

FOTENN

24 HAWTHORNE AVENUE



September 20, 2018

Planning Rationale
and Design Brief

Site Plan Control



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1.0 INTRODUCTION

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Fotenn Consultants Inc., acting as agents for TC United, is pleased to submit the enclosed Site Plan Control application for the site municipally known as 24 Hawthorne Avenue ("the subject site").

SURROUNDING AREA AND SITE CONTEXT

2.1 The Site

The subject site is located at 24 Hawthorne Avenue in the City of Ottawa. It is currently the location of a 2-storey single-detached dwelling and an accessory garage in the rear yard. The site shares a driveway under a right-of-way easement with 20 Hawthorne Avenue to the west.

The site has 11.6m of frontage on Hawthorne Avenue, a lot depth of 28.8m, and a lot area of 333m².

2.2 Context

The subject site is located on Hawthorne Avenue between the Rideau Canal and Main Street (Figure 1). Hawthorne is a short Traditional Mainstreet that serves as a link between the busier and more prominent mainstreets to the northwest (Elgin Street) and the east (Main Street) and more broadly as a connection between the neighbourhoods of Centertown and Old Ottawa East.

Hawthorne is lined with low-rise residential uses and various commercial uses in converted low-rise dwellings. Lots on the north side of the street back onto the Highway 417 embankment.

