

**178 Carruthers Properties Inc.**



**Planning Rationale for 178 Carruthers Avenue**

**Site Plan Control Application**

**November 2014 (Revised)**

 **MELOSHE AND ASSOCIATES LTD.**  
PLANNING AND DEVELOPMENT CONSULTANTS

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## **1.0 Introduction**

This Planning Rationale has been prepared in support of a Site Plan Control application for a property located at 178 Carruthers Avenue in the City of Ottawa.

The purpose of the Planning Rationale is to assess the appropriateness of the proposed use of the property as an apartment building and the requested site plan control approval with the context of the Hintonburg community and the City's regulatory and policy framework with respect to the proposed use of the land.

## **2.0 Overview of the Subject Property**

The property is located on the west side of Carruthers Avenue just south of Scott Street in the Hintonburg community. The property comprises a land area of approximately 567 square metres and is currently developed with a 2 storey converted detached dwelling. There are 4 rental apartment units in the existing converted dwelling.

The property has vehicular access from Carruthers Avenue. There is currently surface parking on the south side of the building.

## **3.0 Current Zoning for the Site**

The current zoning is R4S which is a Residential Fourth Density zone and permits a range of residential building forms including a low rise apartment building. The maximum building height is 14.5 metres or 4 storeys. Since low rise apartment buildings are permitted a zoning amendment will not be required. Site plan approval will be required prior to construction of a building.

## **3.0 Site Context and Adjacent Uses**

The subject property is located immediately south of Scott Street on Carruthers Avenue in the Hintonburg community. The property is located within 600 metres of the future LRT line which will run along Scott St. Vehicular access is provided from Carruthers Avenue and the property is a 5 minute drive from downtown Ottawa.

Immediately north and west of the subject site is vacant land and a transformer facility which forms part of a site owned by Hydro Ottawa. To the south and east of the site are low rise residential uses. The Odawa Friendship Centre which is located at the corner of Carruthers and Scott St was recently the subject of a zoning amendment application to develop the land along Carruthers Ave for four new townhouse units three storeys in height. A high rise apartment tower is also proposed for the corner of Stirling Avenue and Scott Street.



## 5.0 Transportation and Transit Network

The subject property is well- situated within the municipal roadway system. Scott St is classified as an existing arterial on Schedule E of the City's Official Plan. The property enjoys close proximity to downtown Ottawa and Gatineau as well as important north-south connecting street of Bayswater and Preston Street. Tunney's Pasture, Westboro Village, the Parkdale / 417 interchange intersection are located to the west. The Parkdale / 417 interchange is located within 1 km to the south of the property.

Carruthers Avenue is a one-way southbound local residential street that connects to Wellington Street. The site is on the north edge of a low to medium density residential neighborhood and institutional uses with typical building height limits of 11 metres to 14.5 metres.

The site is located within close proximity to the City's Rapid Transit Network including Bayview Station, 650 metres east and Tunney's Pasture Station at Holland Avenue, 540 metres west. Multiple bus routes serve the area; within 150 metres, there are three bus stops including a stop (Bus route # 16) along Scott Street.

The City of Ottawa has initiated the conversion of parts of the Rapid Transit Network from a Bus Rapid Transit (BRT) system to a Light Rail Transit (LRT) system. With this transit infrastructure investment, the City is encouraging transit-oriented development (TOD) which will lead to intensification of the areas surrounding the future Rapid Transit Stations, including the Tunney's Pasture Station and Bayview Station. TOD supports high quality public transit services, good walkability, and compact, mixed land uses.

## **6.0 Area Amenities**

There are a variety of uses that complement the surrounding community including: Laroche Park, Carruthers-Stirling Park, the Ottawa River, Dow's Lake, the Ottawa Hospital, Little Italy and Chinatown, community amenities and facilities, and employment centres. The commercial uses along Wellington Street are located 400 metres south on the site.

## **7.0 Description of the Proposed Development**

178 Carruthers Property Inc. who own the subject property are proposing to construct a 4 storey low rise apartment building comprising 21 units. 17 parking spaces as well as bicycle storage will be provided on one level of underground parking. 5 of the total 19 parking spaces will be identified as visitor spaces.

