

Subject: Zoning By-law Amendment – 10 Garrison Street

File Number: ACS2024-PDB-PSX-0029

Report to Planning and Housing Committee on 5 November 2024

and Council 13 November 2024

**Submitted on October 30, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

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Ward: Kitchissippi (15)

Objet : Modification du *Règlement de zonage* – 10, rue Garrison

Dossier : ACS2024-PDB-PSX-0029

Rapport au Comité de la planification et du logement

le 5 novembre 2024

et au Conseil le 13 novembre 2024

**Soumis le 30 octobre 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale des services de la planification, de
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REPORT RECOMMENDATIONS

- 1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 10 Garrison Street from R1MM to R4UC[xxxx], as shown in Document 1, to permit the redevelopment of the site into a three-storey plus basement low-rise apartment building, 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 November 13, 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) pour le 10, rue Garrison, afin de passer de la zone R1MM à la zone R4UC[xxxx], comme l’indique le document 1, pour autoriser le réaménagement du site en immeuble d’appartements de faible hauteur de trois étages (plus le sous-sol), selon les modalités précisées dans le document 2.
2. Que le Comité approuve l’intégration de la section « Détails de la consultation » du présent rapport dans la « brève explication » du Résumé des mémoires déposés par écrit et de vive voix, qui doit être rédigé par le Bureau du greffe municipal et soumis au Conseil dans le rapport intitulé « Résumé des mémoires déposés par écrit de vive voix par le public sur les questions assujetties aux “explications obligatoires” de la *Loi sur l’aménagement du territoire* à la réunion tenue par le Conseil municipal le 13 novembre 2024 », sous réserve des mémoires qui seront déposés entre la publication de ce rapport et la date à laquelle le Conseil rendra sa décision.

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

10 Garrison Street

Owner

Mr. Farzin Fararooni and Ms. Parya Peyman

Applicant

Paul Robinson

Architect

AS Design Company Inc.

Description of site and surroundings

The subject site is an interior lot located on the south side of Garrison Street, between Western Avenue and Carleton Avenue. The rectangular-shaped lot has approximately 15 metres of frontage on Garrison Street and a lot area of 464 square metres. The lot slopes downwards approximately one metre from the rear lot line towards the street. The site is currently zoned Residential First Density, Subzone MM (R1MM) and is occupied by a single detached dwelling and a detached garage.

The site is located on the edge of a low-rise neighbourhood abutting a Mainstreet Corridor (Wellington Street West) to the south. The site is an interior lot and its easterly side yard abuts the rear yards of two lots which front onto Western Avenue and are zoned R1MM and occupied by single detached dwellings. Immediately south, along Wellington Street, is the Traditional Mainstreet zone, where a range of low-rise commercial and mixed-use developments are located. Immediately west is the Metro grocery store and associated surface parking on a through lot. The lots fronting onto Wellington Street within this block have a maximum building height of 20 metres. To the east and north of the subject sites are low-rise residential buildings.

Summary of proposed development

The purpose of the application is to rezone the subject site from Residential First Density, Subzone MM (R1MM) to Residential Fourth Density, Subzone UC (R4UC) to accommodate the redevelopment of the site with a ten-unit, three-storey plus basement, low-rise apartment building. The existing detached dwelling and garage are proposed to be demolished to accommodate the new building.

Six one-bedroom and four two-bedroom units are proposed. No vehicular parking is proposed, and at least ten bicycle parking spaces will be provided. Bicycle parking and waste storage will be managed on site in accordance with the Zoning By-law. Amenity

space will be provided in the form of rear yard soft landscaping, a common indoor gym and private balconies, and the rear yard will have space for tree planting. The rear yard will be accessed via a walkway in the westerly side yard. The front yard will consist of a ramp and steps leading to a below-grade front entrance, as well as front yard soft landscaping. Five balconies and a canopy project into the front yard.

Summary of requested Zoning By-law amendment

The Zoning By-law Amendment application seeks to rezone the subject property from Residential First Density, Subzone MM (R1MM) to Residential Fourth Density, Subzone UC, Urban Exception 'xxxx' (R4UC[xxxx]), as shown on Document 1, to permit a ten-unit low-rise apartment building, and adding the following site-specific zoning exceptions:

- Minimum bicycle parking rate: one space per dwelling unit.
- Despite Section 161(15)(j), only one balcony or porch is required for the first storey, and one balcony or porch is required for every unit that faces a public street above the first storey.

