policy 2 states:

*Development within the Corridor designation shall establish buildings that locate the maximum permitted building heights and highest densities close to the Corridor, subject to building stepbacks where appropriate. Further, development:*

- a) *Shall ensure appropriate transitions in height, use of land, site design and development character through the site, to where the Corridor designation meets abutting designations;*
- b) *May be required to provide public mid-block pedestrian connections to nearby streets or abutting designations;*
- c) *For sites generally of greater than one hectare in area or 100 metres in depth:*



## Planning Rationale

i) Shall be required to establish an enhanced circulation network throughout the site that prioritizes the needs of pedestrians, cyclists and transit users; and

ii) Where development is proposed to occur in phases, may be required to build phases closest to the Corridor before phases located at the back of the site, subject to any overlay that may apply; and

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

The proposal provides an appropriate design including a mix of materiality, setbacks, and stepbacks to provide appropriate transitions to the neighbouring residential neighbourhoods. The proposed design provides a circulation network for pedestrians and cyclists in the form of covered walkways extending throughout the site, from Richmond Road and Leighton Terrace to Byron Avenue. The existing tree-lined walkway to the east of the site will be retained for public use as a north-south connection. This phase of the development is the second, following the first phase which is already developed fronting onto Richmond Road. The proposed land use being residential will be compatible with adjacent uses and is not anticipated to result in nuisance as described in Policy 2 of Subsection 6.2 above.

### 4.3 Richmond Road/ Westboro Secondary Plan

The property is partly located, in part, within Sector 4 – East Village of the new Richmond Road/ Westboro Secondary Plan (SP).

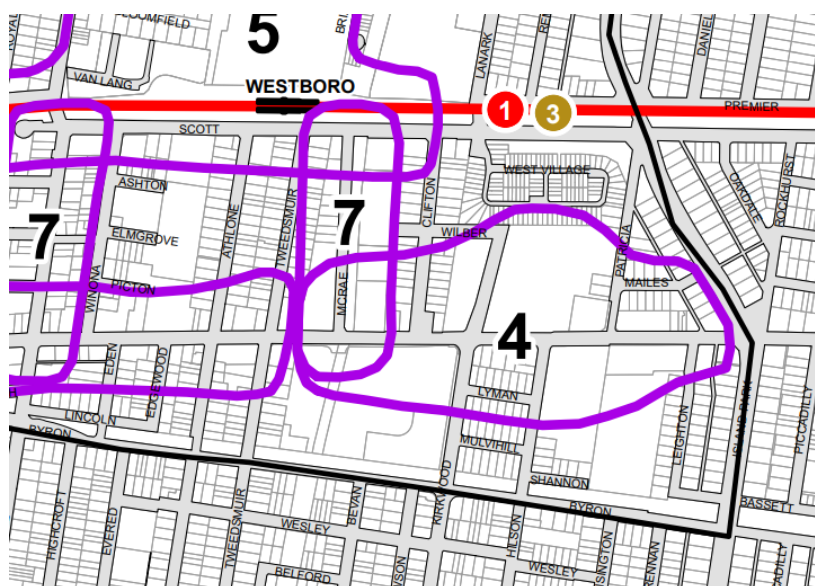


Figure 9. Schedule A – Planning Area Sectors, Richmond Road/ Westboro SP

Section 5.4 outlines the land use strategy of Sector 4 – East Village:

8) Encourage the evolution of the East Village to a Mainstreet Corridor character as an extension to Westboro Village and a link to the West Wellington traditional mainstreet east of Island Park Drive, recognizing the varying character of the existing buildings and lot and block sizes:



## Planning Rationale

a) Maintain maximum building heights at four storeys where lots are less than 45 metres in depth and abut low-rise neighbourhoods, and generally up to six storeys, depending on lot depth and the application of built form policies in Section 4.6 of the Official Plan; and

d) Encourage the retention and adaptive re-use of the designated heritage buildings at 70 Richmond (Champlain Oil Service Station) for active commercial uses and conserve the Aylen-Heney Cottage at 150 Richmond, which has been adaptively re-used for offices, and the Soeurs de la Visitation convent at 114 Richmond Road; and

The proposed development meets the intent of the SP by providing appropriately scaled intensification in the form of a permitted land use. Further, the proposed development retains and re-uses the heritage building by incorporating it into the site redevelopment.

