

**Planning Rationale in Support of an Application for
Zoning By-law Amendment**

1707 Fisher Avenue

Carleton Heights Community

City of Ottawa

Prepared by:

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For:

RORTAR
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INTRODUCTION

1. Purpose of Report/Proposed development

Rortar Land Development Consultants have been retained by the owner of 1707 Fisher Avenue to prepare a planning rationale in support of an application for amendment to City of Ottawa Zoning By-law 2008-250. The purpose of the application is to facilitate development of an existing parcel of residential land at 1707 Fisher Avenue in the Carleton Heights Community of the City of Ottawa. The now vacant property is located on the easterly side of Fisher Avenue, 0.7 km. south of Meadowlands Drive, north of Normandy Crescent as shown in Figure 1.

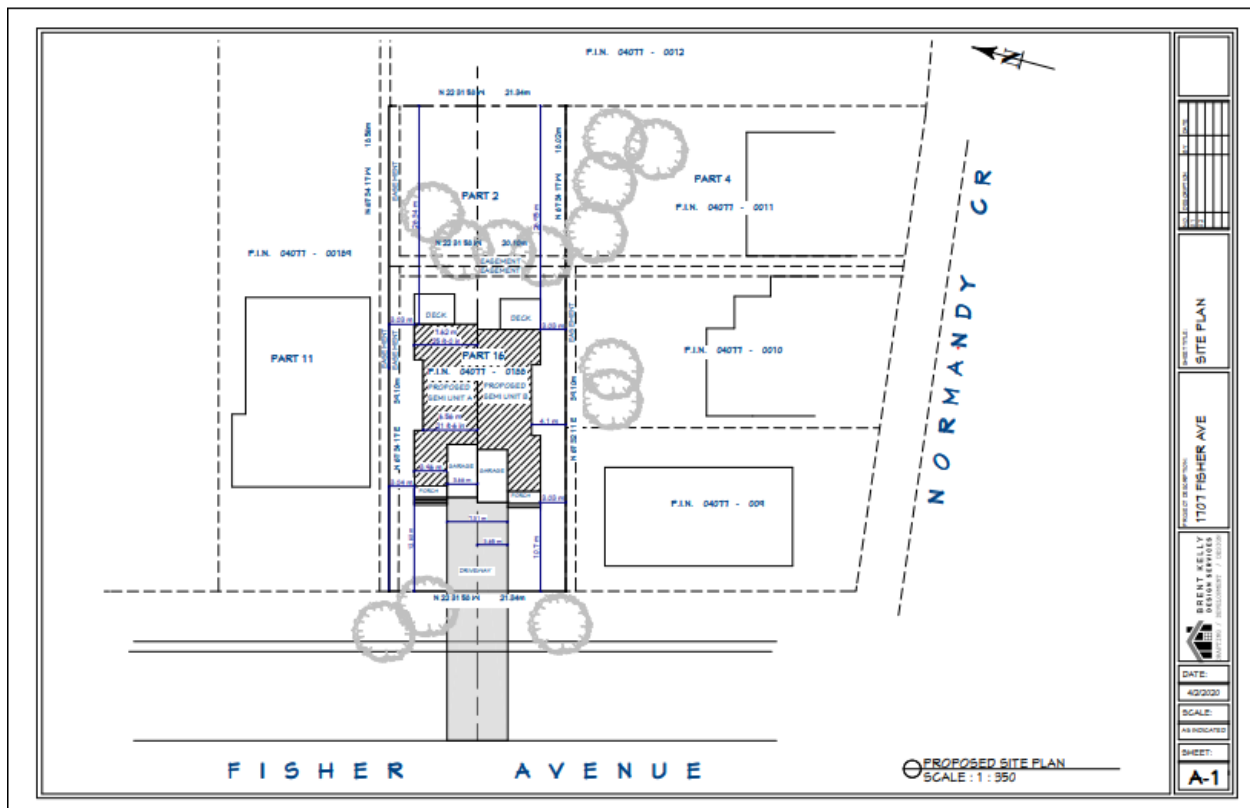
Figure 1. Location and Zoning



The proposal is to amend the existing **RESIDENTIAL FIRST DENSITY ZONE- R1GG** zoning of the property to apply a site-specific exception to allow development of a **Semi-detached Dwelling** (2 dwelling units).

Figure 2. shows the conceptual site plan for a semi-detached residential building on the subject property. Adjacent property building locations are also shown.