DISCUSSION

Public consultation

Notification and consultation was carried out in accordance with Council approved procedures for applications subject to public consultation.

The applicant worked with Councillor Jeff Leiper's office to organize two virtual Zoom meetings to meet with neighbours and a public meeting on Western Avenue, which were held on February 1, 2024 and March 5, 2024 prior to application submission. The applicant, the project architect, the Councillor's office, Community Association, and neighbours were in attendance. Community members raised questions and concerns related to loss of trees, sunlight/privacy, garbage storage/ventilation, traffic, parking, servicing capacity, stormwater management, building height, bicycle parking, length of construction, tenure of the units, and the size and number of residential units being proposed.

For this proposal's consultation details, see Document 3 of this report.

Official Plan designation(s)

The property is located within the Inner Urban Transect Policy Area per Schedule A of the Official Plan and is designated Neighbourhood and subject to the Evolving Overlay per Schedule B2 of the Official Plan. This area anticipates the enhancement of urban built form and site design characteristics and supports a wide variety of housing types with a focus on missing-middle housing. Alternative modes of transportation, such as walking, cycling and transit are prioritized in this area.

Within the Inner Urban Transect it is anticipated that development will enhance or establish urban patterns of built forms and site design, while prioritizing walking, cycling and transit. The Inner Urban Transect is generally planned for mid- to high-density development. Neighbourhoods within the Transect will accommodate residential growth by supporting a wide variety of low-rise housing types with a focus on missing-middle housing. Neighbourhoods, while constituting the heart of communities, are planned for ongoing gradual transformation to permit a mix of building forms and densities in a low-rise built form. The Evolving Overlay is applied to areas in close proximity to Hubs and Corridors where a gradual evolution over time is expected for a change in character to support intensification and a more urban built form.

Other applicable policies and guidelines

Urban Design Guidelines

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

Official Plan

The proposal is consistent with the policies for development in the Inner Urban Transect of the Official Plan. The proposed building maintains the low-rise built form planned for this area while introducing additional density on the site in close proximity to neighbourhood amenities and services.

The proposal is consistent with the policy direction for Neighbourhoods in the Official Plan and development subject to the Evolving Overlay. The proposed building will provide additional density in close proximity to a corridor (Wellington Street West) to support the character of the area as a healthy, walkable 15-minute neighbourhood.

Recommended Zoning Details

As detailed in Document 2, the proposed Zoning By-law Amendment would have the effect of rezoning the site from R1MM to R4UC and to include site-specific provisions for the bicycle parking rate and front façade articulation. The recommended approval will permit a mix of residential building forms ranging from detached to low-rise apartment dwellings in a low-rise built form.

The permitted building footprint of a low-rise apartment building in the R4UC zone is generally similar or the same as the permitted building footprint for a single detached dwelling in the R1MM zone, aside from building height, which is permitted to be up to 8.5 metres in the R1MM zone for a single detached dwelling and 11 metres in the R4UC zone for a low-rise apartment building. The maximum permitted building height in the R4UC zone is an appropriate transition from the TM11 zone along Wellington Street West, abutting the subject site, to the low-rise neighbourhood, which allows for heights up to 20 metres.

The R4UC zone has specific performance standards, such as for rear yard soft landscaping for low-rise apartment dwellings, fenestration and building articulation requirements on the front façade, and requirements for two-bedroom units, in addition to waste management and bicycle parking requirements.

While no vehicular parking is required or proposed, the subject property is in close proximity to a variety of amenities and services and is well serviced by the existing cycling network. There are supporting policies which encourage the development of, and increased reliance on, active transportation facilities within this area of the City. The site-specific zoning exception, as detailed in Document 2, seeks to increase the minimum requirement for bicycle parking at a rate of one bicycle parking space per dwelling unit. Staff support the request to add this site-specific zoning exception.

The R4UC zone requires some articulation in the building face through either recessing part of the front façade or providing balconies to ensure there is some sensitivity to the site context and to achieve goals of compatibility and urban design. The proposed façade has five balconies for five units which face the street, but there is a ramp leading to the front entrance that disallows one of the units from having a balcony or porch. The decorative architectural elements project to visually appear as the front wall, and there is a canopy above the front entrance. These features help create additional visual dimension to this building. Staff support the request to add this site-specific zoning provision.

