

**PLANNING RATIONALE**  
**DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT**  
**ISGAR STAGES WEST & EAST**  
**2605 TENTH LINE ROAD &**  
**700 LAKEBREEZE CIRCLE**

March 2018

Prepared for:

**MINTO COMMUNITIES INC.**

200 – 180 Kent Street  
Ottawa, ON  
K1P 0B6

Prepared by:

**J.L. RICHARDS & ASSOCIATES LIMITED**

864 Lady Ellen Place  
Ottawa, ON  
K1Z 5M2  
Tel: 613-728-3571  
Fax: 613-728-6012

JLR No.: 27509-001



# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT ISGAR STAGES WEST & EAST

---

## Table of Contents

---

1.0	INTRODUCTION.....	1
1.1	Purpose.....	1
1.2	Background.....	2
2.0	SUBJECT LANDS AND SURROUNDING LAND USES .....	2
2.1	Community Context.....	3
3.0	PROPOSED PLAN.....	4
4.0	POLICY AND REGULATORY FRAMEWORK.....	5
4.1	2014 Provincial Policy Statement .....	5
4.2	Official Plan Considerations .....	7
4.2.1	Context.....	7
4.2.2	Land Use Designation .....	7
4.2.3	Building Height .....	9
4.2.4	Urban Design and Compatibility.....	9
4.3	Urban Design Guidelines for Greenfield Neighbourhoods (September 2007) .....	10
4.4	Ontario Planning Act .....	10
4.5	City of Ottawa Comprehensive Zoning By-law (2008-250) .....	10
4.5.1	Parkland Dedication Requirements.....	11
5.0	CONCLUSION .....	11

## List of Figures

---

Figure 1:	The Subject Lands .....	3
Figure 2:	Isgar West & East Proposed Plan .....	5
Figure 3:	Official Plan, Schedule B Urban Area.....	8
Figure 5:	Proposed Rezoning.....	11



# **DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT ISGAR STAGES WEST & EAST**

---

## **1.0 INTRODUCTION**

---

J.L. Richards & Associates Limited (JLR) has been retained by Minto Communities Inc. (Minto) to prepare a Planning Rationale in support of their proposed Avalon Isgar Stages West & East development sited at 2605 Tenth Line Road & 700 Lakebreeze Circle, respectively. The subject site is abutting the Avalon South - Stages 7-14 lands which are part of a master planned development located in Ottawa's eastern community of Orléans. The proposed development consists of lots, blocks, and streets to permit development of approximately 572 dwellings units, 18 streets, and a park block. The lands are part of a developing community (expansion area) and are currently zoned Agriculture Subzone 3 (AG3) in the Comprehensive Zoning By-law (2008-250). With the exception of McKinnon Creek which serves as the outlet to the stormwater management facility, there are no identified natural features or constraints over the subject lands.

### **1.1 Purpose**

J.L. Richards & Associates Limited (JLR) has prepared this Report in support of a Draft Plan of Subdivision and Zoning By-law Amendment for these lands. The area consists of approximately 25.8 hectares of undeveloped lands. The West parcel will be developed with detached dwellings and the East parcel will be developed with a mix of detached, townhouse and back-to-back townhouse dwelling units. These lands are part a developing community (expansion area) south of Avalon South – Stages 7-14.

This Report will outline the various land use components of the proposed development that support the development model currently being used in the City. This Report will also demonstrate how the development will:

- a) be consistent with the 2014 Provincial Policy Statement;
- b) conform to the City Official Plan; and
- c) meet the requirements of the Planning Act.

A Planning Rationale is required by the City to provide planning support for all applications for development approvals.

# **DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT 700 LAKEBREEZE CIRCLE**

---

## **1.2 Background**

Since the 1990s, Minto has developed over 3,500 homes in Avalon, a 300 hectare (750 acre) community located south of Innes Road in the southeastern part of Orléans. Development on the east side of Tenth Line is complete and Minto is now in the process of developing these lands and lands in the area known as Avalon West and Avalon Encore, which are located on the west of Tenth Line Road, east of Mer Bleue Road, north and south of Brian Coburn Boulevard.

The subject lands were brought into the Urban Settlement Area as part of OPA 76 and were designated Developing Community (Expansion Area) on Schedule B and Urban Area on Schedule A. Lands within this designation will contribute to the provision of sufficient urban land to support the residential demands of the projected urban population growth. These lands will develop primarily for residential purposes.

