

2. Zoning By-Law Amendment – 177-179 Armstrong Street and 268 Carruthers Avenue

Modification du Règlement de zonage – 177-179, rue Armstrong et 268, avenue Carruthers

Committee recommendation

That Council approve an amendment to Zoning By-law 2008-250 for 177-179 Armstrong Street and 268 Carruthers Avenue to permit a three-storey apartment building on Armstrong, and a three-storey detached dwelling on Carruthers, as detailed in Document 2.

Recommandation du Comité

Que le Conseil approuve une modification du Règlement de zonage 2008-250 relativement aux 177 et 179, rue Armstrong et au 268, avenue Carruthers afin de permettre l'aménagement d'un immeuble d'appartements de trois étages rue Armstrong et d'une maison isolée de trois étages avenue Carruthers, comme l'indique le document 2.

Documentation/Documentation

1. Report from the Director, Planning Services, Planning, Infrastructure and Economic Development Department, dated April 27, 2021 (ACS2021-PIE-PS-0056)

Rapport de la Directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 27 avril 2021 (ACS2021-PIE-PS-0056)

2. Extract of draft Minutes, Planning Committee, May 13, 2021

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 13 mai 2021

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
13 May 2021 / 13 mai 2021**

**and Council
et au Conseil
26 May 2021 / 26 mai 2021**

**Submitted on 27 April 2021
Soumis le 27 avril 2021**

**Submitted by
Soumis par:**

**Lee Ann Snedden,
Director / Directrice**

Planning Services / Services de la planification

**Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

Contact Person / Personne ressource:

**Steve Gauthier, Planner / Urbaniste, Development Review Central / Examen des
demandes d'aménagement centrale**

613-580-2424, 27889, steve.gauthier@ottawa.ca

Ward: KITCHISSIPPI (15)

File Number: ACS2021-PIE-PS-0056

**SUBJECT: Zoning By-law Amendment – 177-179 Armstrong Street and 268
Carruthers Avenue**

**OBJET: Modification du Règlement de zonage – 177-179, rue Armstrong et
268, avenue Carruthers**

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend that Council approve an amendment to Zoning By-law 2008-250 for 177-179 Armstrong Street and 268 Carruthers Avenue to permit a three-storey apartment building on**

Armstrong, and a three-storey detached dwelling on Carruthers, as detailed in Document 2.

2. That Planning 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 May 26, 2021," 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 l'urbanisme recommande au Conseil d'approuver une modification du Règlement de zonage 2008-250 relativement aux 177 et 179, rue Armstrong et au 268, avenue Carruthers afin de permettre l'aménagement d'un immeuble d'appartements de trois étages rue Armstrong et d'une maison isolée de trois étages avenue Carruthers, comme l'indique le document 2.
2. Que le Comité de l'urbanisme donne son approbation à ce 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 26 mai 2021 », 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

177-179 Armstrong Street and 268 Carruthers Avenue

Owner

McCormick Park Developments

Applicant

Holzman Consultants Inc.

Architect

Urbandiva Design Inc.

Description of site and surroundings

The subject site is a 1573.2 square metres irregular-shaped lot with 28.8 metres of frontage on the north side of Armstrong Street and 10 metres of frontage along the west side of Carruthers Avenue. The site contains a two-and-a-half-storey multi-unit residential building and a one-storey commercial building, both vacant, fronting onto Armstrong Street, and a two-and-a-half-storey residential building fronting onto Carruthers Avenue. The site is mostly surrounded by a mix of single-family dwellings and multi-unit residential buildings. It is located within a 600-metre radius of the Tunney's Pasture LRT Station.

Summary of requested Zoning By-law Amendment proposal

Both properties were zoned Residential Fourth Density, Subzone H (R4H) at the time of the application. They are now zoned R4UB. The purpose of the R4 Zone is to allow a broad mix of residential building forms from detached dwellings to low-rise apartment dwellings. The 'Mature Neighbourhoods Overlay' applies to the site. The purpose of the Mature Neighbourhoods Overlay is to regulate development to ensure it reflects the streetscape.

The Armstrong property has an Urban Exception [2249] and the Neighbourhood Commercial -c suffix. The Exception relates to additional requirements for non-residential uses.

The applicant is proposing to demolish all existing buildings to allow redevelopment of a 33-unit three-storey apartment building fronting onto Armstrong Street and a detached dwelling fronting onto Carruthers Avenue.

For the proposed redevelopment to proceed, this Zoning By-law Amendment is seeking to:

- Increase the maximum number of units from 12 to 33;
- Reduce the minimum residential parking rate of 0.5 per dwelling unit to 0.09;
- Reduce the minimum parking space width from 2.6 metres to 2.4 metres;
- Reduce the minimum parking space depth from 5.2 metres to 4.6 metres;
- Reduce the minimum rooftop access setback from the front and rear walls to 0 metres, whereas a distance equal to its height is required;
- Increase the maximum rooftop access area from 10.5 square metres to 46.3 square metres;
- Reduce the minimum lot area from 270 square metres to 143.7 square metres;
- Only one principal entrance is required instead of two; and
- Allow a maximum lot-area of 1430 square metres whereas the current maximum is 1070 square metres.

Brief history of proposal

The initial submission was proposing seven (7) parking spaces along with a wider than required driving aisle to allow proper egress due to a challenging parking layout imposed by the lot configuration. This impermeable area was proposed to cover most of the rear yard, which abuts private residential amenity areas.

Following the circulation period, an information session held with the local community, and discussions with staff and the Ward Councillor, the proponent agreed to reduce the number of parking spaces to three and relocated them to clear the rear yard, where landscaping is now proposed. The proposed site plan is shown in Document 5.

