



Planning Rationale

Project: Zoning By-law Amendment, 320 Chapel Street (Sandy Hill),
Ottawa

31 AUGUST 2026



Produced by Kadus Group for Espace320 Inc.



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1. INTRODUCTION

Kadus Group has been retained to prepare a planning rationale in support of an application for a Zoning By-law Amendment for the site located at 320 Chapel Street (hereafter the 'site') in Ottawa's Sandy Hill neighbourhood (Figure 1). The site is zoned R4UB[480] in legacy Zoning By-law 2008-250 and N4B[480] in new Zoning By-law 2026-50. The majority of By-law 2026-50 is now in force. The applicable zone permits a range of low-rise residential dwelling types up to 4 storeys in height. The application seeks to create an exception zone that includes a modified Neighbourhood Commercial Suffix to allow a handful of non-residential uses that serve the local community and complement other uses in the area. This Planning Rationale assesses the site context, proposed development, policy/regulatory context, and applicable technical studies, and finds that the proposed development and zoning by-law amendment represent good planning. Refer to Section 5 (Discussion) for the analysis.

1.1. Site and Context

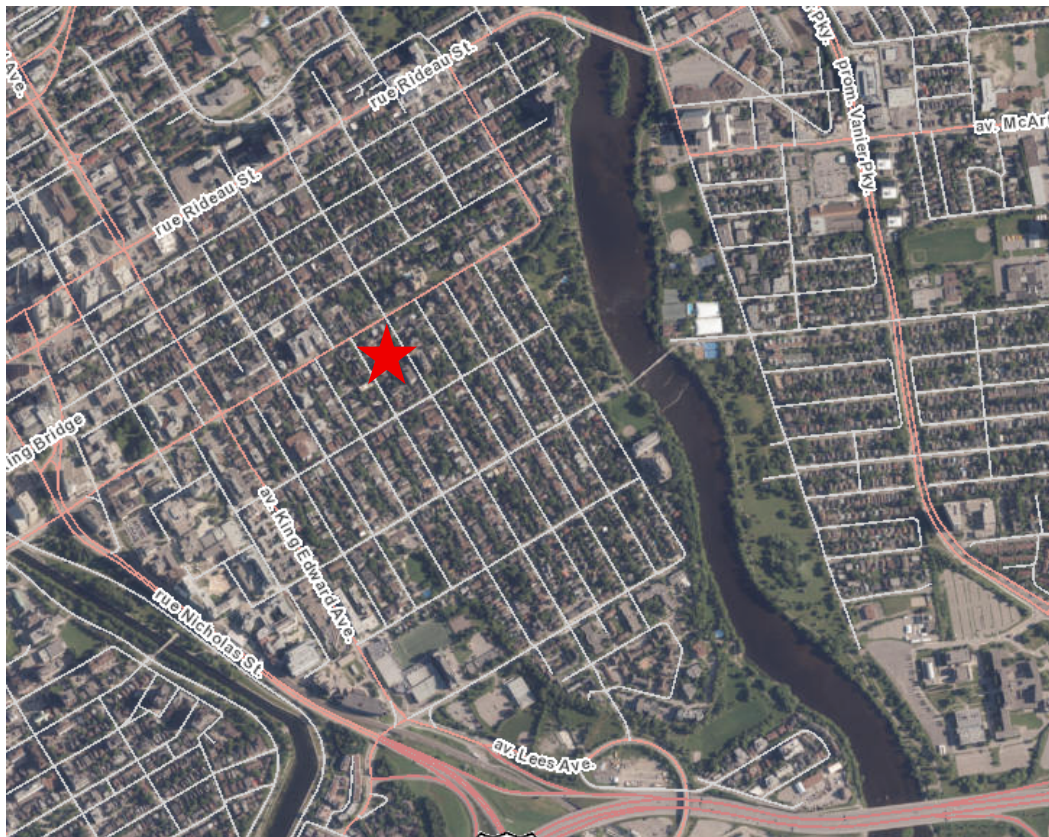
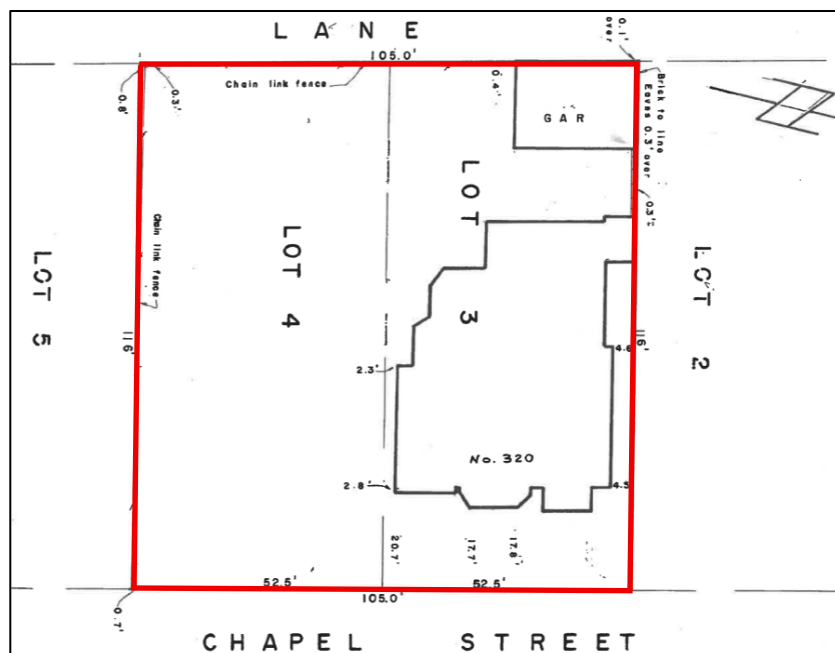