## **2.0 SUBJECT LANDS AND SURROUNDING LAND USES**

---

Minto's Development is located in south Orléans between Tenth Line Road and the future extension of Portobello Boulevard. The subject site consists of three parcels, two on the east side of the Avalon South Stormwater Facility (pond) and one on the west side, between Tenth Line and the pond. The east parcels are separated by a Hydro One transmission corridor. Minto's Development consists of approximately 25.8 hectares in total. The lands have a frontage of approximately 303 meters along Tenth Line Road and 291 meters along Portobello Boulevard, some of which is unopened.

The lands are legally referred to as Part of Lot 4, Concession 10, Geographic Township of Cumberland, City of Ottawa. The west portions of the lands fronting Tenth Line Road are currently being used as a temporary site office and construction storage area. The east side is vacant and consists of a grass field and is transected by a Hydro One Networks Inc. utility corridor.

# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT ISGAR STAGES WEST & EAST

---



**Figure 1: The Subject Lands**

## **2.1 Community Context**

The lands directly north of the subject lands consists of Avalon South Stages 7-14 which are part of the Avalon subdivision, a residential community consisting of a mix of dwelling types, commercial uses, institutional uses and parks. The lands directly south of the subject lands are outside the urban boundary and are occupied by a detached dwelling and a forested area. Lands to the east are outside the urban boundary as well and are currently undeveloped. Lands to the west have been added to the urban boundary (OPA 76) and are part of the Mer Bleue Urban Expansion Area. The Mer Bleue Urban Expansion Area CDP has been recently completed. A future window street and low density residential is planned for the lands along Mer Bleue Road immediately across the subject lands.

In addition to having access to Tenth Line Road and Portobello Boulevard, the subject site will have road connections to Avalon via Lakeridge Drive, Esprit Drive, and Lakebreeze Cricle. The subject site will also have pedestrian connectivity to Avalon via the Hydro Corridor pathway and Beaudelaire Drive. The area is also well served by public transit.

In regards with parks and amenity spaces, the subject site is in close proximity to Boisdale Park (210 Emerillon Ridge) which once completed will provide the neighbourhood with playgrounds, swings, seating areas, adult fitness, a community gathering space, winter informal ice rink, planting and open space areas. Another park is located in close proximity off Lakeridge Drive abutting École élémentaire catholique Alain-Fortin (which includes La Coccinelle day care).

# **DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT 700 LAKEBREEZE CIRCLE**

---

Furthermore, a 1.74 ha park is being proposed adjacent to the stormwater management facility and pedestrian walkway system as part of this subdivision approval.

## **3.0 PROPOSED PLAN**

---

Minto's Isgar Stages West & East is proposing a mix of low density and medium density residential areas. The draft plan would permit development of:

- 161 detached dwellings and 7 streets within Stage 1 (west parcel); and,
- 192 detached dwellings, 114 townhouse dwellings, 78 back-to-back townhouse dwellings, 12 streets, and 1 park block within Stage 2 (east parcels).

In total, the draft plan includes lots or blocks for 572 dwelling units representing an average density of 35 Units / Net Hectare.

There is an existing storm water management facility between stage 1 and 2 lands. In addition to the various pedestrian connections and pathways, a 1.74 hectare park block is also included in the draft plan of subdivision.

The subject site will be serviced by municipal water services and municipal sanitary sewers. There is an existing stormwater management pond which will be modified to include capacity for these lands.

Municipal water, sanitary sewer and stormwater sewer services are available in the vicinity of the subject site. A Site Servicing Plan and report confirming the availability of services accompanies this submission.

As shown in Appendix 'A', vehicular access to the subject site's internal streets will be from Tenth Line Road, Portobello Boulevard, Lakeridge Drive, Esprit Drive, and Lakebreeze Circle to allow for an integrated system. A window street is proposed along both Tenth Line Road and Portobello Boulevard (extension). The window street will:

- Limit the number of driveway connections to both Tenth Line Road and Portobello Boulevard;
- Eliminate the need for noise attenuation measures between Tenth Line Road / Portobello Boulevard and amenity areas; and,
- Provide a line of sight into the subdivision from these abutting streets rather than rear yard fencing.

