

**Subject: Zoning By-law Amendment – 266 and 268 Carruthers Avenue and 177
Armstrong Street**

File Number: ACS2024-PRE-PS-0040

**Report to Planning and Housing Committee on 28 February 2024
and Council 6 March 2024**

**Submitted on February 16, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

Contact Person: Adrian van Wyk, Planner II, Development Review Central

613-580-2424 ext.21607, Adrian.Vanwyk@ottawa.ca

Ward: Kitchissippi (15)

**Objet : Modification du Règlement de zonage – 266 et 268, avenue
Carruthers et 177, rue Armstrong**

Dossier: ACS2024-PRE-PS-0040

Rapport au Comité de la planification et du logement

le 28 février 2024

et au Conseil le 6 mars 2024

**Soumis le 16 février 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

**Personne-ressource : Adrian van Wyk, Urbaniste II, Examen des demandes
d'aménagement centrale**

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Quartier : Kitchissippi (15)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 266 and 268 Carruthers Avenue and 177 Armstrong Street, as shown in Document 1, to permit a Planned Unit Development (PUD) consisting of two three-and-one-half storey apartment buildings, as detailed in Document 2.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* 'Explanation Requirements' at the City Council Meeting of March 6, 2024," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d'approuver une modification du *Règlement de zonage* (n° 2008-250) visant les 266 et 268, avenue Carruthers et le 177, rue Armstrong, comme il est indiqué dans le document 1, afin de permettre l'aménagement d'un complexe immobilier comprenant deux immeubles d'habitation de trois étages et demi, comme il est expliqué en détail dans le document 2.
2. Que le Comité de la planification et du logement approuve que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire* à la réunion du Conseil municipal prévue le 6 mars 2024 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

BACKGROUND

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

Site location

266 and 268 Carruthers Avenue and 177 Armstrong Street

Owner

Theberge Homes

Applicant

Fotenn Planning + Design c/o Scott Alain

Architect

S.J. Lawrence Architect Incorporated

Description of site and surroundings

The site includes three properties: 266 and 268 Carruthers Avenue, located on the west side of Carruthers Avenue between Ladouceur and Armstrong Streets, and 177 Armstrong Street, located on the north side of Armstrong Street between Hickory and Carruthers Avenues. Together, the properties form an L-shaped through-lot with frontage on both Carruthers Avenue and Armstrong Street. The total size of the site is 1,859 square metres. It currently contains one vacant single-detached home (266 Carruthers Avenue) and a newly constructed three and a half-storey apartment building (177 Armstrong Street). Immediately surrounding the site are residential buildings that include single- and semi-detached homes and low-rise apartment buildings. The site is located within a 600-metre radius of the Tunney's Pasture O-Train Station and approximately 100 metres from Wellington Street.

Summary of proposed development

The applicant is proposing to consolidate the three abutting properties for the purposes of zoning in order to facilitate the construction of a new three and a half-storey apartment building fronting Carruthers Avenue, which, together with a newly constructed building located at 177 Armstrong Street, will form a Planned Unit

Development (PUD). The new building will contain 18 residential dwelling units consisting of a mix of studio-, one-bedroom and two-bedroom units. 18 bicycle parking spaces are proposed, and one visitor parking space is proposed to be shared with the building at 177 Armstrong Street. A 280 square metre shared rear yard amenity area is proposed in the north-west corner of the lot. Although the two buildings will function as a PUD with shared parking, loading, and amenity areas, they are intended to be separately serviced and oriented towards their respective street frontages, as if they were separate and unrelated buildings.

A Zoning By-law Amendment (D02-02-20-0052; [ACS2021-PIE-PS-0056](#)) and Site Plan Control (D07-12-20-0090) application was approved in 2021 to facilitate the construction of the existing three and half-storey apartment building at 177 Armstrong Street. Through those applications Urban Exceptions 2701 and 2702 of the Zoning By-law were adopted to permit an increased maximum number of dwelling units, reduced vehicular parking and parking space provisions, and varied lot areas. The purpose of the present application is to consolidate the zoning provisions of 266 and 268 Carruthers Avenue and 177 Armstrong Street in recognition of the lot consolidation and resulting PUD proposed.