Figure 1 – Aerial of site within neighbourhood context



Figure 2 - Aerial of site location

The site comprises two (2) legal lots and is located on the west side of Chapel Street, in close proximity to Laurier Avenue East (Figure 2). It is currently improved with a large, historic single-detached dwelling, a detached garage along the rear lane, and 2 surface parking spaces in front of the dwelling. The square-shaped site has a total area of approximately 1,133 m², with 32 m of frontage along both Chapel Street and the public lane abutting the rear lot line.



The site is generally flat and landscaped with numerous existing trees. It is surrounded by a mix of residential and non-residential uses. The surrounding land uses are varied, including low to mid-rise mixed-use buildings, low to mid-rise residential uses, offices within diplomatic missions and other institutional land uses, as illustrated in Figures 3 to 6 below. Non-residential uses in close proximity include the All Saints event space and restaurant (Working Title Kitchen) at the corner of Chapel and Laurier, an office building across the street at number 321, Amnesty International at the corner of Russell and Laurier, and Bode Spa/Kildare House at number 323. At the corner of Laurier and Blackburn, abutting the All Saints space, a new 9-storey mixed use building has been approved.



Figure 3 – View of the current building at 320 Chapel Street



Figure 4 – View of the All Saints property



Figure 5 – View of 321 Chapel and existing office, with mid-rise residential in the background



Figure 6 – View low and midrise residential development south on Chapel

2. PROPOSED DEVELOPMENT

The proposed development consists of the adaptive reuse of the existing heritage building to accommodate a mix of neighbourhood-serving commercial uses while retaining a residential



dwelling unit. The proposal is intended to preserve the building's heritage character, improve its long-term viability through continued active use, and introduce a range of complementary uses that serve the surrounding Sandy Hill neighbourhood.

The proposed non-residential uses include office, personal service business, artist studio, medical facility, and instructional facility. These uses are intended to provide services that primarily meet the day-to-day needs of nearby residents while remaining compatible with the surrounding residential context.

The proposal includes a modest addition at the rear of the existing building (~75 m² GFA) to improve accessibility, circulation and building functionality. It will also contain some space for proposed non-residential uses. The addition will be designed to complement the existing heritage building while remaining secondary to the original structure. It will replace an older addition, representing an overall increased building footprint of only 32 m².

At the site level, the proposal includes several improvements intended to enhance both the heritage setting and the public realm. Existing front-yard parking will be relocated to the rear of the property, reducing its visual prominence from Chapel Street and improving the appearance of the streetscape. The proposal retains the large landscaped open space and mature trees on the south portion of the property, preserving an important component of the site's heritage character and contributing to the neighbourhood tree canopy. New trees are also proposed.