The draft plan was modified following the initial public meeting to change the unit types along the rear of the existing detached dwellings. Detached dwellings rather than other forms of multiple attached dwellings are now proposed. Furthermore, the medium density units have been clustered together with convenient access to Portobello Boulevard, the pathway system and parks and open space lands.



# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT ISGAR STAGES WEST & EAST

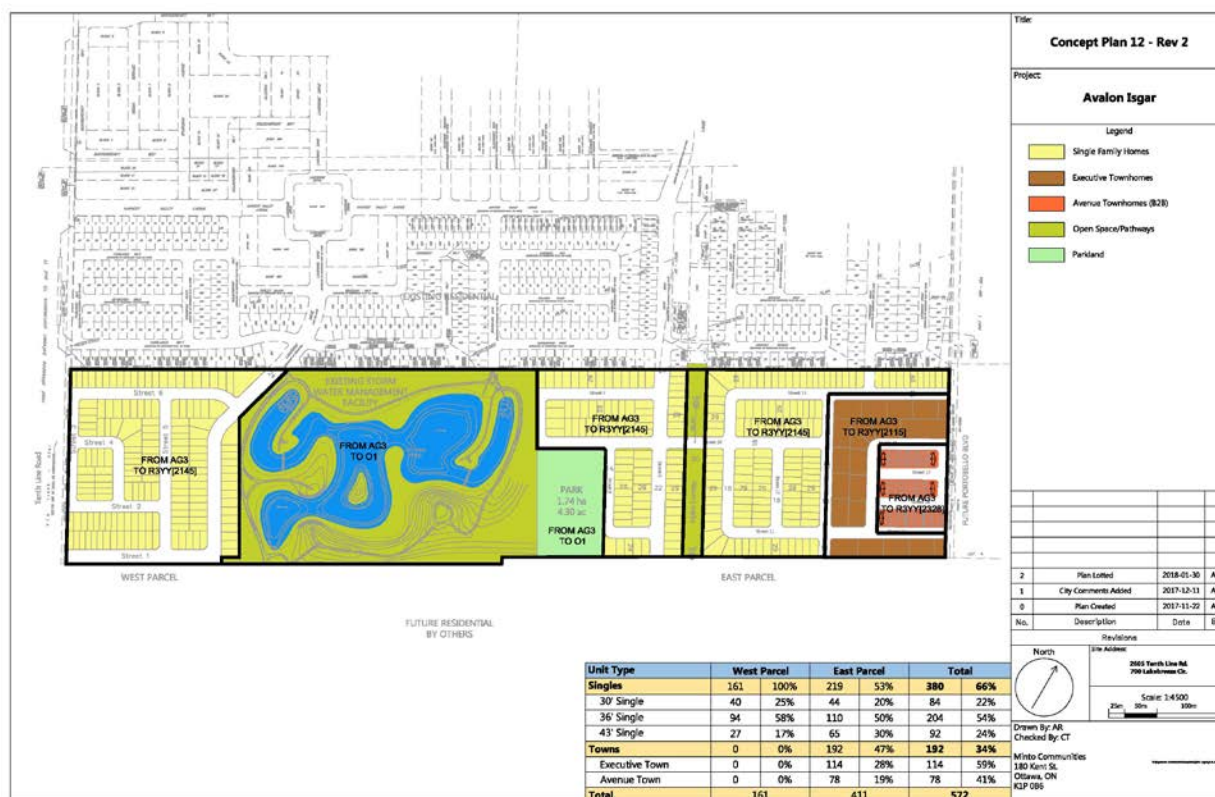


Figure 2: Isgar West & East Proposed Plan

## 4.0 POLICY AND REGULATORY FRAMEWORK

### 4.1 2014 Provincial Policy Statement

The 2014 Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use and planning and development. The 2014 PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, as well as the quality of the natural environment. Issued under Section 3 of the *Planning Act*, all local planning matters shall be consistent with the 2014 PPS.

The proposed draft plan and rezoning are consistent with the 2014 PPS. Section 1.1.3.1 states:

*'Settlement areas shall be the focus of growth and development, and their vitality and regeneration shall be promoted.'*

The Avalon Isgar West & East lands are planned for growth in the Official Plan and represent a logical extension of the existing Orléans community.