For information purposes, the applicant intends to apply to the Committee of Adjustment for a Lot Line Adjustment at 266 and 268 Carruthers Avenue so that the new building can be contained within its own boundaries for the purposes of providing servicing to the new building from Carruthers Avenue. The proposed Lot Line Adjustment will be technical in nature and will not affect the zoning permissions sought for the development as it is intended that the exception will establish 266 and 268 Carruthers Avenue and 177 Armstrong Street as one lot for zoning purposes.

Summary of requested Zoning By-law amendment

The present application seeks to create a unified zoning exception and height schedule for 266 and 268 Carruthers Avenue and 177 Armstrong that carries over some of the performance standards applicable to 177 Armstrong Street and also permits the following:

- A minimum separation distance between buildings of 3 metres;
- No minimum interior yard area;
- For the new proposed building (Carruthers), a maximum number of dwelling units of 18;

- No requirement for a balcony or porch facing a public street at the first storey of the building;
- A minimum width of a private way of 5.3 metres;
- A reduced number of parking spaces of one;
- A reduced minimum front yard setback of 3.75 metres;
- A reduced minimum interior side yard setback of 1.5 metres; and
- A minor increase in maximum permitted building height to 11.1 metres.

DISCUSSION

Public consultation

A public consultation was held virtually on January 19, 2023, via Zoom. Approximately 10 attendees were present at the meeting, including Councillor Leiper's assistant, City staff, the applicant team and residents. Concerns were expressed with the proposal in its form at the time with respect to:

- Lack of motor vehicle parking,
- The cantilevering of the building across property lines,
- On-site circulation and access,
- Density,
- Shared amenity spaces,
- Landscaping and greenery, and
- The orientation of units.

Many of these concerns were addressed in subsequent submissions and the building design was altered. In particular, the massing of the building was reconsidered with the result that a more rectangular building is proposed with additional area given to the rear yard for landscaping and amenities, concerns of privacy and overlook have been mitigated by the reorienting of units, on-site circulation has been improved and cantilevering has been scaled back.

For this proposal's consultation details, see Document 4 of this report.

Official Plan designation(s)

The site is located in the Inner Urban Transect under the Official Plan and is designated Neighbourhood, subject to the Evolving Neighbourhood Overlay. The intended pattern of development in the Inner Urban Transect is urban and is generally planned for mid- to high-density development in a mixed-use environment. Neighbourhoods within this transect are intended to allow and support a wide variety of housing types in a generally low-rise built form. Within an area subject to an Evolving Overlay, intensification and gradual changes in character are supported to achieve higher densities and an evolution towards a more urban built form. Policy 6.3.3(9) of the Official Plan provides that, where lots within residential neighbourhoods have through-lot access fronting onto two public rights of way, development shall be allowed to establish separate residential use buildings so that they may have frontage on both public rights of way.

Other applicable policies and guidelines

The site is subject to the Scott Street Secondary Plan, and under that plan is designated Low-Rise Neighbourhood. Within this designation, a range of uses are permitted. The Secondary Plan intends to maintain the core of each established neighbourhood by maintaining the current zoning while encouraging low-scale infill and intensification, and to promote design excellence.

In addition, the proposal is subject to the guidelines of the Scott Street Community Development Plan (CDP), under which the proposed land use is low-rise residential with a height of up to 11 metres.

The Urban Design Guidelines for Low-Rise Infill Housing are applicable to the proposal. The purpose of the guidelines is to help create low-rise infill that creates a more compact urban form and achieve good fit in existing neighbourhoods.