Individual amenity space will be provided in the form of an exterior balconies for the units.

## **8.0 Policy Framework**

### **8.1 Provincial Policy Statement (2005)**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development across Ontario. One strong theme found throughout the PPS is the intensification of built-up areas in order to efficiently use land, existing infrastructure, and existing public service facilities. Such efficiencies enable planning authorities to achieve the PPS's policy that an appropriate range and mix of employment opportunities, housing and other land uses meet projected needs for a time horizon of up to 20 years (Section 1.1.2). As a result of this mandatory target, the PPS clearly states that planning authorities shall identify and promote opportunities for intensification and redevelopment (Section 1.1.3.3).

The PPS directs that land use planning shall be carried out in a manner that:

- Promotes efficient development patterns that contribute to long-term sustainability on a province-wide basis as well as in local communities;
- Takes advantage of opportunities for intensification and redevelopment that optimize the use of existing or planned infrastructure and public service facilities;
- Promotes a compact built form which supports the use of alternative transportation modes and public transit.

## **Findings**

The PPS promotes intensification and redevelopment opportunities within built up areas where existing or planned infrastructure can support development (Policy 1.1.3.3) and (Policy 1.1.3.7). The proposed low rise apartment use supports the policies of the PPS by providing new residential accommodation within the City's urban area where infrastructure and services already exist and which is proximate to a range of community services and amenities. The proposed development takes advantage of an available

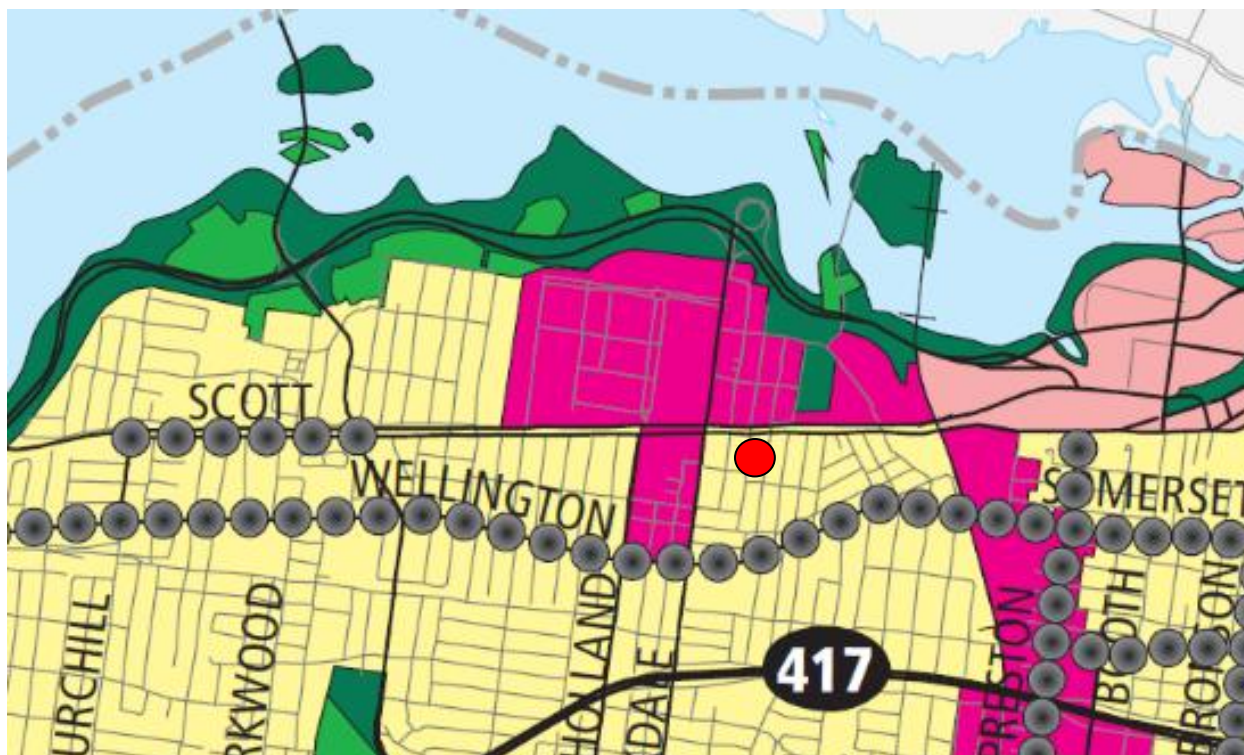
opportunity to provide compact, transit supportive development on the edge of a residential community.