Section 1.1.3.2 of the 2014 PPS states:

*'Land use patterns within settlement areas shall be based on:*

# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT 700 LAKEBREEZE CIRCLE

---

- 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 unjustified and/or uneconomical expansion.'*

A mix of residential uses, open space and pathways and streets are proposed on the subject lands. The residential uses will be located within close proximity of a planned transit corridor.

Section 1.1.3.6 of the 2014 PPS states:

*'New development taking place in designated growth areas should occur adjacent to the existing built-up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.'*

The proposed residential densities and layout allow for efficient use of land and the extension of the existing infrastructure.

Section 1.6.6 of the 2014 PPS provides policies relating to the servicing of new developments in Settlement Areas. Section 1.6.6.1 states:

*'Planning for sewage and water services shall:*

- b) *ensure that these systems are provided in a manner that:*
  - 1) *can be sustained by the water resources upon which such services rely;*
  - 2) *is feasible, financially viable and complies with all regulatory requirements; and*
  - 3) *protects human health and the natural environment;*
- d) *integrate servicing and land use considerations at all stages of the planning process.'*

Section 1.6.6.2 of the 2014 PPS states that:

*'Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas.'*

The subject lands will be serviced by municipal water services and municipal sanitary sewers as confirmed in the studies that had been submitted in support of this subdivision.

Section 2.0 of the 2014 PPS provides policies related to the use and management of resources. The proposed Draft Plan is consistent with these provisions regarding:

- 1. Section 2.1 (Natural Heritage): The subject lands do not contain any natural heritage features (exception of McKinnon creek serving as the outlet to the stormwater facility).

# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT ISGAR STAGES WEST & EAST

---

2. Section 2.2 (Water): A small creek is located adjacent the stormwater management facility serving as the outlet to this facility.
3. Section 2.3 (Agriculture): The subject lands do not contain any prime agricultural areas for long-term use for agriculture and have not been identified in the Official Plan for protection.
4. Section 2.4 (Minerals and Petroleum): The subject lands have no known areas of mineral or petroleum potential.
5. Section 2.5 (Mineral Aggregate Resources): The subject lands have no mineral aggregate potential identified by the Official Plan.
6. Section 2.6 (Cultural Heritage and Archaeology): The subject lands have no built heritage nor has it been identified as being an area of archaeological potential.
7. Section 3.0 of the 2014 PPS provides policies relating to the protection of public health from natural and human-made hazards. The subject lands have not been identified as having any natural or human-made hazards.

## 4.2 Official Plan Considerations

### 4.2.1 Context

The City's Official Plan, adopted by City Council in May 2003, has been updated and amended numerous times by both Council and the Ontario Municipal Board (OMB). In June 2009, City Council adopted Official Plan Amendment (OPA) 76 which included a series of amendments based on a comprehensive 5-year review of the Official Plan as required by the *Planning Act*. OPA 76 was subject to numerous appeals to the OMB, which were concluded by June 2012. OPA 76 brought these lands into the Urban Settlement Area.

The City initiated Official Plan Review 2013 resulted in the adoption of: Official Plan Amendments #141, 142, 150 and 180. OPA #150 included a series of amendments based on the City's second 5-year statutory review. OPA #150 was subject to numerous appeals to the OMB, which have yet to be concluded. OPA #180 was approved by the Minister on August 8, 2017 and is partly under appeal. In some cases, Official Plan Amendment #180 changes originally proposed modifications introduced by OPA #150.

Although OPA #150 and #180 are partly under appeal, the new policies relevant to the proposed development have been taken into consideration as the intended direction of City Council. Policies and schedules, which came into force on November 8, 2017, have already been incorporated into the online version of the City's Official Plan which was reviewed in preparation of this rationale.

### 4.2.2 Land Use Designation

The subject lands are designated *Developing Community (Expansion Area)* on Schedule B – Urban Policy Plan of the Official Plan (Figure 4) and Urban Area on

# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT 700 LAKEBREEZE CIRCLE

Schedule A. These lands will develop primarily for residential purposes. OPA #150 & #180 maintains this designation for the subject lands.

The intent of the *Developing Community (Expansion Area)* designation is to contribute to the provision of sufficient urban land to support the residential demands of the projected urban population by establishing a mix and location of residential dwelling which, as a minimum, will constitute the following:

- i. At least 45% single detached but not more than 55% single detached, at least 10% per cent apartment dwellings and the remainder multiple dwellings, other than apartments; and
- ii. Overall residential development will meet a minimum average density target of 34 units per net hectare.