Planning rationale

The applicant's proposal is consistent with the policies of the Official Plan and the Scott Street Secondary Plan and the guidelines of the Scott Street CDP and Low-Rise Design Guidelines. As shown on Document 5, by considering the three properties as one lot for the purposes of zoning and designing the site as PUD, the proposal is able to achieve efficiencies in terms of the sharing of amenities and services between the buildings and establish relationships for each of the buildings with each of the streets onto which they front, as if they were entirely separate. The layout of the buildings in relation to each other and to the overall site is appropriate and allows for appropriate separation

between them and neighbouring buildings, as well as the creation of a large rear yard open space for amenity use and landscaping.

The site design is considered appropriate in an urban context while also respecting the low-rise residential character of the area. The built form and design of the new building is contextually appropriate and is not considered out of character for the neighbourhood. One parking space will be provided for the entirety of the planned unit development and sufficient bicycle parking will be provided to encourage a shift to active transportation. The proposal takes advantage of its proximity to the Tunney's Pasture O-Train Station. The additional density proposed will aid in supporting Hintonburg's character as a 15-minute neighbourhood with a mix of uses.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

There are no rural implications associated with the recommendations of this report.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is aware of the application related to this report.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the report recommendation.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with the recommendations of this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendations of this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the recommendations of this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with the recommendations of this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- A city that has affordable housing and is more livable for all.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0106) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity of engineering, zoning and design-related issues.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Schedule 'YYY'

Document 4 Consultation Details

Document 5 Landscape Plan

CONCLUSION

Staff support the proposed Zoning By-law Amendment and recommend that Planning and Housing Committee recommend that City Council approve the application. The proposal is consistent with the City's applicable planning policy framework and will have the effect of establishing a unifying zone to facilitate the proposed development. The built form, yard setbacks, and overall site design is contextually appropriate and is consistent with Scott Street Secondary Plan. The development represents good planning.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

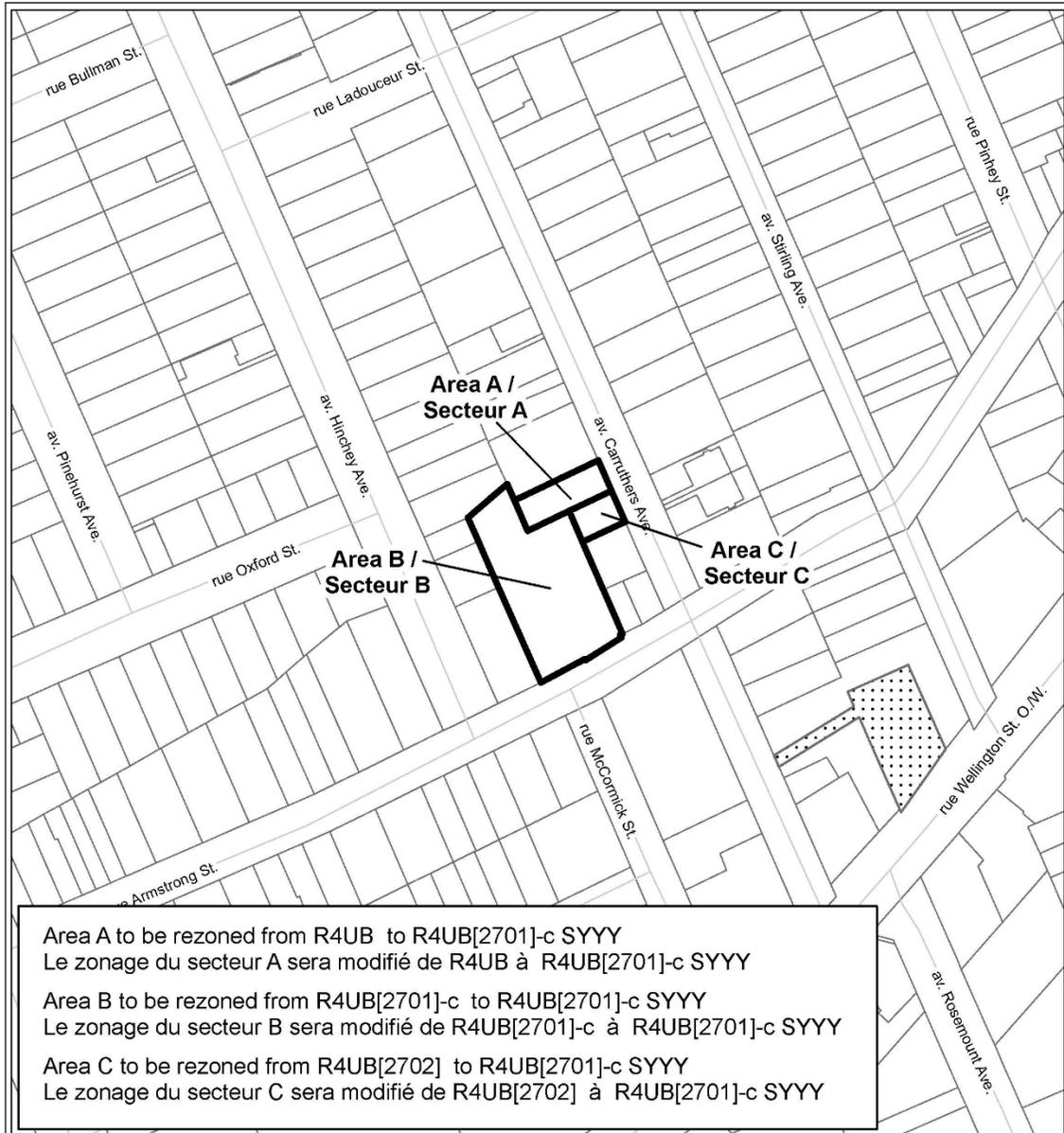
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map