FIGURE 2 : 1707 FISHER AVENUE SITE PLAN



The proposed two-storey dwelling units, which will each have a single attached garage located on the Fisher Avenue frontage, will share one driveway to be located centrally on the property. Total lot frontage to accommodate the two units is 21.34 metres, allowing for appropriate buildable width, adequate driveway width serving the garages and side yard building setbacks of over 3 metres.

The substantial depth of the property, at over 57 metres, in combination with a total lot area of almost 1200 square metres accommodates front yard setbacks that are consistent with neighbouring properties along Fisher Avenue as well as rear yard privacy areas that are well above standard for this type of urban residential development.

Figures 3-5 below shows the front, rear and side elevations of the proposed semi-detached building. All elevations feature combinations of masonry and stucco finishing with architecturally integrated glazing and decking materials.

FIGURE 3: FRONT ELEVATION



FIGURE 4: REAR ELEVATION



FIGURE 5: SIDE ELEVATION



Figures 6 and 7 below illustrate the character of immediately adjacent residential development fronting on Fisher Avenue both north and south of the proposed development.

FIGURE 6: EXISTING ADJACENT DEVELOPMENT-NORTH



Source: Google Street View

FIGURE 7: EXISTING ADJACENT DEVELOPMENT-SOUTH



Source: Google Street View

The immediately neighbouring residential development is generally characterized by single detached residential structures having a built form that is similar in scale to the semi-detached structure that is proposed on this property. Architecturally,

the proposed building will compliment the existing development on neighbouring properties.

2. PROPOSED ZONING AMENDMENT

A. Existing Zoning – R1GG

City of Ottawa By-law 2008-250 specifies that the purpose of the R1-First Density zone is to “(1) restrict the building form to **detached dwellings** in areas designated as General Urban Area in the Official Plan;

(2) allow a number of other residential uses to provide additional housing choices within detached dwelling residential areas;

(3) permit ancillary uses to the principal residential use to allow residents to work at home;

(4) regulate development in a manner that is compatible with existing land use patterns so that the detached dwelling, residential character of a neighbourhood is maintained or enhanced;”

Ancillary uses permitted in the zone, subject to certain conditions, include:

“bed and breakfast, diplomatic mission, group home, home-based business, home-based daycare, park, retirement home, converted secondary dwelling unit and urban agriculture”.

Consequently, in order to permit the proposed semi-detached dwelling on the subject lot, an appropriate amendment to By-law 2008-250 will be required to apply a site-specific exception to the R1GG zoning that will accommodate the development.

Table 156A -R1 SUBZONE PROVISIONS of By-law 2008-250 sets down the following minimum lot size standards for residential development in the R1GG Subzone.

1. Minimum Lot width- 18m.
2. Minimum Lot Area- 665m

The subject property features a lot width of 21.43m and a lot area of approximately 1200m², significantly exceeding the current minimum requirements.

B. Proposed Zoning

The proposed amendment to By-law 2008-250 will maintain the existing R1GG zoning and add an “Urban Exception” allowing an **Additional Permitted Land Use**, being a **Semi-Detached Dwelling**, on the subject property only.

At the same time the exception will apply specific lot size, building setback and height provisions which reflect the development proposal and which are consistent with performance standards that are similar and applicable in other residential zones where Semi-Detached Dwellings are permitted. At the same time, the zoning provisions will ensure that the proposed development will respect the character and scale of residential development in the immediate neighbourhood.

The following suggested “Zone Provisions”, which are generally reflective of the requirements of the **Residential Second Density Zone-R2, Subzone A** in By-Law 2008-250, will accommodate the proposed semi-detached residential development and they reflect semi detached dwelling zoning standards that apply to such developments that occur in locations where larger unit lot widths and lot areas are the norm. In addition, the provisions are complimentary to those of the general R1GG zoning of the immediate neighbourhood.

Suggested Urban Exception: R1GG {exception}

Additional Land Use Permitted: Semi Detached Dwelling

Provisions: Minimum Lot Width:	10.5m
Minimum Lot Area:	315m
Minimum Front Yard Setback	6m
Minimum Side Yard	1.2m
Minimum Rear Yard	7.5m
Maximum Building Height	8m (as Per existing R1GG Zone)

These proposed zoning provisions will ensure that the proposed semi-detached residential building development will compliment the existing character of the neighbourhood.