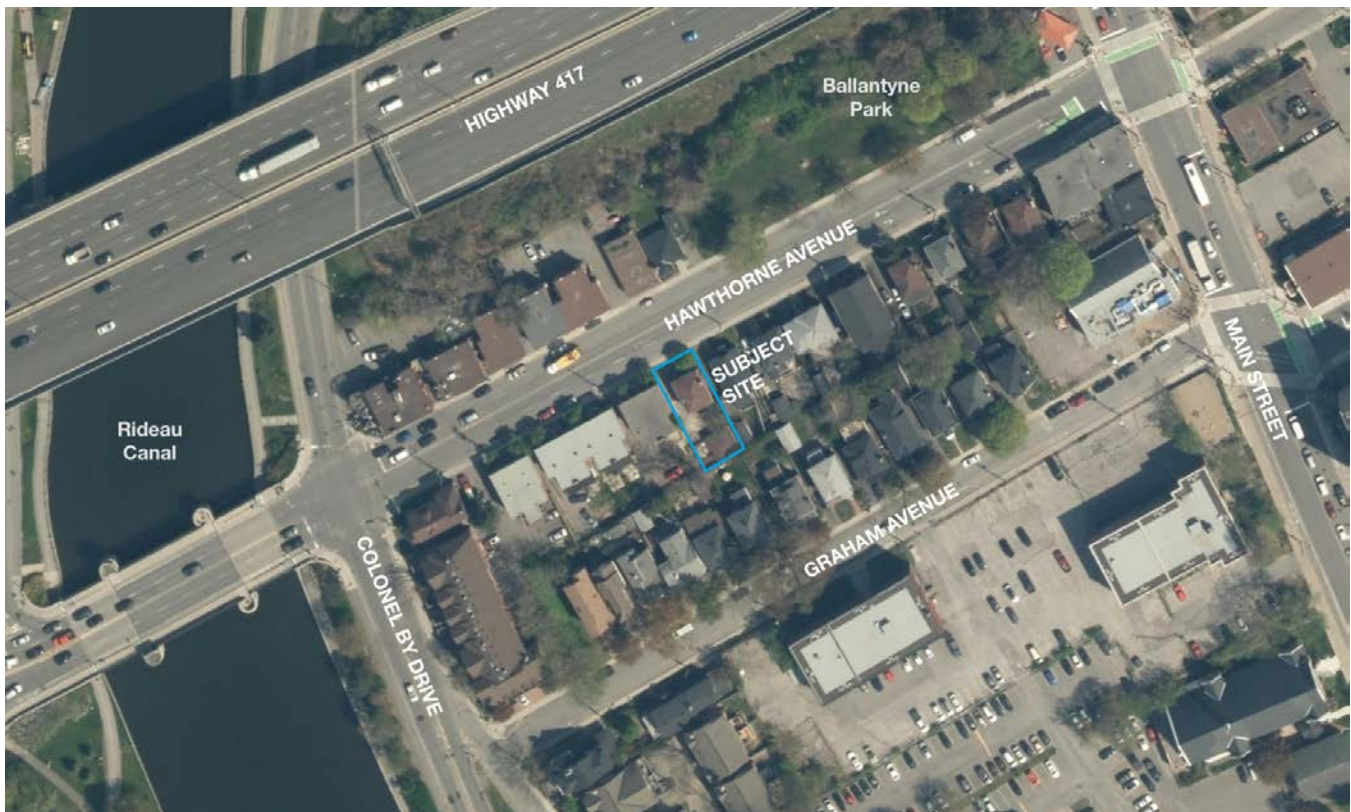


Figure 1: Context

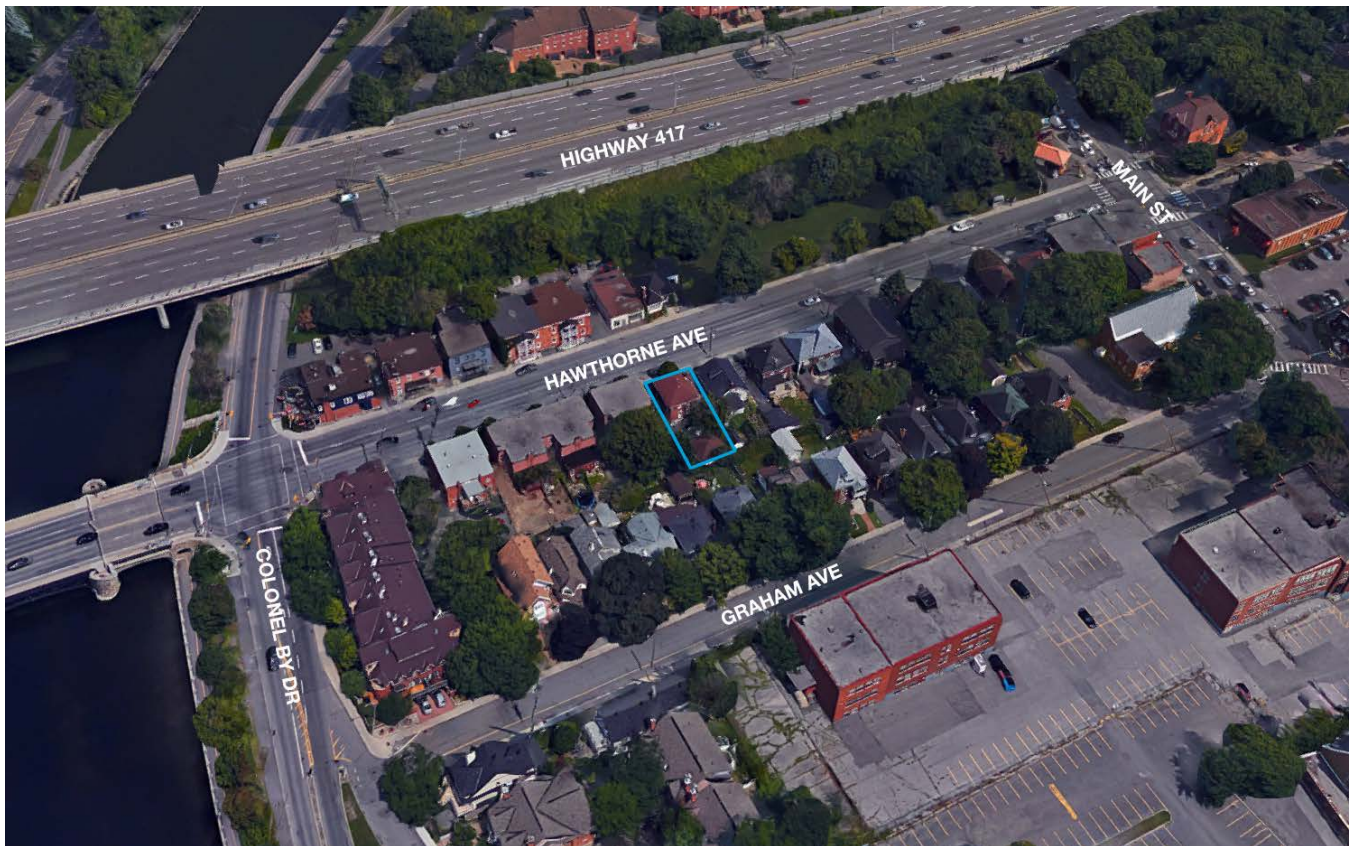


Figure 2: Aerial view of the subject site

North of the site, half of Hawthorne Avenue is lined with two-storey residential buildings (townhouses and semidetached) and a variety of commercial uses including a pub, a bicycle shop, and an automobile service shop. The other half of the north side of Hawthorne Avenue is dedicated to Ballantyne Park. Further north is Highway 417.