Staff are therefore of the opinion that the proposed Zoning By-law Amendment is appropriate for this site.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement and 2024 Provincial Planning Statement. Staff note that the 2024 Provincial Planning Statement will come into force on October 20, 2024, and as of that date, will replace the 2020 Provincial Policy Statement

RURAL IMPLICATIONS

There are no rural implications associated with this report.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Jeff Leiper provided the following comment:

The 10 Garrison proposal is for a three-storey, 10-unit low-rise apartment building with no parking. While the lot is currently zoned R1MM and residents have expressed their desire that the building be developed less intensely, the proposal has my full support. It is immediately adjacent to the Metro grocery store and steps from Wellington Street's shopping amenities. The area is well-served by transit – both bus and LRT – and the City's best cycling infrastructure. There are a multitude of large greenspaces and outdoor recreational opportunities in close proximity.

It is exactly in locations like this that we need more people to be able to live if we're going to grow sustainably as a city, which is why the new zoning by-law proposes to up-zone the area to N3B. A three-storey, ten-unit building is about as sensitive a form of intensification as it is possible to imagine while still achieving some meaningful level of that.

A number of commenters have raised the non-provision of parking as a chief concern. I can only re-iterate that in Kitchissippi, half of households live in multi-residential units and, of those, 40 per cent do not have a car: thousands of households in our ward live car-free. This is not in any way remarkable and should not be surprising. There are certainly 10 more car-free households out there who will want to live in one of Ottawa's best neighbourhoods.

I urge my colleagues to support this application.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no servicing constraints identified for the proposed rezoning at this time.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

The new building will be required to meet the accessibility criteria contained within the Ontario Building Code.

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

The statutory 90-day timeline for making a decision on this application under the *Planning Act* will expire on December 4, 2024.

SUPPORTING DOCUMENTATION

Document 1 Zoning Key Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

CONCLUSION

The Planning, Development, and Building Services Department supports the application and proposed Zoning By-law Amendment. The proposal is consistent with the Official Plan, and is an appropriate way to introduce gentle intensification within its site context

and this location. The amendment represents good planning and, for the reasons stated above, staff recommend approval of the Zoning By-law Amendment.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.




The Planning, Development and Building Services Department will prepare an implementing by-law and forward it 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



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-24-0036	24-1155-X	10 rue Garrison Street	
I:\CO\2024\Zoning\Garrison_10		 Area A to be rezoned from R1MM to R4UC[xxxx] Le zonage du secteur A sera modifié de R1MM à R4UC[xxxx]	
<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)	
<small>©Les données de parcelles appartient à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2024 / 10 / 16			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 10 Garrison Street:

1. Rezone the lands as shown in Document 1;
2. Add a new exception xxxx to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - a) In Column I, Exception Number, add the text “xxxx”
 - b) In Column II, Applicable Zones, add the text “R4UC[xxxx]”
 - c) In Column V, Provisions, add the text:
 - Minimum bicycle parking rate: one space per dwelling unit.
 - Despite Cause 161(15)(j), only one balcony or porch is required for the first storey, and one balcony or porch is required for every unit that faces a public street above the first storey.

Document 3 – 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. Comments were received from approximately 16 residents. Concerns include: loss of trees, sunlight/privacy, garbage storage/ventilation, traffic, parking, servicing capacity, stormwater management, building height, bicycle parking, length of construction, tenure of the units, and the size and number of residential units being proposed.

Public Comments and Responses

Theme 1: Supportive comments

- There were comments received supporting the proposed development. Specifically, comments noted support of the use of low-rise buildings to increase density within this part of the city and neighbourhood, as well as proposing zero parking spaces in a development close to amenities, services, transit, and bicycle infrastructure. Comments also noted this development contributing to responding to the housing crisis and adding barrier-free units to the housing stock.

Response:

- Staff note the reasons for support, and for the reasons outlined in the main report approval is recommended.

Theme 2: Process

- There were concerns that this proposal is premature without knowing the broader plan for development in the neighbourhood and City. There were also concerns that the proposed gym will be an eleventh unit, and should be subject to Site Plan Control.

Response

- The application has been reviewed against the effective policies in the Official Plan.
- The proposed development is to rezone the property from R1MM to R4UC[xxx]. The owner will be required to build in accordance with the plans that they submit at building permit. If eleven units are proposed at building permit, they will be required to apply for Site Plan Control.