Although the property consists of two legal lots, it has historically functioned as a single property containing one heritage building under common ownership. The application therefore proposes that the lands be treated as one lot for zoning purposes. This will facilitate the relocation of parking, improve opportunities for stormwater management, allow outdoor amenity areas to function cohesively across the site, and preserve the existing landscaped open space associated with the heritage building.

It is anticipated that the GFA of the entire building will be less than 700 m².

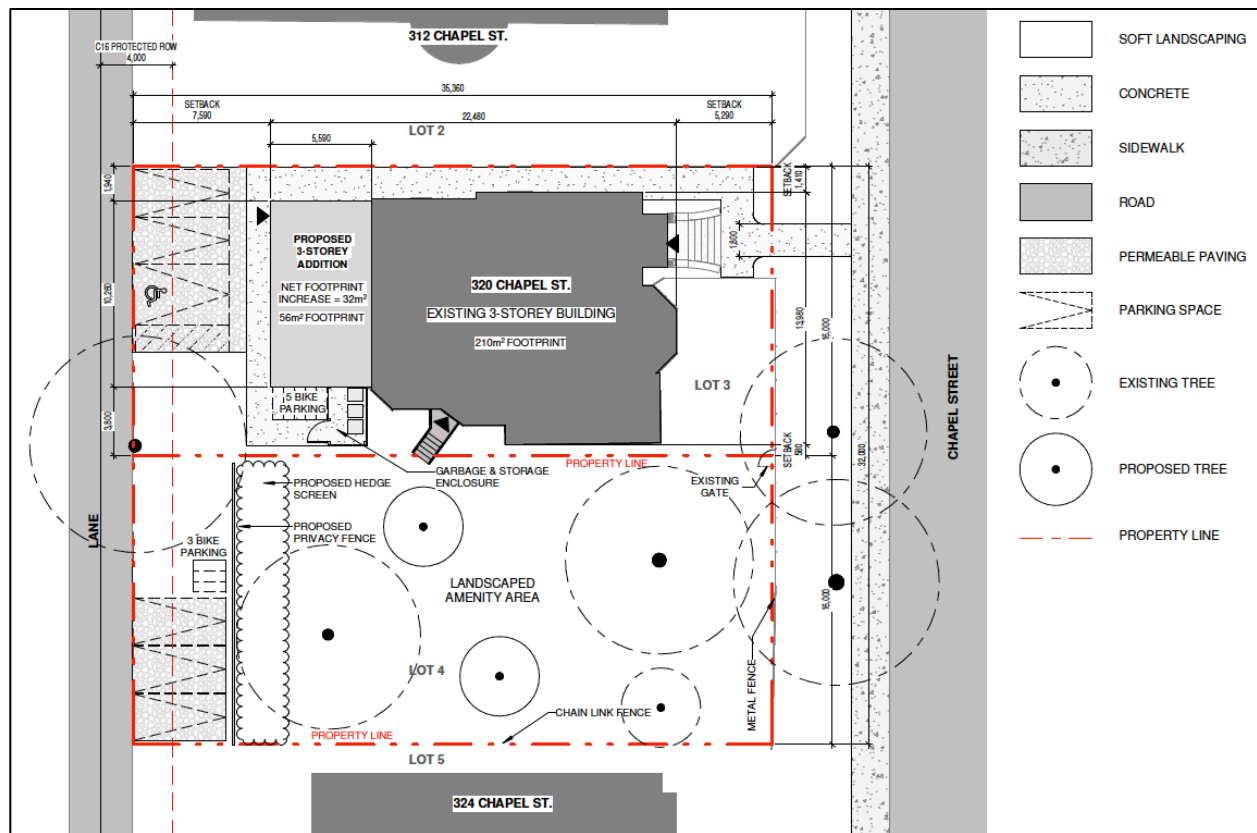


Figure 7 - Conceptual Site Plan

3. POLICY & REGULATORY FRAMEWORK

3.1. Provincial Planning Statement (2024)

The Provincial Planning Statement (PPS) establishes policy direction for land use planning in the Province of Ontario that encourages planning and development that is environmentally sound, economically strong, and enhances quality of life. The proposed development meets the applicable policy direction in the PPS, as described below.