South of the site is Graham Avenue, which is lined with residential uses on the north side and institutional uses on the south side, including Immaculata High School and its sports field. The low-rise residential neighbourhood of Old Ottawa East and Saint Paul University are located further south.

East of the site are various low-rise residential buildings along Hawthorne Avenue, several of which have been converted for commercial use. Main Street intersects with Hawthorne Avenue at the end of the block.

West of the building are low-rise residential uses and, beyond them, the Rideau Canal which is flanked by the NCC Driveways (Colonel By and Queen Elizabeth Drives, respectively) and crossed by the Pretoria Bridge.

2.3 Community Amenities

The proposed development is near many community amenities, including commercial uses along Hawthorne Avenue, Main Street, and Elgin Street; the linear greenspace of the Rideau Canal corridor and associated multi-use pathways; Saint Paul University and the University of Ottawa; and several nearby schools including Immaculata High School, St. Nicholas Adult High School, and Lady Evelyn Alternative School.



Figure 3: 24 Hawthorne Avenue – existing conditions



Figure 4: North of the subject site –auto shop flanked by residential uses along Hawthorne Ave



Figure 5: Northeast of the subject site – Ballantyne Park



Figure 6: East of the subject site – residential buildings along Hawthorne Ave



Figure 7: West of the site – Hawthorne Avenue, viewed from Pretoria Bridge

2.4 Transportation Network

2.4.1 Active Transportation

Hawthorne Avenue is designated as an on-road cycling route in Schedule C (Primary Urban Cycling Network) of the City of Ottawa Official Plan. Due to its role as a connector of Elgin Street and Main Street – both also cycling routes – and its proximity to the multi-use pathways that line the Rideau Canal, Hawthorne Avenue is a major link in the city's cycling network.

2.4.2 Road Network

Hawthorne Avenue is identified as an arterial road in Schedule F of the Official Plan, and is close to the intersection with Elgin Street and Main Street, both also arterials. Highway 417 is approximately 70m north of the subject site, and can be accessed via the nearby Lees Avenue (eastbound) or Catherine Street (westbound) ramps.

3.0 PROPOSED DEVELOPMENT

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TC United is proposing to construct a three (3) storey residential building at 24 Hawthorne Avenue with twelve (12) dwelling units. The site is presently occupied by a detached dwelling and garage.

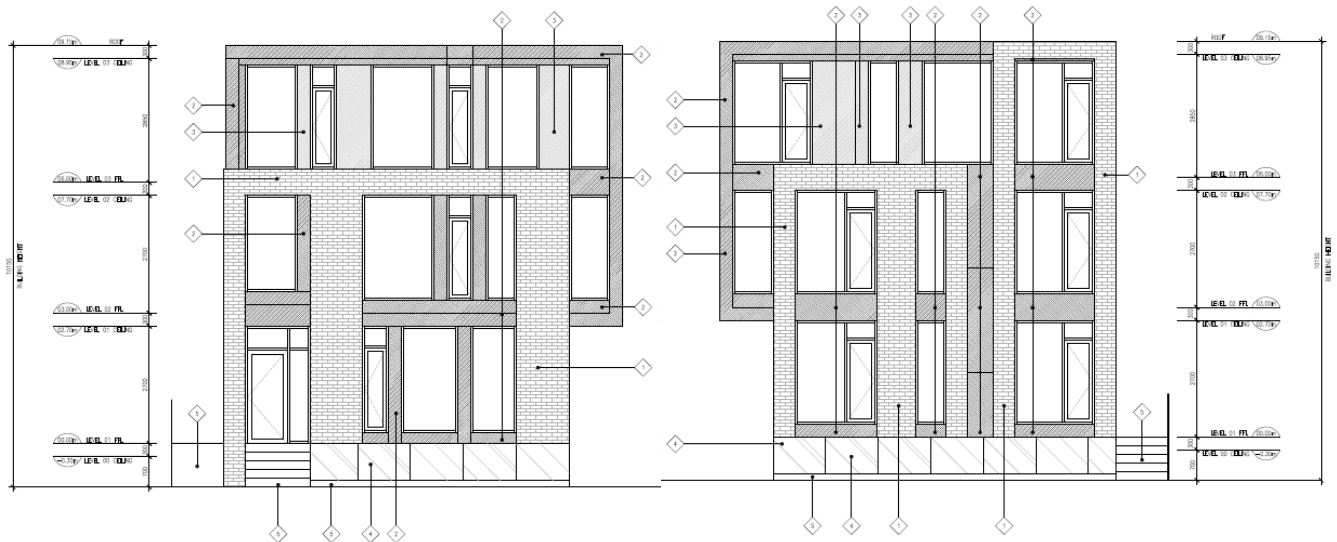
The proposal was developed with regard for numerous design guidelines and policies, including:

- / City of Ottawa Official Plan
 - o Managing Growth policies (Section 2.2.2)
 - o Building Liveable Communities policies (Section 2.5.1)
 - o Traditional Mainstreet policies (Section 3.6.3)
 - o Compatibility policies (Section 4.11)
- / Official Plan Amendment 150
- / Old Ottawa East Community Design Plan
- / Old Ottawa East Secondary Plan
- / Urban Design Guidelines for Development along Traditional Mainstreets

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



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



Figures 9 & 10: North/front elevation (left) and south/rear elevation (right)

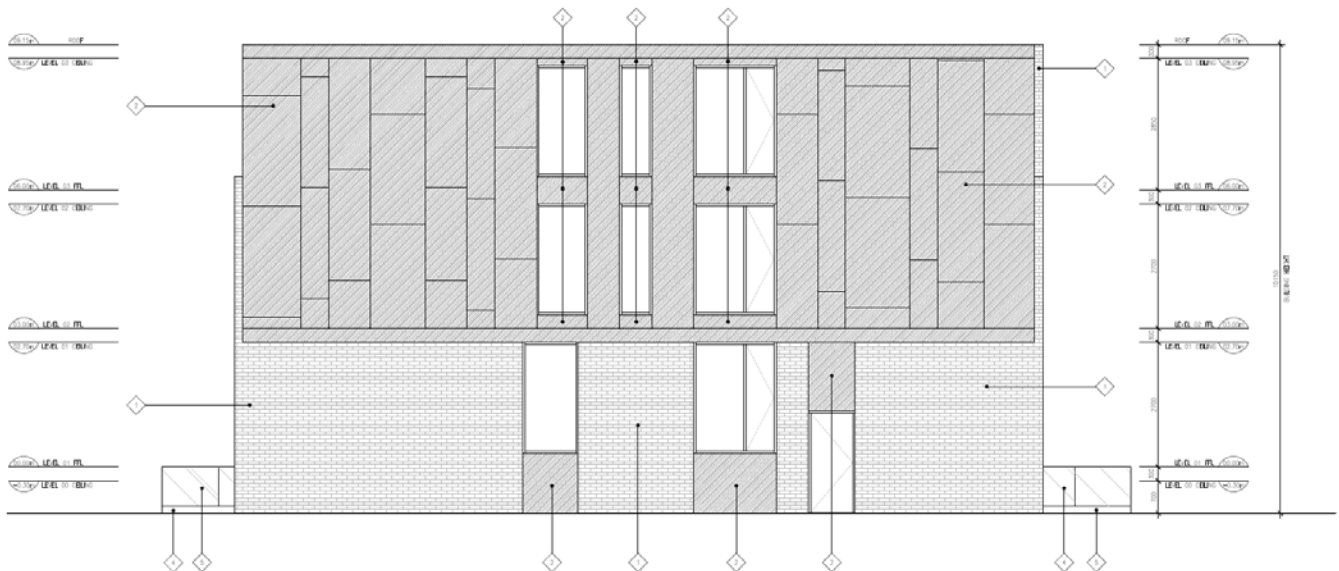


Figure 11: West elevation – facing driveway shared with 20 Hawthorne

The site plan for 24 Hawthorne Avenue shows a rectangular lot with a proposed 3-story detached dwelling in the center. The dwelling is labeled '24 HAWTHORNE AVENUE' and 'PROPOSED 3-STORY DETACHED DWELLING'. To the north of the dwelling is an existing 1-story building, and to the south is an existing 2-story building. The plan includes various annotations for existing features to be removed, such as a detached garage, window well, and steel and clear glass guard. It also shows proposed landscaping, including a soft landscaping area and a driveway. Dimensions are provided for the lot and the proposed building. The plan is oriented with Hawthorne Avenue to the west and the existing 2-story building to the south.

