

# FOTENN

## 258 CARRUTHERS AVENUE



October 24, 2018

Planning Rationale  
and Design Brief

Minor Zoning By-law  
Amendment &  
Site Plan Control



Prepared for:



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# 1.0 INTRODUCTION

Fotenn Consultants Inc., acting as agents for Concorde Management & Development, is pleased to submit the enclosed Minor Zoning By-law Amendment and Site Plan Control application for the site municipally known as 258 Carruthers Avenue ("the subject site").



## SURROUNDING AREA AND SITE CONTEXT

### 2.1 The Site

The subject site is located at 258 Carruthers Avenue in the City of Ottawa. It is currently the location of two structures: a 2-storey residential building and a smaller 1-storey building set well back from the front lot line, with an expansive hardscaped area oriented to the front of the site. Five (5) dwelling units are divided between these structures, based on the quantity of letterboxes evident.

The site has 19.2m of frontage on Carruthers Avenue, a lot depth of 28.1m, and a lot area of 540.4m<sup>2</sup>.

### 2.2 Context

The subject site is located on Carruthers Avenue north of Armstrong Street (Figure 1) in the neighbourhood of Hintonburg. It is part of a low-rise residential area bound on the north side by Scott Street and on the south side by Wellington Street West, both of which are designated Traditional Mainstreets.

The area is characterized by an eclectic variety of architectural styles and lot layouts. Older houses dating to the early 20<sup>th</sup> century, many converted for apartment use or incrementally renovated over the years, intermingle with boxy modern infill buildings and townhomes.