The proposed use also promotes an efficient, cost effective pattern of development, is located within proximity to a range of community services and amenities, is well-oriented within the City's roadway and transit system and will stimulate economic growth in the City.

## **8.2 City of Ottawa Official Plan (2003, Consolidated 2011)**

The Official Plan designates the subject property as General Urban Area which permits the development of a full range and choice of housing types to meet the needs of all ages, incomes and life circumstances in combination with conveniently located employment, retail, service, cultural, leisure, entertainment and institutional uses. A broad scale of uses are found within this designation that are intended to facilitate the development of complete and sustainable communities. While the City is supportive of the establishment of a broad mix of uses in Ottawa's neighbourhoods this is not meant to imply that all uses will be permitted everywhere within this designation as location, scale and type of land uses will continue to be regulated by the Zoning By-law in accordance with the provisions of the approved Plan. The Plan provides direction that new development be compatible and complement the surrounding land uses and that non-residential uses be conveniently located with respect to concentrations of residential development. The locational and compatibility policies of the Plan direct uses that have the potential to generate negative impacts to appropriate locations. The compatibility criteria of the plan including noise, spillover of light, accommodation of parking and access are prominent considerations when assessing the relationship between new proposals and existing development.





General Urban Area	Zone urbaine générale	Enterprise Area	Secteur d'entreprises
Future Urban Area	Zone urbaine futur	Natural Environment Area	Zone écologique naturelle
Central Area	Zone centrale	Agricultural Resource Area	Zone de ressources agricoles
Town Centre	Centre ville	Agricultural Research Area	Zone de recherche agricoles
Traditional Mainstreet	Rue principale traditionnelle	Macdonald-Cartier International Airport	Aéroport international Macdonald-Cartier
Arterial Mainstreet	Artère principale	Greenbelt Employment and Institutional Area	Zone d'emploi et d'équipement collectif de la Ceinture de verdure
Mixed Use Centre	Centre polyvalent	Greenbelt Rural	Ceinture de verdure secteur rural
Developing Community	Communauté en développement	Major Open Space	Grand espace vert
Employment Area	Secteur d'emploi		

## Official Plan Schedule B

The proposal addresses four key challenges of growth outlined in the Official Plan as follows:

### Section 2.2 – Managing Growth

Growth shall be directed to the urban area where it can be accommodated in a compact form, thereby supporting high-quality transit service and recreation facilities and taking advantage of existing servicing capacity. The projected increases in population and jobs can be accommodated within the urban area by intensifying land uses within the urban area. By its nature land use intensification increases the density of development. The City supports intensification and infill development throughout the urban area including lands within the General Urban Area.

- The proposed development is an appropriate intensification and infill project as envisioned and supported by the Official Plan.

### **Section 2.3 – Providing Infrastructure**

Land use and infrastructure policies are closely related. The City aims to create a compact urban area and safe and healthy communities which are to be achieved in part by taking maximum advantage of existing infrastructure. The City is committed to providing a transportation system that shall promote transit, walking and cycling in order to increase the percentage of trips by transit to 30 percent of the total.

- The proposed development takes full advantage of the established City transit service, water and sewer services and the network of roads and designated cycling routes.

### **Section 2.4 – Maintaining Environmental Integrity**

The health of the city and its residents depends on maintaining and enhancing environmental quality. The preservation of significant environmental features is promoted by directing land use and development to the existing urban area. Overall air quality and energy efficiency are enhanced by promoting compact development that is linked to high-quality public transit, cycling and walking facilities.