3. Existing Planning Context/Conformity

A. The Provincial Policy Statement (PPS)

The Provincial Policy Statement , which enunciates “provincial interests” in the Ontario planning system, provides direction for the promotion and sustainability of “liveable and safe communities” through, amongst other measures, encouraging municipalities to “...accommodate an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), to meet long-term needs.....” and by “.....promoting cost-effective development patterns and standards to minimize land consumption and servicing costs.”

The proposed zoning and semi-detached residential development of the subject property supports features that promote the objectives of the PPS to encourage:

“...a) densities and a mix of land uses which:

1. efficiently use land and resources;
2. are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
3. minimize negative impacts to air quality and climate change, and promote energy efficiency;
4. support active transportation;

5. are transit-supportive, where transit is planned, exists or may be developed...”

The neighbourhood location is well-served in terms of direct access to existing local transit, the municipal road system, municipal and utility services, as well as local institutional, commercial and employment centres. The proposed development and rezoning represent appropriate intensification and are consistent with the Provincial Policy Statement.

In summary, the development will support the cost-efficiency and sustainability goals of the PPS while being fully respectful of the predominant built-form and character of the surrounding neighbourhood.

B. City of Ottawa Official Plan -General Urban Area and Managing Growth

The subject property is designated General Urban Area in the City of Ottawa Official Plan. The purpose of the General Urban Area designation is to permit “... 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”

Policy 1 of Section 3.6.1 states that:

“The General Urban Area designation permits all types and densities of housing, as well as employment, retail uses, service, industrial, cultural, leisure, greenspace, entertainment and institutional uses.”

The proposed semi-detached residential use of the subject property is permitted under the General Urban Area designation. The semi-detached housing format proposed by the development will contribute to an appropriate broadening of the range of housing types and densities in the neighbourhood, consistent with the objectives of the Official Plan.

Policy 5 of Section 3.6.1 of the Official Plan provides direction on residential intensification, promoting a variety of residential development formats within the General Urban Area:

“The City supports intensification in the General Urban Area where it will complement the existing pattern and scale of development and planned function of the area. The predominant form of development and intensification will be semi-detached and other ground-oriented multiple unit housing. When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will:

- a) Assess the compatibility of new development as it relates to existing community character so that it enhances and builds upon desirable established patterns of built form and open spaces;
- b) Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area...”

The proposed R1GG {exception} zoning of the subject property will allow the development of a single ground-oriented, semi-detached residential building in an appropriate location within this established low-density residential community. At the same time the development will be fully respectful of the existing character and dominant built form of the neighbourhood.

Section 2.2.2 of the Official Plan provides planning policy direction with respect to residential intensification within existing communities:

i.e. The “... Plan supports intensification throughout the urban area where there are opportunities to accommodate more jobs and housing and increase transit use”.

Specific policies advise that:

“Residential intensification means the development of a property, building or area that results in a net increase in residential units or accommodation and includes.....The conversion or expansion of existing residential buildings to create new residential units or accommodation, including secondary dwelling units and

rooming houses”...and that “..low-rise intensification will be the predominant form of intensification in the General Urban Area”.

Policy 23 states that the “...City supports intensification in the General Urban Area where it will enhance and complement its desirable characteristics and long-term renewal”.

The subject proposal for development of a semi-detached residential format is an example of appropriate low-rise intensification which will compliment the built form and architectural characteristics of the neighbourhood.

Section 2.2 of the Official Plan, which provides further direction with respect to residential intensification advises that “...lands designated General Urban Area will continue to mature and evolve through intensification and infill but at a scale contingent on proximity to major roads and transit services. The subject property is located in close proximity to bus stops located along its Fisher Avenue frontage and Meadowlands Drive approximately 0.7 km to the north and is well served in terms of accessibility for all transportation modes.

In summary, the proposed semi-detached residential development supports the intensification policy objectives of the Official Plan, providing a cost-effective development format that supports the efficient use of existing services, infrastructure, and transit while respecting and complimenting the character of the neighbourhood.

C. Official Plan Volume 2A, Carleton Heights Secondary Plan

The City of Ottawa Official Plan includes Volume 2A which provides Community-specific policy planning documents that are referred to as “Secondary Plans”. The subject property is located within in the Secondary Plan for the Carleton Heights area of the “former City of Ottawa”.

It should be noted that the current City of Ottawa Official Plan Review process is proposing that the Carleton Heights Secondary Plan, along with other similar and somewhat “dated” Secondary Plans, be removed from the Plan altogether. City Planning staff have advised that the revised and updated Official Plan, absent of

these Secondary Plans, is expected to be addressed by City Council in September 2021. Consequently, the relevancy of the Carleton Heights Secondary Plan in terms of new development proposal review is somewhat questionable. Nonetheless, a review of the subject development proposal vis-a-vis the Secondary Plan is provided.