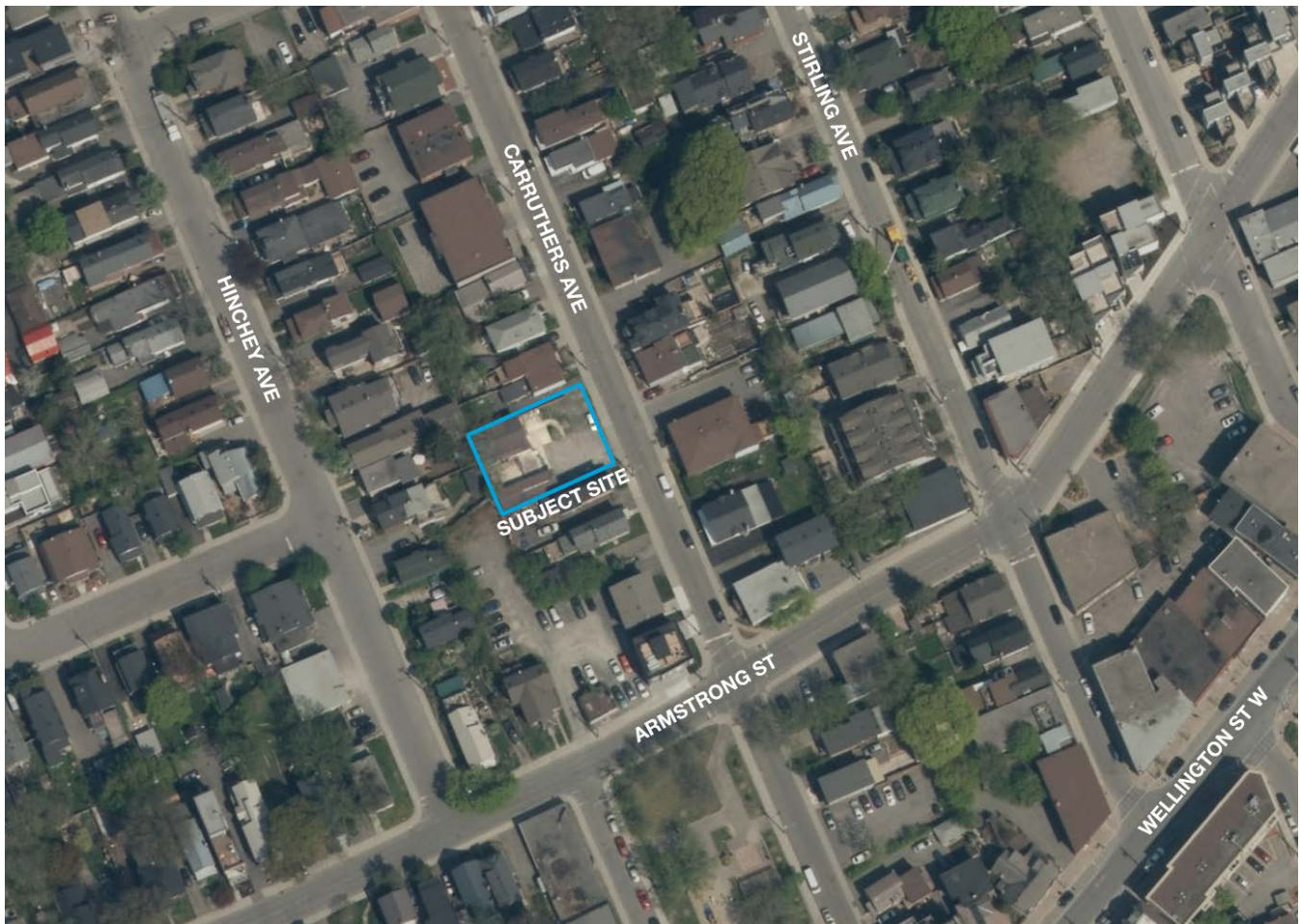


Figure 1: Context



Figure 2: Aerial view of the subject site

**North** of the site, Carruthers Avenue is lined with a variety of low-rise residential uses. There is a convenience store at the north end of the block at the corner with Ladouceur Street.

**South** of the site, Carruthers Avenue is lined with a variety of low-rise residential uses, and meets Armstrong Street at the south end of the block. Beyond Armstrong Street is McCormick Park and the Wellington Street West mainstreet corridor.

**East** of the site is more low-rise and varied residential fabric. The street grid turns diagonal a block east of the subject site (at Stirling Avenue)

**West** of the site is more low-rise residential fabric. Three blocks to the west is Parkdale Avenue and a community hub including the Parkdale Market, Parkdale Park, and commercial uses on the westerly extension of Armstrong Street.

### 2.3 Community Amenities

The proposed development is near many community amenities, including commercial uses along Scott Street, Wellington Street West, and “local commercial” uses on Armstrong Street; McCormick and Parkdale Park; the Rosemount Avenue public library; schools including Connaught Public, Saint Francois d’Assise Catholic Elementary, and Devonshire Community Public School; the Hintonburg Community Centre, the Wellington Street Seniors Centre, the Tom Brown Arena and the Laroche Community Centre.





Figure 3: 258 Carruthers Avenue – existing conditions



Figure 4: North of the subject site – characteristic Carruthers Avenue streetscape





Figure 5: East of the subject site – low-rise residential uses



Figure 6: South of the subject site – low-rise residential uses, including more recent infill





Figure 7: West of the subject site – houses sharing rear lot lines with 258 Carruthers

## 2.4 Transportation Network

### 2.4.1 Active Transportation

The subject site is at the edge of the 600-metre radius surrounding the LRT station at Tunney's Pasture – practically speaking, the walking distance is approximately 800 metres. In addition to the LRT network, the subject site is a convenient from bus routes running along Scott Street (Route 16) and Wellington Street West (Route 11, formerly known as Route 2).

Hintonburg is walking- and cycling-friendly area, with many destinations within a short distance, relatively flat terrain, and sedate side streets. Both Scott Street and Wellington Street West have designated on-road cycling routes, and the Ottawa River multi-use pathway is less than a kilometer away to the north, providing access to dedicated cycling routes throughout the city.

### 2.4.2 Road Network

Carruthers Avenue is a southbound one-way street linking two arterial roads: Scott Street to the north and Wellington Street West to the south. Nearby Parkdale Avenue, to the west, is another arterial and provides access to Highway 417 approximately 500 metres to the south.



## 3.0 PROPOSED DEVELOPMENT

Concorde Management & Development is proposing to construct a three (3) storey residential building at 259 Carruthers Avenue with sixteen (16) dwelling units. The site is presently occupied by a detached dwelling and garage.