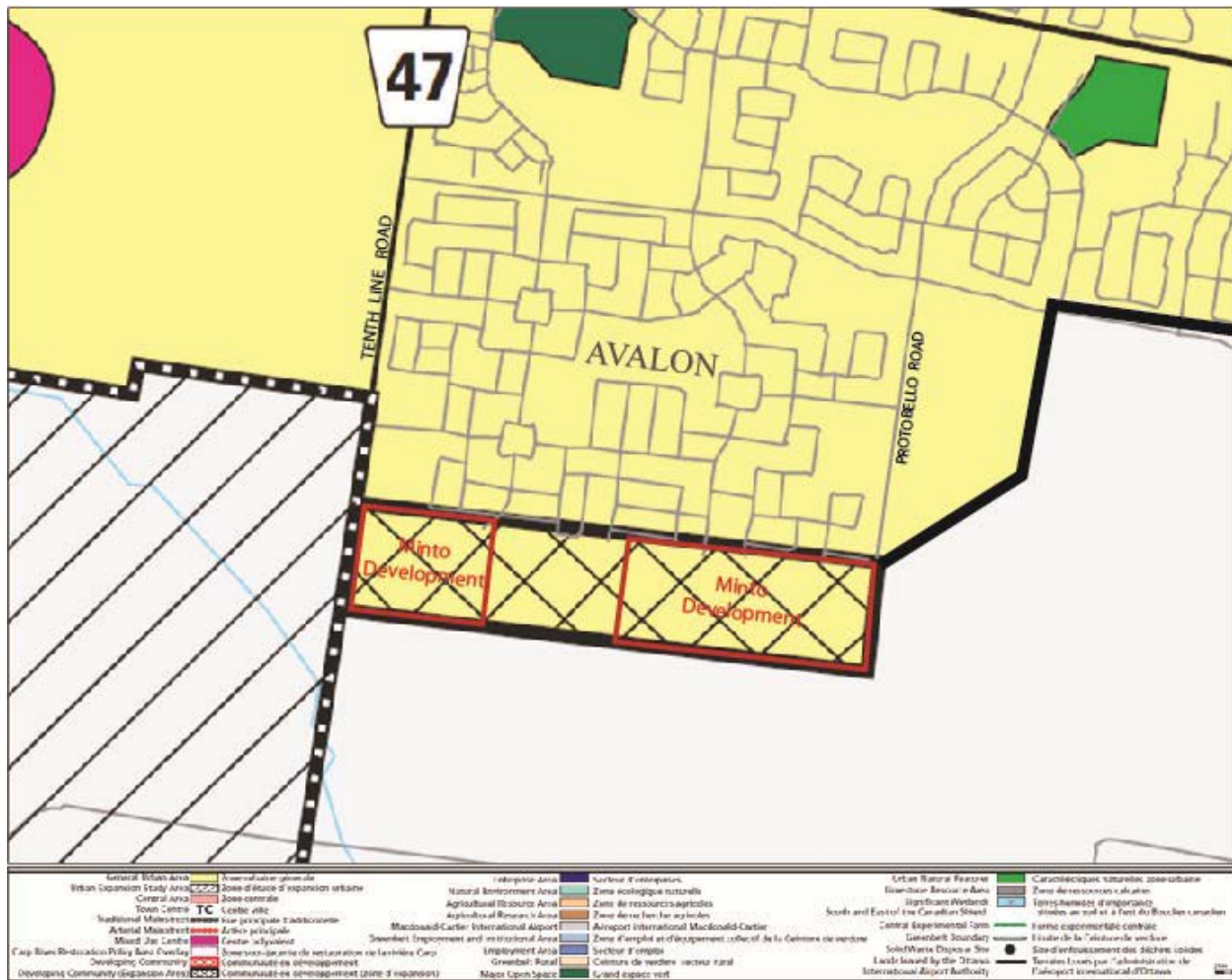


Figure 3: Official Plan, Schedule B Urban Area

# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT ISGAR STAGES WEST & EAST

---

## 4.2.3 Building Height

Official Plan Amendment #150 proposes limiting building heights within the General Urban Area to low-rise buildings, which are defined as buildings 1 to 4-storeys in height. The built form proposed on the subject lands includes townhouses and back-to-back townhouse dwellings (form of housing which is generally more affordable). As such, the 4-storey maximum will not be exceeded.