Figure 8: Carleton Heights Secondary Plan- Land Use

Note – Subject Property Location represented by dark blue dot.

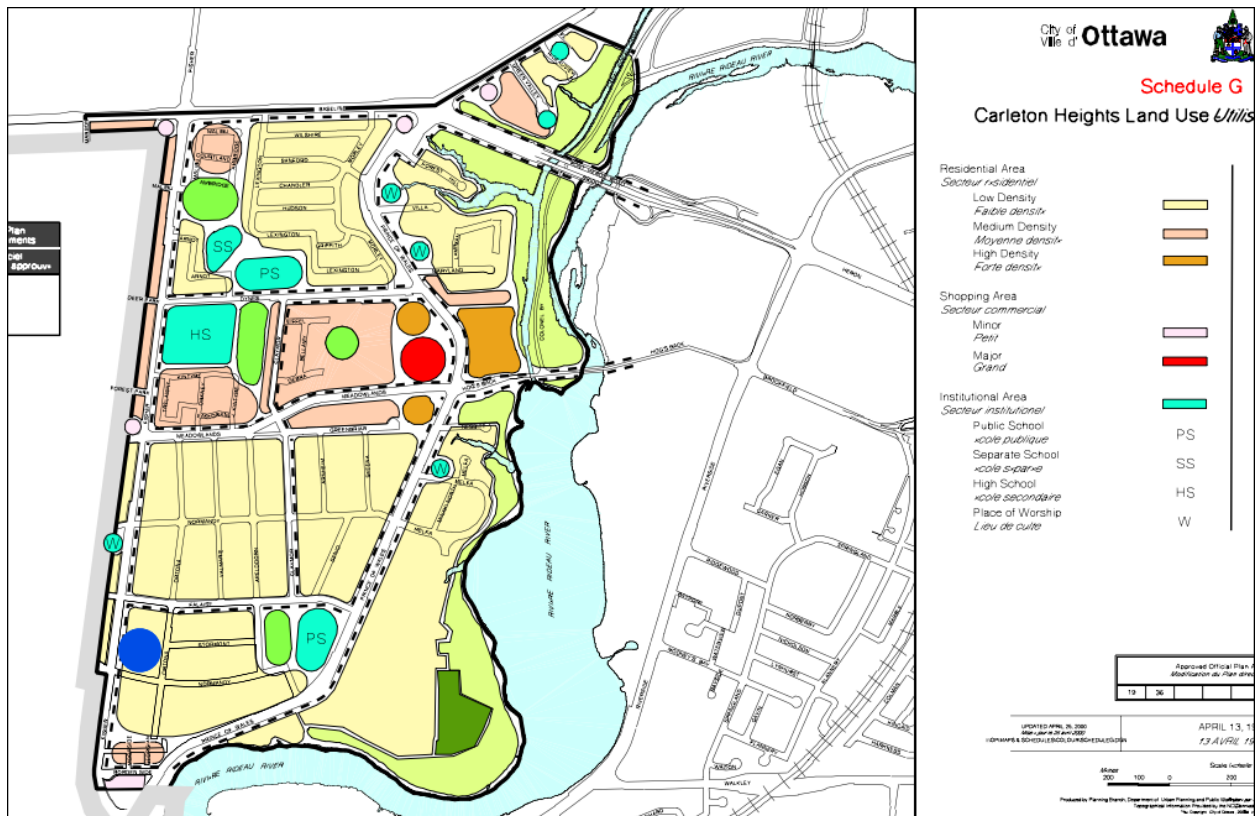


Figure 8 above, with the location of the subject property indicated with a large blue dot, represents the Land Use Schedule “G” of the Carleton Heights Secondary Plan. It will be noted that the subject property lies within a large portion of the Secondary Plan area which is designated in light yellow as “Low Density Residential Area”.

Existing development within this “Low Density Residential Area” includes primarily, but not exclusively, single detached dwellings (as defined in Zoning By-law 2008-250) in the large area located south of Meadowlands Drive and east of Fisher Avenue to Prince of Wales Drive.