The proposal was developed with regard for numerous design guidelines and policies, including:

- / City of Ottawa Official Plan
  - o Managing Growth policies (Section 2.2.2)
  - o Building Liveable Communities policies (Section 2.5.1)
  - o General Urban Area policies (Section 3.6.3)
  - o Compatibility policies (Section 4.11)
- / Official Plan Amendment 150
- / Scott Street Community Design Plan
- / Scott Street Secondary Plan
- / Urban Design Guidelines for Low-Rise Infill Housing
- / Urban Design Guidelines for Transit-Oriented Development

Conformity with these policies is discussed in detail in Section 4.



Figure 8: Perspective of proposed building – as seen from Carruthers Avenue

The proposed 3-storey building has a varied façade of fiber cement and finished metal cladding to break up its visual mass, with an extruded wood accent and metal canopy to emphasize its main entrance. An inset bicycle parking area at the front draws the eye and further accentuates the entrance to the building, while limiting the impact of bicycle storage on the front yard. An attractively screened waste and recycling storage area, accessed from the side yard, is integrated into this inset and helps to enclose the space.

Communal amenity space is provided at grade in the rear yard, and additional amenity space is provided on four rear-facing balconies associated with second- and third-storey apartments.



Figure 9: East (front) elevation





Figure 11: West elevation

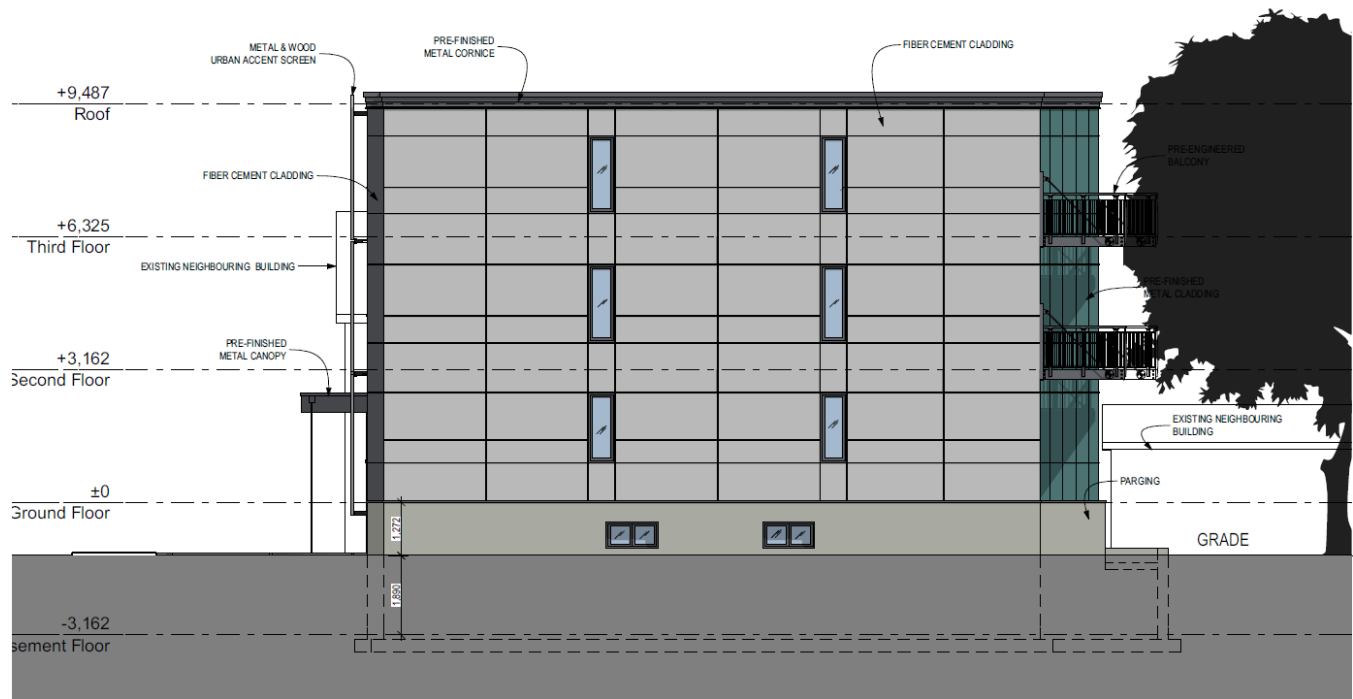


Figure 12: North elevation



Figure 13: West (rear) elevation

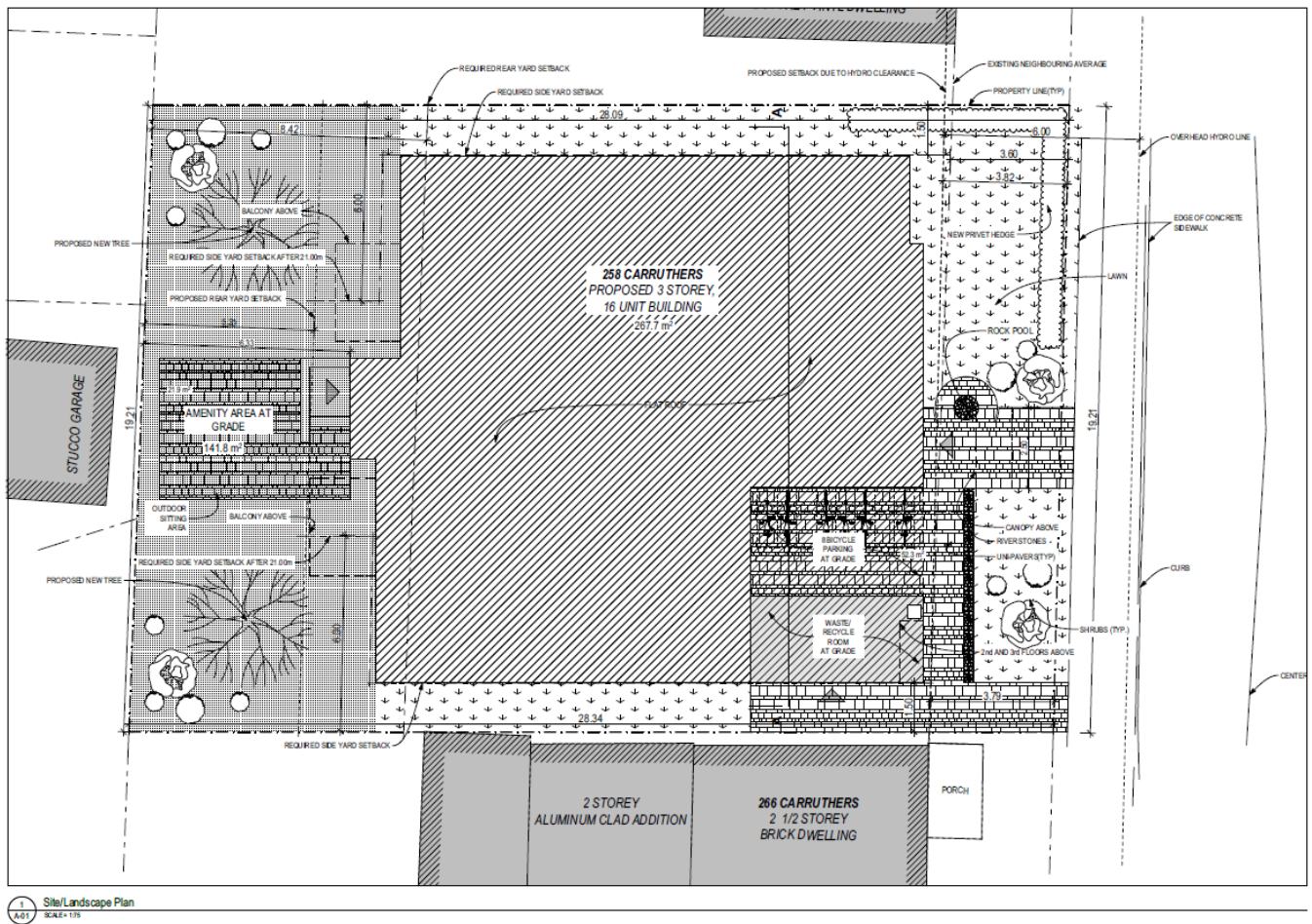


Figure 14: Proposed site plan



## POLICY & REGULATORY FRAMEWORK

### 4.1 Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) was issued under Section 3 of the Planning Act in April 2014. It provides direction on matters of provincial interest related to land use planning and development. The Planning Act requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act.