## 4.2.4 Urban Design and Compatibility

Section 2.5.1 of the Official Plan establishes guidelines for introducing new development into existing areas in an effort to achieve compatible form and function. Compatibility is not limited to new development mimicking existing building form but enhancing or coexisting without adverse impacts on surrounding properties. The OP defines compatibility as meaning:

*‘Development that, although it is not necessarily the same as or similar to the existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. It ‘fits well’ within its physical context and ‘works well’ among those functions that surround it.’*

Policy 1 of Section 4.11 states that when evaluating compatibility of development applications, the City will have regard for the policies of the site’s land use designation and all applicable plans, such as Community Design Plans. The development proposed on the subject lands meets Official Plan policies, including the General Urban Area policies.

Policy 2 of Section 4.11 identifies a number of compatibility criteria used to evaluate development applications. The proposed development meets the following compatibility criteria:

- The proposed development has access to urban collectors and urban arterial roads with sufficient capacity to accommodate the anticipated traffic generated.
- The location and orientation of vehicle access and egress will address matters such as impact of noise, headlight glare and loss of privacy on adjacent development.
- The proposed development will provide adequate on-site parking to minimize the potential for spillover parking on adjacent areas.
- The outdoor amenity areas respect the privacy of outdoor amenity areas of adjacent residential units and minimize any undesirable impacts through the siting and design of buildings.
- No adverse lighting, noise, air quality impacts, sunlight and microclimate effects are anticipated.

# DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT 700 LAKEBREEZE CIRCLE

---

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

*The Guideline for Greenfield neighbourhoods defines them as follows:*

*‘Greenfield neighbourhoods located in designated Urban Areas beyond the Greenbelt. These large, usually undeveloped, areas of land offer significant opportunity for innovative practices to achieve the Official Plan’s direction for liveable communities, but they face issues of scale, phasing, compatibility as well as sensitivity to environmental carrying capacity, and natural and cultural features.’*

The lands within Isgar West & East meet the intent of these Guidelines.

## **4.4 Ontario Planning Act**

The Planning Act sets the regulatory framework for planning in Ontario. It regulates local planning administration, the development, approval and amendment of official plans, community improvement, and zoning by-laws along with various other statutory planning tools. It also establishes the process for the subdivision of land. Its regulations detail application procedures, notice requirements, and public participation requirements among other matters.

This application is in accordance, and in compliance with, Section 51 (16) and Ontario Regulation 544/06 of the Ontario Planning Act.

## **4.5 City of Ottawa Comprehensive Zoning By-law (2008-250)**

The majority of the subject site (with the exclusion of the utility corridor which is zoned O1P) is currently zoned Agriculture Subzone Three (AG3) under the City of Ottawa Zoning By law (2008 250 Consolidation).

A Zoning By-law Amendment is required in order to proceed with the development of these lands in accordance with the land use designations established in the OP and as shown on the Draft Plan of Subdivision.

The Zoning By-law Amendment seeks to change the current zoning from:

- AG3 (Agriculture Subzone 3) to Residential Third Density Zone, Subzone YY, Exception 2145 (R3YY[2145]) to permit the detached dwellings;
- AG3 (Agriculture Subzone 3) to Residential Third Density Zone, Subzone YY, Exception 2115 (R3YY[2115]) to permit the townhouse units;
- AG3 (Agriculture Subzone 3) to Residential Third Density Zone, Subzone YY, Exception 2328 (R3YY[2328]) to permit the back-to-back townhouse units; and
- AG3 (Agriculture Subzone 3) to Parks and Open Space Zone (O1).



**Concept Plan 12 - Rev 2**

**Avalon Isgar**

**Legend**

- Single Family Homes
- Executive Townhomes
- Avenue Townhomes (B2B)
- Open Space/Pathways
- Parkland

**Revisions**

No.	Description	Date	By
2	Plan Locked	2018-01-30	A.R.
1	City Comments Added	2017-12-11	A.R.
0	Plan Created	2017-11-22	A.R.