For an interactive Zoning map of Ottawa visit geoOttawa



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-22-0106	24-0039-X	266, 268 av. Carruthers Avenue 177 rue Armstrong Street	
I:\CO\2024\ZKPI\Carruthers_266_268_Armstrong_177		Heritage (Section 60) Patrimoine (Article 60)	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY</small>		Entire map area is affected by the Mature Neighbourhoods Overlay (section 139) / Tout le secteur de la carte est touché par la Zone sous-jacente de quartiers établis (article 139)	
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REVISION / RÉVISION - 2024 / 01 / 11			

Document 2 – Details of Recommended Zoning

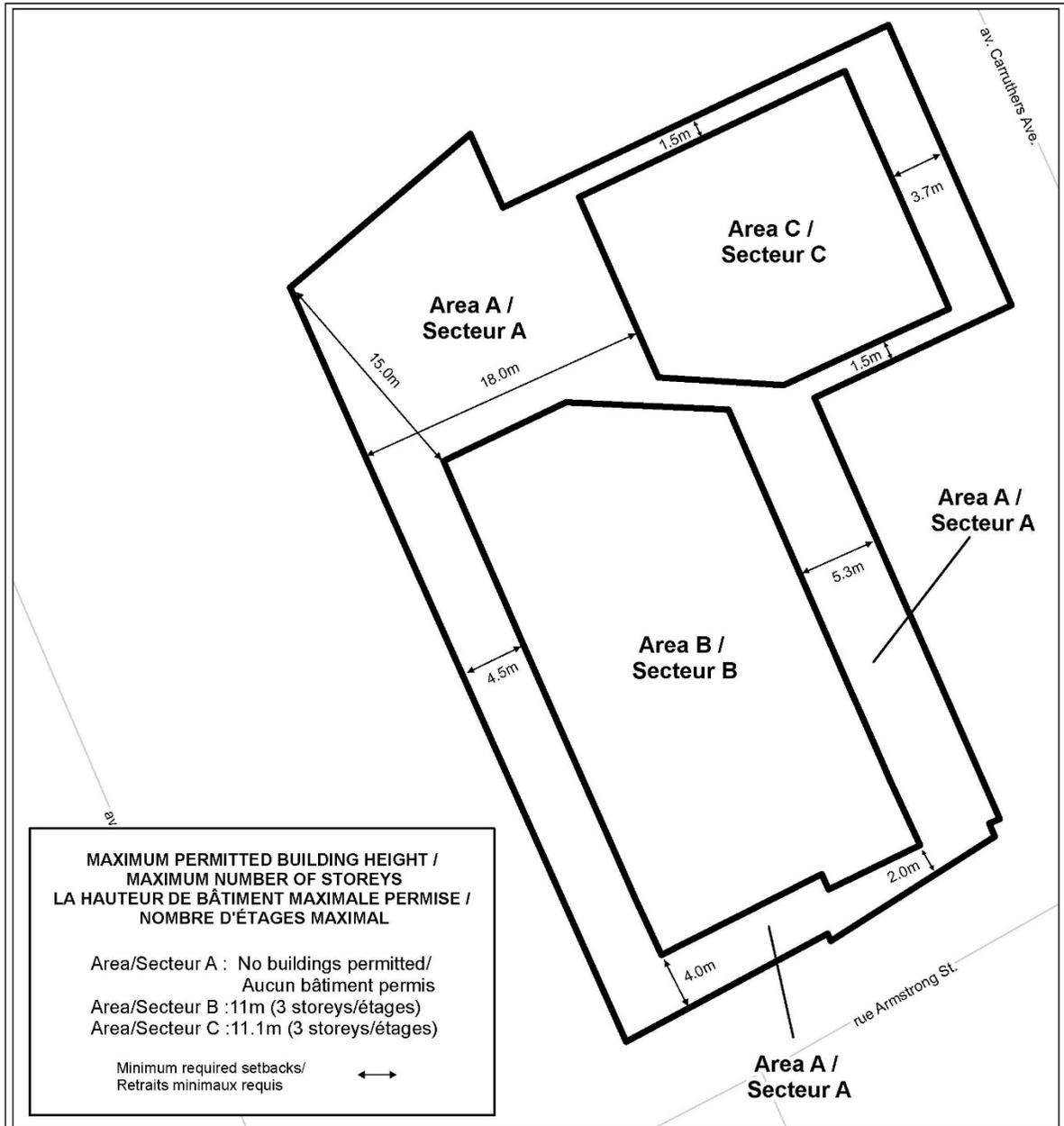
The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 266 and 268 Carruthers Avenue and 177 Armstrong Street:

1. Rezone the land as shown in Document 1.
2. Remove Exception 2702 of Section 239 – Urban Exceptions of By-law 2008-250 in its entirety.
3. Amend Exception 2701 of Section 239 – Urban Exceptions of By-law 2008-250 with provisions similar in effect to the following:
 - a. In Column V, Provisions, remove the text:
 - “Minimum parking space width: 2.4 metres”
 - “Minimum parking space depth: 4.6 metres”
 - “Maximum number of dwelling units: 33”
 - “Residential parking is not required.”