The PPS emphasizes the intensification of built-up areas to promote the efficient use of land, existing infrastructure and public service facilities to avoid the need for unjustified and uneconomic expansion. Planning authorities must identify and promote opportunities for intensification and redevelopment [Policy 1.1.3.3].

The proposed development capitalizes on an opportunity for intensification within the City’s built-up area. It minimizes the consumption of new land for development and makes efficient use of existing infrastructure and public services, brings residential intensification to an underutilized site and adds housing in an area where public transit is easily available, and promotes densities that contribute to more sustainable land use patterns.

### 4.2 City of Ottawa Official Plan 2003, as amended

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

Ottawa’s population is projected to grow by up to 30 percent by 2031. The City plans to meet this growth challenge by managing it in ways that support liveable communities and healthy environments. In other words, the City is striving to create ‘complete’ communities in which residents do not need to drive for everyday activities and where jobs, shopping, recreation and social activities lie within walking or cycling distance.

More specifically, the Plan pursues strategic directions in four key areas, two of which are relevant to the proposal:

1. Managing Growth
  - / The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently, including development on previously underutilized lots;
  - / Growth in the urban area will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.
2. Creating Liveable Communities
  - / The City will provide opportunities to increase the supply of affordable housing throughout the rural and urban areas;
  - / Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people’s everyday needs, including schools, community facilities, parks, a variety of housing and places to work and shop;
  - / Attention to design will help create attractive communities where buildings, open space, and transportation work well together.

These strategic directions are developed further in the policies of Section 2.2 (Managing Growth) and 2.5 (Building Liveable Communities), and are discussed below.

#### 4.2.1 Managing Growth

Section 2.2.2 of the Official Plan deals specifically with the management of growth within the urban area and recognizes that intensification is generally the most cost-effective pattern of development for the provision of municipal services, transit, and other infrastructure.

Policies 1b and 1c of Section 2.2.2 cite redevelopment of underutilized lots in existing built-up areas and infill development as forms of residential intensification. The existing structures at 258 Carruthers Avenue are in a state of disrepair, do not positively contribute to the streetscape, and provide fewer dwelling units than the subject site could otherwise support.

Policy 15 states that the interior portions of low-rise residential neighbourhoods will continue to be characterized the low-rise buildings. The proposed development fits within that low-rise pattern and complements the existing pattern of close-set residential uses by adding built form at the street edge.

#### **4.2.2 Building Liveable Communities**

Section 2.5 of the Official Plan describes the basics of liveable communities – good housing, employment, ample greenspace, and a sense of history and culture – and proposes to create more liveable communities by focusing on community design and collaborative community building. Community design engages with the details of how buildings and landscapes relate.

The proposed development relates to key design objectives and principles in Section 2.5.1 as follows:

- / Defines quality public and private spaces through development;
  - o Whereas the existing structures on the site are fairly decrepit and set far back from the front lot line, the proposed development helps define a continuous street frontage on Carruthers Avenue and introduces a more modern, urban building that remains in keeping with the low-rise character of the neighbourhood.
  - o Front-yard landscaping is being proposed to contribute to the greenery of the streetscape, and includes a generous hardscaped approach to the main entrance.
- / Creates places that are safe, accessible and easy to get to, and move through;
  - o The proposed development introduces “eyes on the street” and promotes a safe community through natural surveillance.
- / Ensures that new development respects the character of existing areas;
  - o Carruthers Avenue is characterized by a variety of low-rise residential uses, including more recent infill with a contemporary architectural style. The proposed development contributes to the gradual evolution of this neighbourhood at a modest size and scale, while adding residential density.
- / Considers adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.
  - o Residential intensification in Hintonburg helps achieve a more compact urban form over time, and expanding the supply of housing in the area helps accommodate the needs of a range of people with different housing needs.

#### **4.2.3 Land Use Designation**

258 Carruthers Avenue is designated General Urban Area on Schedule B – Urban Policy Plan in the City of Ottawa Official Plan. Under Section 3.6.1 of the Official Plan, the General Urban Area can permit all types and densities of housing. Residential intensification through infill or redevelopment is to relate to existing community character, apply policies of Section 2.5.1 and Section 4.11, and contribute to the balance and range of housing types and tenures.