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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.

The pattern of intensification described in the Official Plan as one of nodes and corridors. Mainstreets are the corridors in this scheme. They are intended to carry crosstown commuters and attract shoppers from all over the city, and act as corridors for services, meeting places, and residences for people occupying adjacent neighbourhoods.

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. Target areas for intensification, per Policy 4, includes Mainstreets.

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 The proposed development helps define and enclose Hawthorne Avenue as a pedestrian-friendly mainstreet, and introduces a more urban typology to this evolving mainstreet while its overall scale and façade articulation evoke the smaller-scale housing that currently exists on Hawthorne.
- / 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, and includes an accessible first-floor unit.
- / Ensures that new development respects the character of existing areas;
 - o Hawthorne Avenue is a short mainstreet distinguished by small-scale residential uses oriented to the street. The proposed development further reinforces that character in its modest size and scale, while adding residential density in keeping with the planned function of the Traditional Mainstreet.
- / 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 on Hawthorne Street 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

24 Hawthorne is designated Traditional Mainstreet on Schedule B – Urban Policy Plan in the City of Ottawa Official Plan. Mainstreets are, according to Section 3.6.3 of the Official plan, streets with some of the most significant opportunities in the City for intensification. They are planned as compact, mixed-use, and pedestrian-oriented streets that can be accessed by foot, cycle, transit and automobile. A broad range of uses is permitted on Mainstreets, including residential uses.

Policy 8 of Section 3.6.3 encourages infill development and other intensification along Traditional Mainstreets in a building format that “encloses and defines the street edge and provides direct pedestrian access to the sidewalk.” Heights up to six storeys are permitted. Given the modest scale of existing development on this street and the prevalence of low-rise residential uses, the proposed three-storey height of the proposed development is appropriate.

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 Hawthorne Avenue's Traditional Mainstreet status in mind.

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

Table 1. Compliance with Section 4.11 of the Official Plan

COMPATIBILITY CRITERIA	PROPOSED DEVELOPMENT
SUNLIGHT:	The proposed development fits within the planned building height for a Traditional Mainstreet; impacts arising from mid-rise development will have been contemplated in the Official Plan, and as a low-rise apartment building the proposed development will have even less of an impact.
SUPPORTING NEIGHBOURHOOD SERVICES:	The proposed development is located in close proximity to several neighbourhood amenities including schools and parks. The site is located on a Traditional Mainstreet, is within walking distance of two others (Elgin and Main Street), 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 significantly advances the goals of the Traditional Mainstreet land use designation in this area, adds infill housing that contributes to a denser and more compact development pattern, and contributes to a liveable community.

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
VIEWS:	The building will not impact any protected views. [Policies 2, 3, 4]
BUILDING DESIGN:	The proposed development is a three-storey residential building with a small setback from its front lot line. It fits with the existing desirable character of Hawthorne Avenue [Policy 5];

	The principal façade and entrances are oriented to the street, and windows are visible from the public realm [Policy 6];
MASSING AND SCALE:	The proposed building fits within the prescribed height for development on Traditional Mainstreets, and its scale is consistent with existing built form on Hawthorne Avenue [Policy 12];
OUTDOOR AMENITY AREAS:	The proposed development will have no undue impact on the amenity spaces of adjacent residential units. The building is oriented to the front lot line and is well below the maximum permitted height; as such it will not overshadow abutting rear yards [Policy 15].

4.4 Old Ottawa East CDP and Secondary Plan

The Old Ottawa East Secondary Plan is the implementing legal framework supporting the Old Ottawa East Community Design Plan (CDP). The Secondary Plan provides a framework for change that will see the neighbourhood develop towards the vision developed in the CDP, while meeting the planning objectives of the City's Official Plan. The unifying vision and underlying objectives set out the policy framework for the specific strategies that focus on land use and building profiles.

The proposed development fits within the land use and built form policies of the Secondary Plan, and is in keeping with Neighbourhood and Precinct Policy 10.3.1(4) that the south side of the street should be developed in accordance with Traditional Mainstreet (TM) zoning.