### 4.4 Zoning By-law

The proposal covers land on the site that is subject to five zones, most of which are similar, and are described as: TM[2570] S397 S428, TM[1763] S256, TM[2570] S397, O1[1763] S256 S428, and O1[1763] S256. The entirety of proposed building elements will be located within lands subject to the noted TM zones, whereas elements of the development area within the lands zoned O1 will relate only to landscaping and access per the submitted site plan. By-law 2019-235 implemented the current zoning of the site in 2019, which consists of a detailed set of performance standards through exceptions and schedules. The proposal has been designed to comply fully with applicable zoning, as the 2019 rezoning was specifically tailored to accommodate the current proposed design.

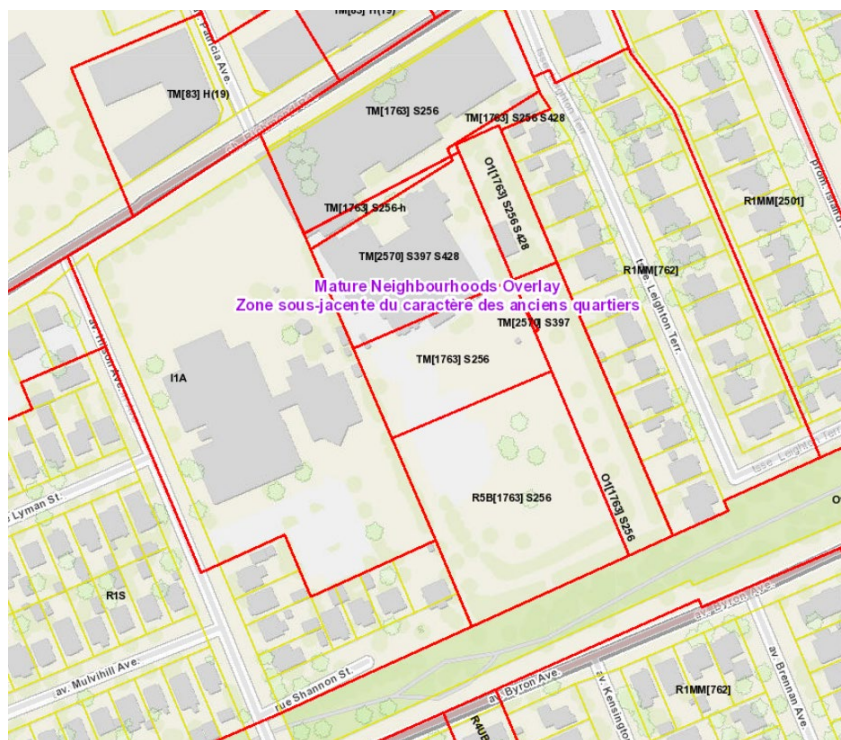


Figure 10. Zoning Extract(GeoOttawa)