The site is located downtown and qualifies as a strategic growth area as identified in the PPS. The proposed development includes an appropriate increase in density and community-serving uses, which will provide for the long-term needs of the neighbourhood, meeting the intent of the policies under Section 2.1.6 and 2.3.1.3 by contributing to a **complete community**. The increased density also represents an **efficient use of land and resources**, by supporting active transportation, transit, and optimizing existing infrastructure, as identified in 2.3.1(2).



The proposed development will be serviced by **municipal water, sewer, and stormwater services**, which is the preferred from of servicing in settlement areas (3.6(2)).

The existing building on the site is **cultural heritage** resource, protected under Part V of the Ontario Heritage act. This building, it's heritage attributes, and the surrounding landscape will be conserved and thoughtfully improved as part of the redevelopment, as required under section policy 4.6(1).

Based on the foregoing analysis, the proposed development is consistent with the Provincial Planning Statement, 2024, as it supports the achievement of complete communities, promotes a compatible mix of land uses, and conserves the existing heritage resource through adaptive reuse.

3.2. City of Ottawa Official Plan (2022)

The City's Official Plan outlines a comprehensive land use policy framework to guide growth and development within the city to the year 2046. Applicable policies are identified below, and an analysis of how the policy direction is met by the proposed development is included in **Section 5 – Discussion**.

Applicable Designations / Annexes:

- Downtown Core Transect (Schedule A)
- Neighbourhood Designation (Schedule B1)
- Chapel Street is a designated Collector Road (Schedule C5)
- Public Lane behind the site is protected for an 8-m ROW (Schedule C16)
- Heritage Conservation District 7 (Russell Ave / Range Road) (Annex 3)
- Central and East Downtown Core Secondary Plan (Annex 6)

Land Use

The **Downtown Transect** is the historic, geographical, physical, cultural, symbolic, and employment hub of the City. The transect typically encourages high densities and building heights, active transportation and transit, and provides direction to hubs, corridors and neighbourhoods.

Table 7 states that development in the **Neighbourhood designation** of the Downtown Core Transect will be 2 – 4 storeys (5.1.5(1)).

5.1.1(6)(b) prioritizes maintaining or enhancing unbroken curb space for public or permit parking (b) and states that development applications may be required to reduce the number or width of private approaches on a site (c).

A range of residential and non-residential uses are permitted in the Neighbourhood designation. Policy 6.3.1(4)(d) states that compatible and complimentary non-residential uses that primarily serve residents within walking distances and strengthen 15-minute neighbourhoods shall be permitted if they: i) are compatible with residential uses; ii) are contained within building forms and site design compatible with low-rise, predominantly residential neighbours; iii) are appropriately integrated with the neighbourhood street network, pedestrian network and public realm; iv) establish building and site design standards specific to such uses, in order to ensure functional requirements and context sensitive building form are met; v) may restrict or prohibit motor vehicle parking in association with such uses; and vi) limits such uses to prevent undue diversion of housing stock to non-residential use. Several of these tests are repeated in section 6.3.3(3).

Heritage

Policy 4.5.2 (1) states that when reviewing development applications affecting lands and properties on, or adjacent to a designated property, the City will ensure that the proposal is compatible by respecting and conserving the cultural heritage value and attributes of the heritage property, streetscape or Heritage Conservation District as defined by the associated designation bylaw or Heritage Conservation District Plan.