Theme 3: Unit mix and affordability

- There were concerns related to the lack of affordable housing units proposed, and that the gym and amenity areas would increase rental fees. Comments also noted that fewer, larger (family-sized) units should be proposed. There were requests for accessible mobility options for the aging population.

Response

- To staff's knowledge, there are no affordable housing units proposed for this site at this time. The zoning by-law requires 25 per cent of the units to be two-bedrooms so that a range and mix of units are provided. The applicant will be required to comply with the Ontario Building Code requirements for barrier-free units.

Theme 4: Trees

- Concerns were raised regarding the removal of the existing trees on the subject site and associated loss of biodiversity. There were further concerns related to the loss of shading and privacy from these trees on abutting properties (100/102 Western Avenue).

Response

- Staff have reviewed the landscape plan and note that five trees will be removed as part of this development. The applicant will be required to obtain tree removal permits for private trees 30cm in diameter or greater, as well as for all City trees, in accordance with the Tree Protection By-law. The applicant is proposing to plant three new trees and will provide financial compensation due to the circumstances of the removal.
- The allowable building footprint for a single-detached dwelling in the R1MM zone is larger than a low-rise apartment building with 9 or more units. While they have the same rear yard setback and front yard setback requirement under section 144 of the zoning by-law, a low-rise apartment building has a larger interior side yard setback requirement. There would be a similar or larger impact to trees if a new single detached dwelling was built to the maximum allowable building footprint in the R1MM zone.

Theme 5: Servicing

- There were concerns raised regarding stormwater management issues as well as the existing infrastructure's ability to support higher density development. It was noted that hydro lines will be altered during and after construction, and there were questions related to further trees being removed on other properties to relocate the hydro for the subject site. Comments noted concerns regarding insufficient space on the curb for garbage pick-up.

Response

- The zoning by-law submission included a street servicing and stormwater management report which concluded that the street has sufficient capacity for the projected demand, and details how stormwater can be controlled.
- The applicant will be required to coordinate with Hydro Ottawa to relocate any wires.
- A tree permit will be required for any City-owned tree or a tree that is 30cm or more in diameter.
- The plans submitted with the Zoning By-law Amendment do not require Site Plan Control. Waste is currently proposed in the rear yard, and the property owner will be responsible for coordinating waste collection.

Theme 6: Built form

- There were concerns that the building mass, siting and orientation do not align with the character of the street and that proper transition is not provided. Comments noted that this lot was not reserved for higher density, as it was not included in the Wellington Street West Secondary Plan and Community Design Plan.
- Privacy concerns were raised with relation to the balcony and window placement facing residential rear yards. There was a suggestion to flip the plans to have more windows and balconies facing east (the Metro).
- There were also concerns raised regarding the size of the windows, specifically the lack of sunlight and fresh air into this lot in the future if the lots along Wellington develop to their maximum permitted building envelope.

Response

- The allowable building footprint for a single-detached dwelling in the R1MM zone is very similar to a low-rise apartment building with 9 or more units. The maximum building height for a single-detached dwelling in the R1MM zone is 8.5 metres, whereas the proposed zoning will allow for up to 11 metres for a low-rise apartment building. The proposed three and a half storey building aligns with the planned low-rise character of the neighbourhood. The subject site, which abuts the TM11 zone permitting up to 20 metres building height, is in the Evolving Overlay and anticipates a change in character to support intensification due to its proximity to a corridor, transit and amenities, and will provide transition from the Corridor to the lower density neighbourhood to the north.
- The proposed development will comply with the required setbacks prescribed in the R4UC zone, which will allow for sufficient access to sunlight and fresh air.

Theme 7: Transportation

- There were concerns raised regarding the proposed development providing zero parking spaces, and how this might place pressures on on-street parking. There were suggestions to provide spaces for a few of the units, or to provide one parking space for a car share service. Concerns were raised regarding the state of the existing pedestrian infrastructure conditions on Garrison and nearby streets, and that these streets should be improved for pedestrian and active transport control and safety.

Response:

- Within this area of the City, no parking is required for the first twelve units of any residential developments under the Zoning By-law. A property developed without parking is intended to attract tenants that do not own vehicles. Additionally, the rezoning increased the amount of bicycle parking from 0.5 spaces per unit, to a minimum of one bicycle parking space per unit.