 - “Maximum lot area: 1430 square metres”
 - “Minimum rooftop access setback from the front wall for a maximum width of 6.5 metres: 0 metres”
 - “Maximum rooftop access area: 46.3 square metres”
 - “Only one principal entrance is required”
 - b. In Column V, Provisions, add the text:
 - “R4UB[2701]-c SYYY are considered one lot for zoning purposes”
 - “Minimum yard setbacks are as per Schedule YYY.”
 - “Minimum separation distance between buildings: 3 metres”
 - “No minimum interior yard area is required.”
 - “Within Area C on Schedule YYY:

- "The maximum permitted number of units in a low-rise apartment building is 18.
- "The maximum permitted building height for a low-rise apartment building is 11.1 metres."
- "Despite Section 161(15)(j), no balcony or porch is required for units facing a public street at the first storey of a building."
- "Despite Section 131, the minimum width of a private way is 5.3 metres."
- "Despite Sections 101 and 102, one motor vehicle parking space may be provided, but no motor vehicle parking is required."
- "Within Area B on Schedule YYY:
 - "Maximum number of dwelling units: 33"
 - "Minimum rooftop access setback from the front wall for a maximum width of 6.5 metres: 0 metres
 - "Maximum rooftop access area: 46.3 square metres.
 - "Only one principal entrance is required."