- The proposed development helps to maintain environmental integrity by focusing growth in the urban area rather than developing lands at the periphery of the city.

### **Section 2.5 – Building Liveable Communities**

Liveable communities achieve a balance of facilities and services to meet citizens' everyday needs. Housing should be affordable and of high-quality and be within walking or cycling distance to a range of community amenities including green spaces, commercial/service uses, libraries, schools and the workplace.

- The proposed development contributes to a sustainable community by providing residential uses in close proximity to the rapid transit system and a range of community amenities including employment and retail uses thereby reducing travel and improving accessibility.

#### **Section 2.5.1 Compatibility and Community Design**

Section 2.5.1 of the Official Plan addresses Compatibility and Community Design for new development particularly as it relates to infill and redevelopment within established areas. Infill development must be sensitive to and compatible with the existing community fabric. The proposed use draws upon the characteristics of the community to fit well in its context and work well among its surrounding functions. The accompanying compatibility criteria in Section 4.11 of the Official Plan provide a comprehensive means by which to assess the compatibility of infill development.

### **Findings**

In our opinion the proposed apartment building meets the following applicable objectives in Section 2.5.1 of the Official Plan:



- To create places that are safe, accessible and are easy to get to and move through.
- To ensure that new development respects the character of existing areas.
- To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

#### **Section 4.11 – Compatibility**

The compatibility criteria in Section 4.11 of the Official Plan provides a comprehensive means by which to assess the compatibility of infill development. Criteria used to evaluate compatibility includes: traffic, vehicular access, parking, height and massing, pattern of surrounding community, outdoor amenity area, loading, service and outdoor storage areas, lighting, noise and air quality, sunlight, microclimate and supporting neighbourhood services. Not all of these are applicable to each development.

Having carefully considered the above measures of compatibility against the proposed use it is evident that the proposed residential use is appropriate for this area. In our opinion the proposed low rise apartment building is compatible with the residential land uses in the immediate area and fits well; the use enhances the existing fabric of the community and compliments the current and proposed scale and type of development along Carruthers Avenue and Scott Street.

#### **Findings**

**Traffic:** A Transportation Impact Study was prepared analyzing the existing road network and assessing its potential to accommodate traffic generated by the proposed development. It was determined that the existing capacity of the road network is sufficient to safely accommodate traffic generated by the proposed development.

**Vehicular Access:** Vehicular access to the site will be from Carruthers Avenue. There will be one private approach into the site which will connect to the underground garage. By providing 17 underground parking spaces and 2 surface spaces this will minimize automobile movement disruption on the site, improve traffic flows and contribute to a safer pedestrian and landscape environment. Noise and headlight glare will be minimized on adjacent properties.

**Parking Requirements:** A total of 17 parking spaces will be provided below grade and 5 spaces will be designated for visitor parking. One level of underground parking is being provided in order to maximize landscaping and provide a pedestrian walkway at the front of the apartment building. There is no front yard parking.

**Building Height and Massing:** The planned function for the subject site under the General Urban Area designation is for a range of uses including ground-oriented to multi-storey apartment development.

The site has been designed to be sensitive to the neighbourhood character by utilizing compatible design elements; minimizing adverse impacts to adjacent properties by proposing a building form and height that is compatible and improves the streetscape appeal. It is our opinion that a 4 storey low rise apartment building form is appropriate massing and height for the site and will fulfill its planned function in the Hintonburg community.

**Pattern of Surrounding Community:** The built form of the surrounding community generally consists of low rise detached and converted dwellings. The property across Carruthers Ave to the east will undergo intense redevelopment in the future for higher density apartment and townhouse development. The Hintonburg community is undergoing a transition to more intensive residential use.

**Outdoor Amenity Area:** The proposed development will provide a comprehensive landscape treatment around the perimeter of the site. Exterior balconies are provided for the apartment units in the building.

**Loading Areas, Service Areas and Outdoor Storage:** Service areas and storage including waste removal storage will be contained at the basement level of the building.