#### **4.2.4 Compatibility**

Section 4.11 of the Official Plan sets out criteria which are used to evaluate the compatibility of proposed developments. These criteria include: traffic, vehicular access, parking requirements, outdoor amenity areas,



loading areas, service areas and outdoor storage, lighting, noise and air quality, sunlight, microclimate, supporting neighbourhood services. Not all of these criteria apply to this particular proposal.

Policy 1 of this section states that when evaluating compatibility of development applications, the City will have regard for the site's land use designation. The compatibility of the proposed development, therefore, should be evaluated with Carruthers Avenue's General Urban Area status in mind.

The most applicable compatibility criteria are discussed in the following table. Several criteria were not included because no vehicular parking is proposed for this site:

**Table 1. Compliance with Section 4.11 of the Official Plan**

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
<b>SUNLIGHT:</b>	The proposed development fits within the planned building height for the General Urban Area; overshadowing impacts arising from low-rise development will have been contemplated in the Official Plan.
<b>SUPPORTING NEIGHBOURHOOD SERVICES:</b>	The proposed development is located in close proximity to several neighbourhood amenities including markets, libraries and parks. The site is within walking distance of two Traditional Mainstreets and has access to the various amenities and commercial services available on such streets.

The proposed development conforms to the City of Ottawa Official Plan and the policies therein. It is consistent with the character of the surrounding General Urban Area and adds infill housing that contributes to a liveable and more compact development pattern.

### 4.3 Official Plan Amendment 150

#### 4.3.1 Sections 2.5.1 and 4.11

Section 2.5.1 remains largely unchanged in OPA 150 except to provide more flexibility in how its objectives are addressed. It clarifies that "compatible development" is not necessarily the same as or similar to existing buildings in its vicinity, and can enhance the established community through good design and innovation. Proponents are "free to respond in creative ways to the Design Objectives" and are not limited to approaches suggested in the Official Plan.

Section 4.11 has been significantly modified. As such, Table 2 assesses the proposed development with regards to the relevant policies of the revised Section 4.11.

**Table 2. Compliance with Section 4.11 of OPA 150**

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
<b>VIEWS:</b>	The building will not impact any protected views. [Policies 2, 3, 4]
<b>BUILDING DESIGN:</b>	<p>The proposed development is a three-storey residential building with a height and setback that fits within the existing character of Hintonburg. Articulation and material changes break up the mass of the building's façade [Policy 5];</p> <p>The principal façade and entrances are oriented to the street, and windows are visible from the public realm [Policy 6];</p>

<b>MASSING AND SCALE:</b>	The proposed building fits within the prescribed height for development in the General Urban Area, and its massing is broken up visually with articulation and varied materials [Policy 12];
<b>OUTDOOR AMENITY AREAS:</b>	The proposed development will have no undue impact on the amenity spaces of adjacent residential units. Rear-yard foliage and the rear-yard garage of an abutting residential lot provide privacy buffers [Policy 15].

#### 4.4 Scott Street CDP and Secondary Plan

The Scott Street Secondary Plan is the implementing legal framework supporting and implementing the community design plan (CDP) for Scott Street and surrounding areas. The stated purpose of the Secondary Plan is to direct intensification to certain areas and maintain the low-rise character of other areas.

The core of each “established neighbourhood” is to be maintained while encouraging low-scale infill and intensification of under-utilized sites. New buildings are to enhance adjacent streetscapes and the pedestrian experience, and are to be finished with durable and high-quality materials.

Schedule A of the Secondary Plan, the Land Use map, designates this site as part of a Low-Rise Residential area. The same uses permitted in the General Urban Area designation in the Official Plan are permitted here. Schedule B of the Secondary Plan, which depicts maximum building heights, shows a 3-storey maximum height for the subject site.

The proposed development fits within the range of uses and height deemed appropriate under the Scott Street Secondary Plan. It represents an incremental step up in residential density for the area by providing context-appropriate infill on an underdeveloped site, and as such is in keeping with the goals and objectives of the Secondary Plan.