**North Arrow**

**Scale: 1:4,500**

**Drawn By: AR**  
**Checked By: CT**

**Minato Communities**  
180 Kent St.  
Ottawa, ON  
K1P 0B5

**Unit Type**

Unit Type	West Parcel	East Parcel	Total
<b>Singles</b>	161	219	380
30' Single	40	44	84
36' Single	94	110	204
43' Single	27	65	92
<b>Towns</b>	0	192	192
Executive Town	0	114	114
Avenue Town	0	78	78
<b>Total</b>	161	411	572

#### 4.5.1 Parkland Dedication Requirements

1.0 ha (2.5 acres) for every 300 dwelling units in the development [or 1.90 ha for the proposed 572 dwelling units].

A 1.74 hectare park block is also included in the draft plan of subdivision. The parkway block is short approximately 0.16 hectares to meet the 1:300 parkland dedication requirements. We are assuming cash-in-lieu of parkland contribution would be required.

## 5.0 CONCLUSION

This Report has been prepared in support of an application for a Draft Plan of Subdivision and concurrent Zoning By-law Amendment for Isgar Stages West and East, which will see the new development of approximately 572 low and medium density residential dwelling units.

## DRAFT PLAN OF SUBDIVISION AND ZONING BY-LAW AMENDMENT 700 LAKEBREEZE CIRCLE

---

1. The proposed Draft Plan of Subdivision application and concurrent Zoning By-law Amendment are consistent with the Provincial Policy Statement, 2014 as the proposed development is located within a designated Settlement Area, is compatible with its surroundings and is consistent with the provincial interest identified in the Provincial Policy Statement.
2. Both applications respect the provisions of the Official Plan which has identified these lands as General Urban and Mixed Use Centre. This proposal conforms to the intent of these designations in that both residential development and parkland and mixed use commercial are being proposed.

Based on the above noted rationale, the applications for Draft Plan of Subdivision and Zoning By-law Amendment are both appropriate and represents good land use planning.

This report has been prepared for the exclusive use of Minto Communities Inc., for the stated purpose, for the named facility. Its discussions and conclusions are summary in nature and cannot be properly used, interpreted or extended to other purposes without a detailed understanding and discussions with the client as to its mandated purpose, scope and limitations. This report was prepared for the sole benefit and use of Minto Communities Inc. and may not be used or relied on by any other party without the express written consent of J.L. Richards & Associates Limited.

This report is copyright protected and may not be reproduced or used, other than by Minto Communities Inc. for the stated purpose, without the express written consent of J.L. Richards & Associates Limited.

J.L. RICHARDS & ASSOCIATES LIMITED

Prepared by:



Mar Rivet, MCIP, RPP

Reviewed by:



Timothy F. Chadder, MCIP, RPP







[www.jlrichards.ca](http://www.jlrichards.ca)

#### **Ottawa**

864 Lady Ellen Place  
Ottawa ON Canada  
K1Z 5M2  
Tel: 613 728-3571

[ottawa@jlrichards.ca](mailto:ottawa@jlrichards.ca)

#### **Kingston**

203-863 Princess Street  
Kingston ON Canada  
K7L 5N4  
Tel: 613 544-1424

[kingston@jlrichards.ca](mailto:kingston@jlrichards.ca)

#### **Sudbury**

314 Countryside Drive  
Sudbury ON Canada  
P3E 6G2  
Tel: 705 522-8174

[sudbury@jlrichards.ca](mailto:sudbury@jlrichards.ca)

#### **Timmins**

201-150 Algonquin Blvd.  
East  
Timmins ON Canada  
P4N 1A7  
Tel: 705 360-1899  
[timmins@jlrichards.ca](mailto:timmins@jlrichards.ca)

#### **North Bay**

200-175 Progress Road  
North Bay ON Canada  
P1A 0B8  
Tel: 705 495-7597

[northbay@jlrichards.ca](mailto:northbay@jlrichards.ca)

#### **Hawkesbury**

326 Bertha Street  
Hawkesbury ON Canada  
K6A 2A8  
Tel: 613 632-0287

[hawkesbury@jlrichards.ca](mailto:hawkesbury@jlrichards.ca)

#### **Guelph**

107-450 Speedvale Ave.  
West Guelph ON Canada  
N1H 7Y6  
Tel: 519 763-0713

[guelph@jlrichards.ca](mailto:guelph@jlrichards.ca)