Section 2.2 of the Plan, entitled “Characteristics of Land Use Categories” appears to be more descriptive of the type of development that generally characterizes specific areas in the plan as opposed to being “prescriptive” or “directive” of the type of development that is permitted. The policy statement for the Low Density Residential Area indicates that this category is “...intended to include single family dwelling units at a density range of between 25 to 75 persons per hectare (10 to 30 persons per acre). This wording would appear not to preclude other built forms and it should be noted that the statement refers to “single family dwelling units”, not “Detached Dwellings” as more clearly used in the zoning by-law.

In the Zoning By-law, “Detached Dwelling” is the only term that specifically applies to a building containing only one dwelling unit. None of the Secondary Plan Land Use Categories specifically address semi-detached units, which are simply two vertically attached “single family dwelling units”.

While the Secondary Plan lacks clarity and consistency with the Zoning By-law with respect to the type of residential building intended to be permitted, it is more specific in its limitation of population density in the “Low Density Residential Area”. In fact, the permitted density range of 25 to 75 persons per hectare will accommodate the semi-detached building format that is proposed by the subject application. City staff have confirmed that based on the property size of 0.07 hectares and a Statistics Canada average household size of 2.5 persons, the representative density will be 71 persons per hectare, which is within the permitted range.

While the primary “characteristic” of the area is a preponderance of detached dwellings, there are a number of examples where higher density residential building formats exist within and on the periphery of the “Low Density Residential Area” in the Carleton Heights Secondary Plan area. The examples shown in Figures 9, 10 and 11 below illustrate just a few of those located within the

boundaries of the “Low Density Residential Area” designation under the Secondary Plan.

Figure 9 1529-31 Fisher Ave. and Urbisci Private-Common Elements Multi Residential Development



Figure 10- 1091-1095 Normandy Crescent– Multiple semi- detached units



Figure 11-1098 and 1100 Meadowlands Dr.-semi detached building



As demonstrated by the numerous semi detached and other row and block format residential developments located within the Low Density Residential Area designation under the Secondary Plan, it is clear that the type of semi-detached residential development proposed on the subject property is consistent with the objectives of the Carleton Heights Secondary Plan .The proposed development represents an appropriate addition that will be complimentary to the residential character of the area.

4. Consultation

A. City of Ottawa Planning Staff Consult

Prior to the submission of the application several preliminary informal email exchanges and teleconferences were held with City of Ottawa Planning officials prior to the submission and scheduling of formal preconsultation discussions.

The standard mandatory preconsultation meeting with City Planning staff was held on February 13, 2020. Following that meeting a list of submission requirements and issues to be addressed through the development application review process was provided to the applicant. Completion of those requirements is proceeding and will be addressed and submitted with the application.

B. Local Councillor and Public Consultation

Also prior to submission of the application, the proponent submitted to Councillor Riley Brockington's office substantial details on the nature of the proposed development together with a full explanation of the planning review and approvals that would be required in order for the project to proceed. A subsequent on-line meeting was held with the Councillor and his staff to outline specific details of the project.

The applicant was advised that the Councillor subsequently met with the local community association to bring this proposed application to their attention and it was indicated that there was no opposition to the proposed development from the Carleton Heights Community and Residents Association (CHARA). There will be a continued dialogue with the Councillor, his office, and the community on this development application as it moves forward through the City's Planning process.

Furthermore, the owner has also reached out to a number of immediate neighbors to provide opportunity for comment. Letters of support from the neighbors are attached to this application for consideration.

5. Conclusion

The Zoning By-law Amendment application proposes to amend the existing R1GG zoning of the subject property to add an "Urban Exception" allowing an **Additional Permitted Land Use**, being a **Semi-Detached Dwelling**, on the subject property only.

At the same time the exception will apply specific lot size, building setback and height provisions as outlined earlier in this report which reflect the development proposal and which are similar and consistent with zoning performance standards

for neighbouring residential land uses. The proposed zoning provisions will ensure that the proposed development will respect the character and scale of residential development in the immediate neighbourhood.

The proposal is consistent with the Provincial Policy Statement as it supports features that promote the objectives of the PPS to encourage densities and a mix of land uses which efficiently use land, resources, existing infrastructure and public services.

The proposal conforms to the City of Ottawa Official Plan and the Carleton Heights Secondary Plan by supporting lower density community-compatible residential intensification in a cost-effective manner, utilizing existing services, infrastructure and access to existing municipal roads, transit and public utility systems. The proposal contributes to the provision of a range of housing types and densities in the surrounding area while respecting and enhancing the existing character of the community.

The proposed development and Zoning By-law Amendment are desirable and appropriate and represent sound land-use planning.

RorTar Land Development Consultants