#### 4.5 Urban Design Guidelines for Low-Rise Infill Housing

The City of Ottawa Urban Design Guidelines for Low-rise Infill Housing were adopted in May 2012. In general, the aim of the guidelines is to help create infill development that will:

- / Enhance streetscapes
- / Support and extend established landscaping
- / Be a more compact urban form to consume less land and natural resources
- / Achieve a good fit into an existing neighbourhood, respecting its character, and its architectural and landscape heritage
- / Provide new housing designs that offer variety, quality and a sense of identity
- / Emphasize front doors and windows rather than garages
- / Include more soft landscaping and less asphalt in front yards
- / Create at grade living spaces that promote interaction with the street
- / Incorporate environmental innovation and sustainability

The proposed development meets the overall intent of the guidelines, as well as many of the specific guidelines contained therein. The street façade of the proposed building is emphasized and contributes to an inviting, safe and accessible streetscape with street-oriented windows and entrances (Guidelines 2.1 & 4.1.1) and the front yard is landscaped to reflect the desirable characteristics of the street (Guideline 2.2) and blend with the landscaping patterns (Guideline 3.1) and front- and side-yard setbacks (Guideline 4.1.2) of surrounding homes.

The proposed building uses varied materials and details to lend interest to its façade and enhance the public street (Guideline 4.3.2) and uses said details to lend prominence to the front entrance and adjacent spaces and render them inviting and visible from the street (Guideline 4.3.3). Parking is not provided on-site, and therefore



the visual and environmental impacts of hardscaped driveways, aisles and parking spaces are eliminated (Guideline 5.1).

The proposed development generally meets the objectives of the Infill guidelines with a well-designed, context-appropriate building that contributes to the streetscape and intensifies an underutilized lot.

#### 4.6 Urban Design Guidelines for Transit-Oriented Development

Transit-Oriented Development (TOD) is a mix of moderate to high-density transit-supportive land uses located within an easy walk of a rapid transit stop or station that is oriented and designed to facilitate transit use. The guidelines for TOD are to be applied to all development within a 600-metre walking distance of a rapid transit stop. The proposed development is in the area of influence of the transit station at Tunney's Pasture.

The TOD Guidelines encourage transit-supportive land uses (Guideline 1), including high residential densities such as apartments, which generate pedestrian and cycling traffic and provide extended hours of activity throughout the day and week. Buildings are to be located close to each other and the front of the street (Guideline 7) to encourage ease of walking.

The proposed development generally meets the objectives of the TOD guidelines by increasing the residential density of lands within walking distance of transit.

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

The subject site is zoned Residential, fourth density zone, subzone H (R4H) in the City of Ottawa Zoning By-law.

The purpose of the R4 zone is to allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings under four storeys, and to regulate development in a manner that is compatible with existing land use patterns so that the mixed building form, residential character of a neighbourhood is maintained or enhanced.

258 Carruthers Avenue is within the Mature Neighbourhoods overlay. As such, Section 139 of the Zoning By-law applies, and supersedes the front-yard setback requirements of the base R4H zone.

The following table summarizes the proposal's compliance with the current zoning:

**Table 3: Zoning Compliance for R4H (s.161)**

Provision	Required	Proposed	Compliance
<b>Minimum Lot Area (m<sup>2</sup>)</b>	360m <sup>2</sup>	540.4m <sup>2</sup>	✓
<b>Minimum Lot Width (m)</b>	12m	19.2m	✓
<b>Building Height (m)</b>	11m	10.8m	✓
<b>Minimum Front Yard (m) (s.139)</b>	s.139(3)(a)(i): the average of existing setbacks of abutting lots: 3.7m	3.8m	✓