**Lighting:** Lighting will be designed to minimize glare and spill-over onto adjacent properties.

**Noise and Air Quality:** No noise or air quality impacts have been identified at this point with respect to the proposed use. The proposed apartment use is not considered to be a noise generator.

**Sunlight:** Sun shadow studies have been prepared by Golden Rock Architects for the months of March, June, September and December. These studies determined that sun shadowing will have minimal impact on adjacent properties.

**Microclimate:** No microclimate conditions have been identified.

**Supporting Neighbourhood Services:** The proposed development is located within walking distance to a wide range of community services such as parks and schools within Hintonburg community and a variety of commercial and service uses along Wellington Street.

### **8.3 Scott Street Community Design Plan (CDP)**

The Scott Street Community Design Plan approved by City Council in February 2014 applies a new planning and urban design framework for properties along both sides of Scott Street. Scott Street north of Carruthers Avenue will be designated as a Traditional Mainstreet allowing a range of commercial and residential uses up to a maximum building height of 6 storeys. The subject property will remain as a low profile residential building in the CDP with a building height of 4 storeys. A public park is shown north of

the subject site at the corner of Scott St and Carruthers Avenue. Intersection improvements will be undertaken at Scott St and Carruthers Ave.

In my opinion the proposal is consistent with the objectives of the Scott Street CDP.

#### **8.4 Urban Design Guidelines for Low-Rise Infill Housing**

In our opinion the revised plans satisfy the objectives of the Low-Rise Infill Housing Guidelines. The plans have been revised with respect to the following urban design elements:

- The amenity area in the rear yard has been amended in accordance with Section 137.
- The site plan has been amended to show an entrance facing the street with a direct connection to the sidewalk.
- Additional landscaping has been added to the front and rear of the site.
- The proposed building complies with the maximum 14.5 metre height limit. The roof of the building is sloped in order to maximize its solar efficiency.

In our opinion the revised design will make a positive contribution to the streetscape along Carruthers Avenue and provide compact, residential development that is oriented to the transit system and well-integrated with surrounding uses.

### **9.0 Regulatory Framework**

#### **9.1 City of Ottawa Comprehensive Zoning By-law 2008-250**

The existing zoning is R4S which is a Residential Fourth Density zone and permits a range of residential building forms including a low rise apartment building. The maximum building height is 14.5 metres or 4 storeys. Since low rise apartment buildings are permitted a zoning amendment will not be required. The proposed building has been designed to conform to the R4S zone requirements. Site plan approval is required prior to the construction of a building.



## 10.0 Conclusion

It is our opinion that the site plan control application represents good land use planning, is appropriate for the subject property and is in the public interest for the following reasons:

- The proposed development conforms to the Provincial Policy Statement policies with respect to infill development, particularly related to compact, transit-oriented development in the urban area.
- The development conforms to the City's Official Plan goals, policies for the General Urban Area, particularly with respect to infill development that is compact, transit-oriented, defines the street edge and provides an enhanced pedestrian environment.
- Complies with the City's compatibility criteria established in the Official Plan (Section 2.5.1 and 4.11) including provisions relating to building profile transition, traffic, vehicular access to the site and building height and massing.
- The development proposal maintains the intent of the zoning by proposing a compact residential development that is oriented to the transit system and is well-integrated with surrounding uses.

- The development will provide housing accommodation inside the Greenbelt in the form of apartment accommodation.
- A building height of 4 storeys will be compatible with adjacent existing and proposed development along Carruthers Avenue and Scott Street. Shadow studies demonstrate that impacts to adjacent properties will be minimal.
- Vehicular access to the building will occur from Carruthers Avenue and it is expected that vehicular traffic to the site will be minimal.
- Parking will be provided in an underground garage. This will allow for enhanced site landscaping and a pedestrian pathway around the perimeter of the building.
- The proposed development is supported by all technical studies submitted as part of this application.

Please do not hesitate to contact me should you have any questions concerning this application.

Yours Truly,



Nancy Meloshe MES, MCIP, RPP  
Principal  
Meloshe and Associates Ltd.