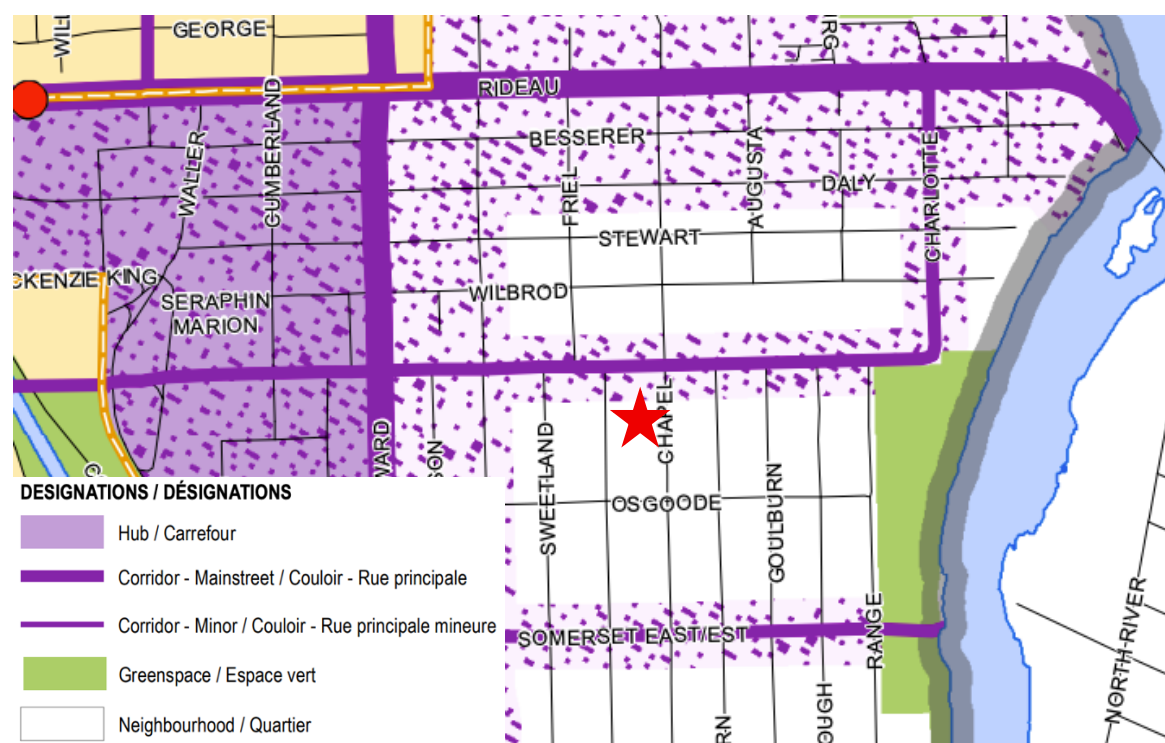


Figure 8 - Schedule A2 – Land Use Designation

Servicing



Policy 4.7.2(2) states that development in Public Service Areas (including the urban area) shall be on the basis of both public water and wastewater services.

To protect, improve or restore the quality and quantity of water in any receiving watercourse, policy 4.7.1(1) states that development shall: a) conform to approved servicing plans [...]; and b) not exceed the capacity of the existing infrastructure system.

As part of a complete application, all redevelopment applications will be required to a) identify and mitigate the impacts of additional runoff resulting from increased imperviousness through measures such as site-specific stormwater management; and b) implement site grading, building and servicing design measures to protect new development from urban flooding (4.7.1(6)).

Transportation

Section 4.1.7(4) states that the City may acquire land for the widening of rights of way through a site plan or other development approvals process, as detailed in Schedule C16. The public lane behind the site is protected for an 8-metre ROW. As the application is not subject to Site Plan Control, no widening will be taken at this time.

3.3. Central and East Downtown Core Secondary Plan

The site is designated **Local Neighbourhood** in the Central and East Downtown Core Secondary Plan in Volume 2 of the Official Plan. Applicable policies are identified below, and an analysis of how the policy direction is met by the proposed development is included in **Section 5 – Discussion**.

Applicable policies include the following:

- Section 2.1(1) states that Local Neighborhoods are primarily residential and may include small-scale commercial and institutional uses that support local residents' everyday needs.
- The City will prohibit parking facilities in front of buildings, including front yard parking, or in any location which is highly visible from the public realm. Where they currently exist, the City will require their removal at the time of redevelopment or change of use (3.3.2 (19)).
- Development on properties designated under Part V of the Ontario Heritage Act, including alterations to existing properties and new construction, shall be consistent with the policies and guidelines of the following Heritage Conservation District Plans.
3.4 (22)



- Regarding land use and built form and site development in Sandy Hill specifically, sections 4.7.3 and 4.7.6 state that development shall:
 - Preserve and enhance a stock of good housing (99).
 - Permit uses that complement the residential ones in type and intensity (102).
 - Provide small scale shopping areas that serve Sandy Hill (106).
 - Ensure new development cause minimal intrusion on existing adjacent development (121)
 - Provide for internal and external on-site amenity areas (122).
 - Enhance development with landscaping, especially for parking and loading areas and as a buffer between dissimilar land uses (123).