Its three-storey height and modest massing minimizes impact on adjacent low-rise residential areas, and by increasing the unit count on its lot the proposed development contributes toward the achievement of Hawthorne Avenue's intensification target (150 dwelling units).

4.5 Urban Design Guidelines for Development along Traditional Mainstreets

The Urban Design Guidelines for Development along Traditional Mainstreets were approved by City Council in 2006 and were initiated to provide urban design guidance at the planning application stage in order to assess, promote and achieve appropriate development along Traditional Mainstreets. Site specific context and conditions as well as Community Design Plans and other relevant planning studies were reviewed in conjunction with the following guidelines for all streets designated Traditional Mainstreet in the City of Ottawa's Official Plan.

Key objectives of the Urban Design Guidelines for Development along Traditional Mainstreets are to:

- / To promote development that will enhance and reinforce the recognized or planned scale and character of the street;
- / To promote development that is compatible with, and complements its surroundings;
- / To achieve high-quality built form and strengthen building continuity along Traditional Mainstreets;
- / To foster compact, pedestrian-oriented development linked to street level amenities;
- / To accommodate a broad range of uses including retail, services, commercial uses, offices, residential and institutional uses where one can live, shop and access amenities.

The proposed development's front setback is aligned with existing built form (Guideline 1) and is detailed to evoke the rhythm of adjacent buildings with a prominent two-storey red brick façade (Guideline 8; Figure 12). Its small size is compatible with adjacent uses and minimizes overlook of abutting rear yards (Guideline 9). The threshold and shared entrance to this residential building is clearly accessible from the street (Guideline 13).

The proposed development generally meets the design direction provided in the Urban Design Guidelines for Development along Traditional Mainstreets.



Figure 12: Façade of the proposed development; red brick volume echoes the scale of the neighbouring building

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

The subject site is zoned Traditional Mainstreet, subzone 12 (TM12) in the City of Ottawa Zoning By-law. A 14.5-metre height limit is in place.

The purpose of the TM zone is to accommodate a broad range of uses; promote compact, mixed-use, pedestrian-oriented development; recognize the function of Business Improvement Areas as primary business or shopping areas; and impose development standards to ensure that street continuity, scale and character is maintained, and that uses are compatible and complementary to surrounding land uses. The TM zone permits low- and mid-rise apartments; the TM16 subzone permits various additional low-rise housing types, including detached, duplex, semi-detached, three-unit and townhouse dwellings.

Exception 1839 applies to the south side of Hawthorne Avenue, including the subject site. Under Exception 1839, a parking garage is only permitted below grade, office uses are not permitted on the ground floor, and the front yard setback is a minimum of 2 metres and a maximum of 3 metres, notwithstanding Table 197(c) (maximum front yard setbacks) but subject to subsection 197(4), which lists the exceptions to front yard setback requirements.

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

Table 3: Zoning Compliance for TM12[1839] (s.197)

Provision	Required	Proposed	Compliance
Minimum Lot Area (m²)	No minimum	333m ²	✓
Minimum Lot Width (m)	No minimum	11.6m	✓
Building Height (m)	14.5m	10.15m	✓
Stepbacks	/ Additional 2 metre setback from front lot line required at & above 4 th storey/15m / No part of building may project above 45deg. angular plane measured from 15m above minimum rear yard setback	N/A; building less than 15m high	✓
Front Yard (m) (s.139)	For a residential use building – the average of existing setbacks of abutting lots: 4.035m	4.035m	✓
Minimum Rear Yard (m)	7.5	7.5m	✓
Interior Side Yard (m)	1.2m (residential use building)	1.2m (both sides)	✓
Parking (s.101)	None required per s.101(4)(a)	0	✓
Visitor Parking (s.102)	None required per s.102(2)	0	✓
Bicycle Parking (s.111)	0.5/unit x 12 units: 6	6	✓
Amenity Area (s.137)	72m ² (36m ² communal)	72.2m ² (total and communal)	✓

The proposed development is compliant with the intent and provisions 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 achieving infill and intensification goals on Traditional Mainstreets. The proposed development also conforms to urban design and compatibility policies in the Official Plan. The proposed building is within the height and massing range called for on Traditional Mainstreets, and complements existing massing and rhythm on the street.

Overall, the proposed development advances several key policy objectives at the Provincial and Municipal levels, and represents an attractive addition to a Traditional Mainstreet that adds residential density to its community in a sensitive manner. 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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