4. Add Document 3 as new schedule YYY to Part 17 – Schedules.

Document 3 – Schedule ‘YYY’



**MAXIMUM PERMITTED BUILDING HEIGHT /
MAXIMUM NUMBER OF STOREYS
LA HAUTEUR DE BÂTIMENT MAXIMALE PERMISE /
NOMBRE D'ÉTAGES MAXIMAL**

Area/Secteur A : No buildings permitted/
Aucun bâtiment permis
Area/Secteur B : 11m (3 storeys/étages)
Area/Secteur C : 11.1m (3 storeys/étages)

Minimum required setbacks/
Retraits minimaux requis ↔



D02-02-22-0106	24-0039-X
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...schedule

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**This is Schedule ____ to Zoning By-law No. 2008-250
Annexe ____ au Règlement de zonage n° 2008-250**

This is Attachment ____ to By-law Number ____, passed ____, 2024
Pièce jointe n° ____ du Règlement municipal n° ____, adopté le ____ 2024


NOT TO SCALE

Document 4 – Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. One public meeting was also held in the community on January 19, 2023 via Zoom.

Public Comments and Responses

Comment:

- The Councillor has requested a Sun Shadow Analysis to analysis the impact of the proposed building on neighbouring properties.

Response

- A Sun Shadow Analysis was completed and submitted to the City for review. Staff are satisfied that the new building will not produce adverse shadow impacts on neighbouring properties.

Comment:

- Concerns with proposed rear yard/amenity space size and location, privacy etc..

Response

- The proposal was revised significantly by unifying the building's massing into a more rectangular shaped, which increases the size of the rear yard amenity space and provides for a more consistent and compatible open space relationship with neighbouring rear yards. The location of the rear yard is appropriate given the irregular shape of the lots and the locations of the buildings. Due to the revised design, primary windows are oriented away from the side lot lines where possible.

Comment:

- Concerns with potential noise on neighbouring properties.

Response

- The building's massing was revised to reduce its potential impact on neighbouring properties and to orient primary windows away from the side lot lines where possible.

Comment:

- Concerns with number of units and overdevelopment.

Response

- The number of units proposed is supportable as the site design is capable of supporting the needs of future residents in a built form compatibility with the surrounding properties and consistent with the Secondary Plan. Intensification is supported in areas subject to the Evolving Neighbourhood Overlay in the Inner Urban Transect.

Comment:

- Concerns with loss of green space and trees.

Response

- The proposal was revised by unifying the building's massing into a more rectangular shaped, which increases the size of the rear yard amenity space and provides additional space for landscaping and softscape.

Comment:

- Desire for larger units suitable for families.

Response

- The applicant attempted to incorporate larger sized dwelling units in the proposal but was unable to achieve this due to the site's constraints and in attempting to address other concerns from staff and the community. The mix of studio, one-bedroom and two-bedroom units is appropriate for this development and is consistent with the policy framework.

Comment:

- Concerns with lack of access to the rear of the building.

Response

- The proposal was revised to achieve direct access to the rear of the building.

Comment:

- Concerns with amount of impervious surface.

Response

- The rear yard amenity space was increased in size to allow more room for landscaping and softscape.

Comment:

- Concerns with lack of parking. With density, building should provide amenities, like parking, mandated by City by-laws.

Response

- The site is within 600m of the Tunney's Pasture O-Train Station and the proposed development aims to target residents that will primarily utilize transit and active transportation. Active transportation is prioritized in this area of the City. The applicant's proposal to include only one parking space is supported by the Official Plan.