3.4. Russell Avenue-Range Road Heritage HCD / Heritage Status

The site is located in the Russell Avenue-Range Road Heritage Conservation District. The HCD has design value for well conserved, treelined streetscapes that contain a variety of dwelling types and densities. The mix of Queen Anne Revival, Gothic Revival and early mid 20th century apartment design as well as several buildings of eclectic styles distinguish this area (4.2).

Some of the stated objectives and goals include:

- fostering the continued use of contributing properties (3.2); and
- encouraging alternations and new infill that are compatible with the district's heritage character (3.4)

The site is identified as a contributing property in Figure 9 of the HCD Plan. They style of the building is Queen Anne Revival with Italianate influences. Acc

Section 8.2 provides guidelines for changes to contributing properties, including the following:

- Additions should be complementary, secondary, located away from the main façade, and should not negatively impact important heritage attributes.
- Additions should be at the rear of mid-block buildings.
- Rear addition height should not exceed the roof ridgeline.

The descriptive sheet for the property ranks the building's architectural integrity as medium-high, noting that the treatment of the south addition, the metal storm windows, and the fire escape reduce the integrity. It states that the site makes a strong contribution to the history and architecture of the neighbourhood and cites the sloped roof forms, irregular massing, decorative brickwork and woodwork and classically detailed porch as elements that should be maintained as part of any future renovations.

3.5. City of Ottawa Zoning By-Law (2026-50 & 2008-250)

Zoning By-law Status

On July 2, 2026, the OLT made an oral decision ordering that the parts of new Zoning By-law 2026-50, not included in the 25 appeals, may come into force. As such, the majority of By-law 2026-50 is now in force. Sections of the new Zoning By-law that are under appeal are identified in this section.

Land Use

The site is zoned Neighbourhood Zone 4 (N4B [480]) in new Zoning By-law 2026-50.

This zone is intended to accommodate medium-density residential uses, including “dwelling unit”. The applicable zone does not currently permit neighbourhood level commercial uses, nor does it have a “-c” suffix in the zone code.



Figure 9 - New Zoning By-law 2026-50, N4B[480] Zone



One Lot for Zoning Purposes

Though the lot has 1 municipal address and has always functioned as one lot, it is legally 2 lots (lots 3 & 4) as illustrated on the survey and identified in section 1 of this report. Section 144 of the new zoning by-law contains provisions for treating a group of lots / occupancies as one lot for zoning purposes; however, the N4B zone is not included on the list of zones in which this provision applies.

Servicing & Stormwater Management

Provision 201(4) exempts the following from the requirement to confirm availability of stormwater infrastructure: *“an addition to a building or structure, in any zone, for which Site Plan Control approval is not required and where the addition is less than 55 square metres in size, and which is located more than 1.2 metres from all lot lines.”*

Performance Standards – Current & Proposed

A zoning comparison table identifying applicable performance standards in each applicable by-law, and the proposed development is included below.

Provision	By-law 2008-250 R4UB[480]	By-law 2026-50 N4B[480]	Proposed	Met?
Lot Width (min)	n/a*	7.5 m	32 m	Yes
Lot Area (min)	n/a*	n/a	1,133 m ²	Yes
Building Height (max) –	n/a*	14.5 m	13.3 m	Yes
Front Yard Setback (min)	n/a*	4.5 m	5.2 m	Yes
Interior Side Yard Setback- Total (min)	n/a*	1.8 m (min 0.6 m per side)	1.4 m north ISY > 16 m south ISY	Yes
Rear Yard Setback (min)	25% lot depth or 7.5 m = 7.5 m	25% lot depth or 7.5 m = 7.5 m	7.5 m	Yes
Building Depth (max)	n/a*	20 m	22.5 m	No
Contiguous Front Yard Landscaping (min)	n/a*	40% of front yard	> 40% of front yard	Yes
Contiguous Area of Rear Yard Landscaping (min)	n/a*	50% of rear yard	~ 60%	Yes
Functional Pathway of Travel Width (min)	n/a*	1.2 m	> 1.2 m	Yes