## Planning Rationale

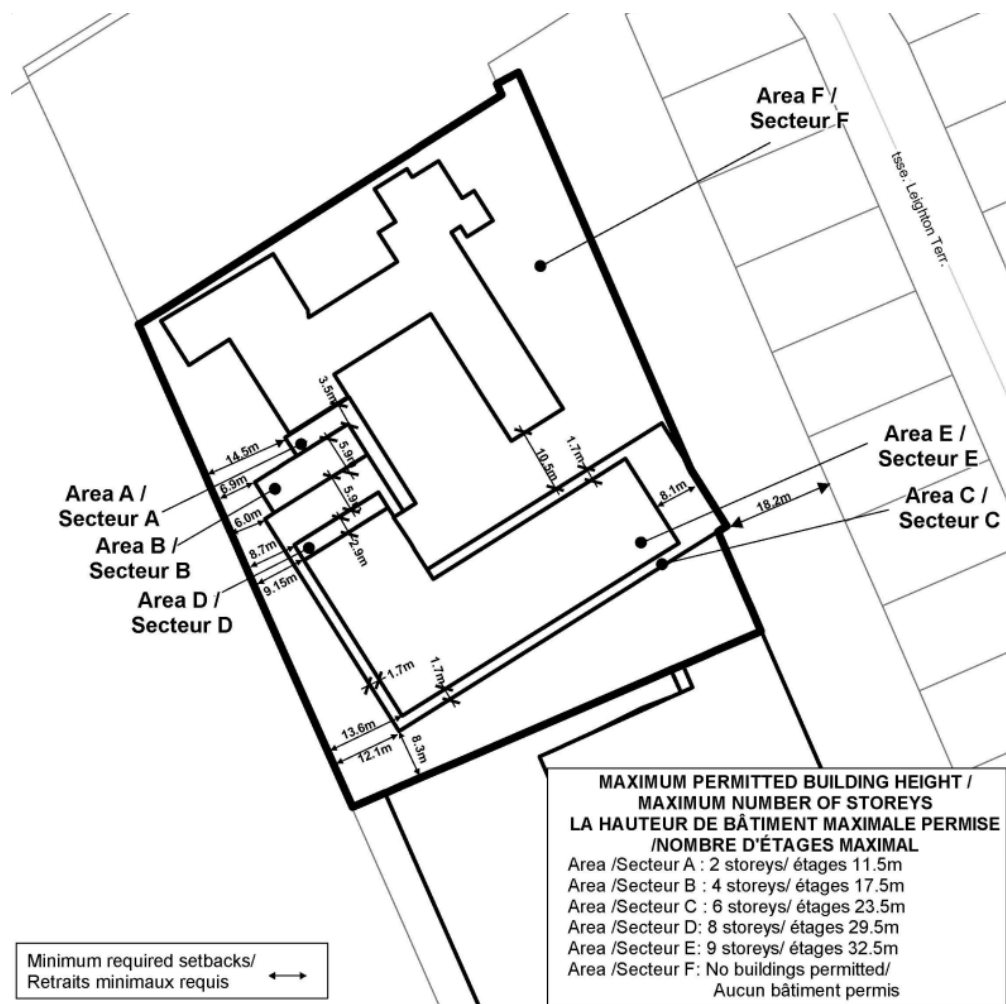


Figure 11. Schedule 397 to the Zoning By-law

Table 1. Zoning Compliance

Provision	By-law Section	Required	Proposed
Minimum lot area	Table 197, a	No minimum	6257 m <sup>2</sup>
Minimum lot width	Table 197, b	No minimum	8.84 m
Maximum building height	Schedule 397	Maximum 32.5 m, stepbacks as per Schedule 397	32.2 m, stepbacks as per Schedule 397
Amenity Area	Section 137, 4	187 x 6 m <sup>2</sup> /d.u. = 1,122 m <sup>2</sup> 3 m <sup>2</sup> /d.u. communal = 561 m <sup>2</sup>	892 m <sup>2</sup> communal Each apartment is provided with a balcony or roof terrace of 6 m <sup>2</sup> or greater in area (≥ 1,122 m <sup>2</sup> )
Vehicle Parking	Section 101, Table 101, R12	175 d.u x 0.5/d.u. = 88 vehicle parking spaces required	174 spaces underground + 7 surface spaces = Total 181 vehicle parking spaces



Provision	By-law Section	Required	Proposed
Bicycle Parking	Section 111, Table 111A, b, i	187 d.u. x 0.5/d.u. = 94 bike parking spaces	156 interior bike parking spaces +14 exterior bike parking at surface = 170 total

## 5 Public Engagement Strategy

It is proposed to consult with the public through the legislated public consultation requirements. This includes a sign on the site and the posting of the application on the City's 'DevApps' website. Full details are also available under 'Community and Neighbourhood Notification' on the City's website. Neighbours will have the opportunity to comment on the proposal via the legislated notification process.

As part of the due diligence for the project, it is understood that Ashcroft Homes undertook pre-application consultation with City staff and various stakeholders to explore and evaluate design options and receive early feedback regarding the proposed development.

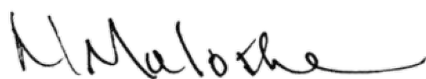
## 6 Conclusion

The proposed residential development for the subject site, which requires resubmission as part of the active site plan control application, represents a permitted and desirable land use that will contribute to the planned function of the neighbourhood.

As demonstrated by this report and other technical submissions included in support of the site plan control application, the proposal represents a timely, appropriate, and carefully planned development that will fit and work well on the site and within the surrounding context.

It is our opinion that the proposed development represents good land use planning that is in the public interest, is consistent with the PPS, and in general conformity and compliance with the Official Plan and Zoning By-law.

Respectfully submitted,



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