Provision	Required	Proposed	Compliance
<b>Minimum Rear Yard (m)</b>	s.161(11)(a)(iii): 30% of lot depth and 25% of lot area = 8.4m and 135m <sup>2</sup>  s.161(11)(c): where the rear lot line abuts the interior side lot line of an abutting lot, the minimum required rear yard setback is equal to the minimum required interior side yard setback of the abutting lot = 6m	5.2m and 141.8m <sup>2</sup>	✗
<b>Minimum Interior Side Yard (m)</b>	1.5m for the first 21m of lot depth; 6m beyond the first 21m of lot depth	1.5m	✓
<b>Parking (s.101)</b>	0.5/unit, excluding first 12 = 2	0	✗
<b>Visitor Parking (s.102)</b>	0.1/unit, excluding first 12 = 0.4	0	✓
<b>Bicycle Parking (s.111)</b>	0.5/unit x 16 units: 8	8	✓
<b>Maximum Dwelling Units (s.162, note 2)</b>	4	16	✗
<b>Amenity Area (s.137)</b>	168m <sup>2</sup> total; 120m <sup>2</sup> communal, at grade in rear yard	168.2m <sup>2</sup> total; 26.4m <sup>2</sup> on balconies & 141.8m <sup>2</sup> communal, at grade in rear yard	✓
<b>Maximum Width of Walkways (s.139)</b>	1.25m	2.5m	✗

The proposed development complies with the intent and the majority of provisions of the Zoning By-law.

A minor Zoning By-law Amendment is required to accommodate the proposed development as follows:

- / Whereas the Zoning By-law requires a rear yard setback 30% of the lot depth and 25% of the lot area, being 8.4 metres, the proposed development provides a rear yard setback of 5.2 metres.
  - o Notwithstanding the minimum rear yard setback requirement, the proposed development is of an appropriate size for a low-rise apartment building, and would not be out of scale relative to surrounding built form and existing setback patterns in the neighbourhood. Because of Infill provisions that supersede Section 65, which permits balconies as projections into the rear yard, the 5.2m setback is measured from the rear lot line to the edge of the balcony. Measuring the setback normally (i.e. to the building itself) yields a more generous setback of 6.3m. It should



further be noted that the existing building on the site is built right to the rear lot line; the proposed development is an improvement on existing conditions.

- / Whereas the Zoning By-law requires two (2) resident parking spaces, the proposed development provides no vehicular parking on-site.
  - o The variance from two (2) parking spaces to zero is minor relative to the requirement, and given the site's location in a highly walkable and bike-friendly neighbourhood with good access to transit, it is reasonable and appropriate to reduce parking in order to improve the overall building and site design.
- / Whereas the Zoning By-law specifies a maximum of four (4) dwelling units in a low-rise apartment building, the proposed development contains sixteen (16) dwelling units.
  - o With the exception of the rear yard setback requirements, the proposed development meets zoning provisions pertaining to setbacks, scale, and amenity space. Sufficient bicycle parking is being provided, and reduced parking is justifiable given broader objectives of reducing vehicle dependency in walkable urban areas. No additional compatibility objectives are advanced by limiting dwelling units in low-rise apartments, whereas there is a clear public benefit in providing increased residential density in central transit-accessible areas.
- / Whereas the Zoning By-law permits a maximum walkway width of 1.25m from the right-of-way to the entrance of the building, the proposed development provides a walkway of 2.5m.
  - o The proposed walkway width of 2.5m is part of an attractive landscaping approach to the site's front yard, and will not have any negative impacts on the neighbourhood or streetscape.

Fotenn believes that the proposed variances are minor and appropriate, and that the proposed development maintains the general intent and purpose of the Zoning By-law.

The proposed development is consistent with the objectives of the Provincial Policy Statement, such as the provision of a range of residential uses to meet current and projected needs, the efficient use of land, infrastructure and public service facilities that will meet the long-term needs of the community, and is proposed in a settlement area that is adjacent to existing built up areas and is accessible by existing active transportation and transit networks.

The proposed development conforms to the policies of the Official Plan with regards to context-appropriate infill and intensification in the General Urban Area, and is consistent with the height, massing and scale called for in the General Urban Area. The proposed development follows the general intent of the Zoning By-law, complies with the majority of zoning provisions, and the variance(s) that will be required for compliance are minor and appropriate for the development and its area.

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels, including optimizing the use of serviced lands and promoting residential intensification within the existing urban boundary. Based on the above analysis, it is our professional opinion that the proposed development represents good planning and is therefore in the public interest.

Please feel free to contact the undersigned at 613.730.5709 x288 or x235 respectively should you have any additional questions or require any additional materials.

Sincerely,



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