Provision	By-law 2008-250 R4UB[480]	By-law 2026-50 N4B[480]	Proposed	Met?
Walkway Width to Front Lot line – per walkway (max)	n/a*	1.8 m	1.8 m	Yes
Maximum Driveway Width	n/a	6 m	Up to 9 m	No
Bicycle Parking				
Personal Service Business & Instructional Facility (Short Term Spaces Required)	1 / 500 m2 (personal service) 1 / 1,500 m2 (instruc. facility)	2 spaces + 1 space / 250 m2 above 250 m2	TBD	Will Meet
Medical Facility (Short Term Spaces Required)	1 / 1,000m2	4 spaces + 1 space / 500 m2 above 1,000 m2	TBD	Will Meet
Office (Long Term Spaces required)	0	1 space / 250 m2	TBD	Will Meet
Office (Short Term Spaces required)	1 / 250 m2	4 spaces + 1 space / 250 m2 above 1,000 m2	TBD	Will Meet
Residential Unit	0.5 / dwelling	4 or fewer dwelling units = 0	TBD	Will Meet
Vehicle Parking				
Maximum Number of Spaces	n/a*	n/a (not within 600 m of rapid transit)	6	Yes
Minimum Number of Spaces	n/a*	0	6	Yes
Minimum Number of Visitor Spaces	n/a*	0	0	Yes

**n/a means this section of the legacy zoning by-law is no longer in force*

4. REQUESTED ZONING BY-LAW AMENDMENT

To accommodate the proposed development, the following amendments to both the new and legacy by-laws are requested.

- Create an exception zone that includes a “-c” suffix, and permits the uses below:
 - Instructional Facility
 - Medical Facility
 - Personal Service Business
 - Office
 - Artist Studio



- Despite the provisions of the “-c” suffix zone, allow that:
 - a permitted non-residential use may be located on any level;
 - the cumulative gross floor area for a non-residential use must not exceed 700 m²;
 - a permitted parking space may be used by a residential and non-residential use;
- State that the site (lots 3 and 4) may be treated as one lot for zoning purposes.
- Allow the following performance standards:
 - Building depth of 22.5 m
 - Maximum driveway width of 9 m
- Apply a zoning schedule to the site if deemed necessary to address concerns regarding the expansion of non-residential uses.

5. DISCUSSION

Applicable policies, regulations and guidelines are highlighted in Section 3 of this report. Together, the direction in these documents identifies the City’s goals, objectives, and intent as it relates to the use of, and built form on the site. This section documents how the proposed development (Section 2) meets the intent of the applicable policies, guidelines, and regulations.

5.1. Land Use

Collectively, the applicable policies and regulations seek to encourage complete, walkable neighbourhoods by permitting a limited range of neighbourhood-serving commercial uses that complement surrounding residential development, while protecting the City’s housing supply.

The proposed development introduces a limited range of neighbourhood-scale commercial uses are permitted and encouraged within residential neighbourhoods. The site is particularly well suited to the type and scale of uses proposed as it is located on a Collector Road (Chapel), in very close proximity to a Major Collector Road (Laurier) and is surrounded by numerous other mixed-use and non-residential uses.

The proposed re-zoning requests a handful of appropriate and desirable community uses in Sandy Hill that are permitted under the “-c” suffix, rather than broad commercial permissions. The historic and residential character of the lot is retained by reusing the existing heritage house and locating the proposed addition in the rear yard.

The proposed development addresses the City’s goal of protecting the housing supply by retaining a residential unit within the building.



5.2. Heritage

Collectively, the applicable policies and guidelines seek to ensure that designated heritage resources remain viable through continued use and sensitive adaptation while conserving the cultural heritage value and attributes that contribute to their significance.

The proposed development achieves this by proposing a mix of residential and community-level commercial uses that will enliven the site while preserving the heritage character of the building and property.

The large, landscaped area, a defining attribute of the site, is largely maintained, as the main portion of the building. The proposed addition is at the back of the building and involves the removal of an addition that did not form part of the original house.

Features that have been identified as reducing the architectural integrity of the house will be removed as part of the proposed development. Additionally, the existing front yard parking will be relocated to the rear of the site and buffered from view, achieving an important City priority.

As discussed with Heritage Staff, the Heritage Permit process, including detailed landscape and building elevations drawings, as required, will be conducted concurrently with the Building Permit process.

5.3. Servicing and Stormwater Management

Collectively, the policy and regulatory framework promote efficient use of existing municipal services. As identified in Section 6 of this report, the Assessment of Adequacy of Public Services study finds that there are sufficient water pressure and sanitary capacity in the existing municipal piped system to accommodate the proposed uses. As the old addition is being removed from the rear of the building, the net size increase of the new rear addition is ~ 22 m², the proposed project is exempt from the requirements related to stormwater management analysis.

5.4. Parking

Collectively, the applicable policies and regulations seek to ensure that parking supports development while minimizing its impact on the public realm, heritage resources and neighbourhood character.

The proposed development achieves two important city priorities: removing front yard parking spaces and removing the garage fronting onto the public lane at the rear. The removal of the front yard parking improves the public realm and accommodates additional on-street parking spaces, which are very much needed in this neighbourhood.



The applicant is seeking to relocate the front yard parking to the rear yard in order not to lose the existing spaces. Rear yard parking along the rear public lane is an established land use pattern for surrounding uses. Buffering the spaces from Chapel Street with a new hedge or shrubs and new trees will address any public realm concerns and represents a significant improvement over the current front yard parking condition.

The proposal to provide spaces in the rear yard addresses that on street parking availability is very limited in the neighbourhood, particularly at certain times of day. It also responds to the fact that poor weather conditions and mobility issues mean that even nearby community members sometimes need or prefer to use their vehicle. Notably, one of the proposed uses is a medical facility, which inherently draws clients that may not be able to walk or cycle.

5.5. One Lot for Zoning Purposes

The request to treat the lands as one lot for zoning purposes is an important component of the proposal and enables a more desirable planning outcome than would otherwise be achieved. Although the property comprises two legal lots, it has historically functioned as a single property with one heritage building, one municipal address and one ownership. Recognizing the lands as one lot for zoning purposes provides the flexibility to relocate parking away from the front yard (a significant policy priority), preserve the landscaped open space associated with the heritage building, protect mature trees, accommodate functional outdoor amenity space and accommodate stormwater runoff. It also provides added flexibility in the design of the proposed addition. To address any concerns related to the expansion of non-residential uses onto the south half of the lot, a zoning by-law schedule restricting uses on that portion of the site could be applied.

5.6. Other Performance Standards

- The increase in building depth from 20 m to 22.5 m is minor and appropriate as it is consistent with neighbouring buildings and meets the required yard setbacks.
- Allowing a driveway width of 9 m accommodates the existing parking area, meets the requirements of the access by-law and meets the intent of the by-law provision as it has no impact on the site's frontage.

6. SUMMARY OF SUPPORTING STUDIES

6.1. Phase 1 Environmental Site Assessment (ESA)

A Phase 1 ESA was prepared for the site by Cambium Inc. The report notes that based on the findings of the records review and site visit, no sources of environmental concern were identified for the site. Based on the results, Cambium concludes that a Phase 2 ESA is not required.



6.2. Assessment of Adequacy of Public Services

An Assessment of Adequacy of Public Services study was prepared D.B. Gray Engineering. The report finds that there is: adequate water supply for firefighting; an acceptable range of water pressures; acceptable sanitary sewer capacity within the existing municipal piped system.

6.3. Noise Study

A Transportation Noise Feasibility Assessment was prepared by Gradient Wind Engineers & Scientists. The report proposes typical noise mitigation measures and finds that the proposed uses are feasible and appropriate subject to implementing the recommended measures and adding a Type C clause to lease, purchase, and sale agreements.

7.CONCLUSION

In accordance with the information presented herein and the findings presented in Section 5 (Discussion/Analysis), it's my professional opinion that the application for a Zoning By-law Amendment to allow the proposed neighbourhood-level commercial uses is appropriate, represents good planning, and is in the public interest.

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