DISCUSSION

Public consultation

A virtual public consultation organized by the Ward Councillor was held on July 30, 2020.

Concerns were raised with regards to the proposed number of parking spaces. Certain residents would have preferred more spaces to avoid overflow onto the local streets, whereas others would have preferred less to attract future occupants using active modes of transportation.

Participants also commented that the proposal should be more in keeping with the local built form and character.

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

Official Plan designations

The site is located within the General Urban Area designation of the City of Ottawa Official Plan. The General Urban Area relates to a large portion of the City's urban area and accommodates a broad mix and scale of uses in order to facilitate complete and sustainable communities. The policies of the Official Plan support infill, redevelopment and other forms of intensification within the General Urban Area.

Section 2.5.1 of the Official Plan sets out a number of design objectives that can positively influence the built environment. These objectives are intended to help achieve compatibility with respect to form and function where introducing new development into established communities. One of these objectives is to ensure that new development respects the character of existing areas.

Section 4.11 of the Official Plan discusses Urban Design and Compatibility. In particular, it addresses the essential requirements to incorporate good quality design that fits the current and planned function context of the neighbourhood. It also states that complementary to building design, the massing and scale of new development also contributes to successful neighbourhood integration and the compatibility of new development with the character of the surrounding community. More specifically, it states that the City will assess the appropriateness of the proposal relying upon the building height, massing and scale permitted by the planned function of adjacent properties, as well as the character established by the prevailing pattern of abutting development and development that is across the street.

Other applicable policies

The subject site is located in both the Scott Street Secondary Plan and Scott Street Community Design Plan. More specifically, the site is designated Low-Rise Residential in both plans, where a maximum of three storeys is permitted.

The Scott Street Community Plan encourages low-rise residential infill development on under-utilized sites.

Planning rationale

Official Plan

The proposed 33-unit low-rise apartment building is consistent with the General Urban Area designation, which supports infill, redevelopment and intensification. It is also in keeping with Sections 2.5.1 and 4.11 of the Official Plan by proposing a built form that is consistent with the immediate context to the east, and the planned function.

Number of units and lot area

Although the proposed increased number of units and lot area are exceeding the new R4 provisions, as mentioned earlier in this report, the application was submitted before the adoption of the new provisions. That being said, the reliefs are in keeping with the general intent of the R4 provisions, which was to increase the number of permitted units while ensuring a compatible built form and function.

Parking

The reduced number of parking spaces will contribute to clearing the rear yard and allow for a permeable surface. This approach is more sensitive to the abutting residential private amenity areas while being consistent with the new R4 provisions.

The reduced dimensions will still allow for proper manoeuvring while being consistent with previously approved similar rezoning's.

Rooftop access

Staff acknowledges that the proposed setback reduction for the rooftop access is not ideal as it adds to the height perception. Given stepping back the access would have significantly compromised the below floors layout where staircases are located at the end of the north-south corridors, and given the building faces McCormick Street, which features a 13-storey building at its south end, staff can support relief from the setback requirement. The north-south corridor was inevitable due to the deep and narrow lot configuration. There is also an advantage in locating the staircase along the exterior wall, in that, it allows for glazing, which improves the livability by allowing natural light penetration. Finally, locating the access at the rear would have imposed additional height to the abutting low-rise residential properties.

The increased rooftop access area is not an issue given it is to be oriented north-south, having its narrower side to the street. Furthermore, the rooftop access will be relatively small in proportion to the overall roof area.

Principal entrance

Staff has no issues with one principal entrance being provided instead of two as would normally be required under the new R4 provisions. The westerly ground floor unit will provide some interaction with the street by having its balcony and patio door close to grade.

Reduced lot area

Staff has no issues with the lot size reduction for the proposed single-family dwelling to be fronting on Carruthers as all other performance standards will be complied with. The reduction is taken from the lot depth, which will be consistent with the property immediately south.

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 this report.

COMMENTS BY THE WARD COUNCILLOR

Councillor Leiper provided the following comment:

“Balancing the considerations raised by intensification is a fundamental challenge. The residents of Ottawa understand, although it is a work-in-progress, the need to constrain urban sprawl and to increase housing supply to address affordability. However, these considerations must still be managed while being mindful of design that works and enhancing the quality of life in the neighbourhood and for the new residents.

Supporting density requires that as much greenspace be preserved as possible. The parking has been reduced since the original proposal in order to create a more useful rear-yard amenity space. While I acknowledge that some residents advocated for increased parking, this is always a contentious discussion. Hintonburg is a 15-minute neighbourhood, and this location is ideally suited for tenants living car-free. Prioritizing

greenspace is a logical choice here. As we continue to learn about the need for amenity space for all residents throughout the pandemic now underway, including private access to outdoor spaces, I believe the Juliet balconies now proposed by the developer are an elegant compromise to neighbours' privacy concerns. With several compromises struck, especially in favour of a more functional design, I believe the proposal now addresses neighbours' concerns as weighed against the provision of new housing in the ward."

ADVISORY COMMITTEE COMMENTS

No concerns or recommendations were received.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

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

ASSET MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

No accessibility barriers are anticipated. Proper accessibility will be ensured through Site Plan Control Approval and Building Code review.

ENVIRONMENTAL IMPLICATIONS

Environmental implications will be assessed through the Site Plan Control Approval process.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities

APPLICATION PROCESS TIMELINE STATUS

This application was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to workload volumes and resourcing issues.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Site Plan

Document 5 Elevations

CONCLUSION

Staff is supportive of the proposed development as it represents compatible intensification.

DISPOSITION

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing and Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

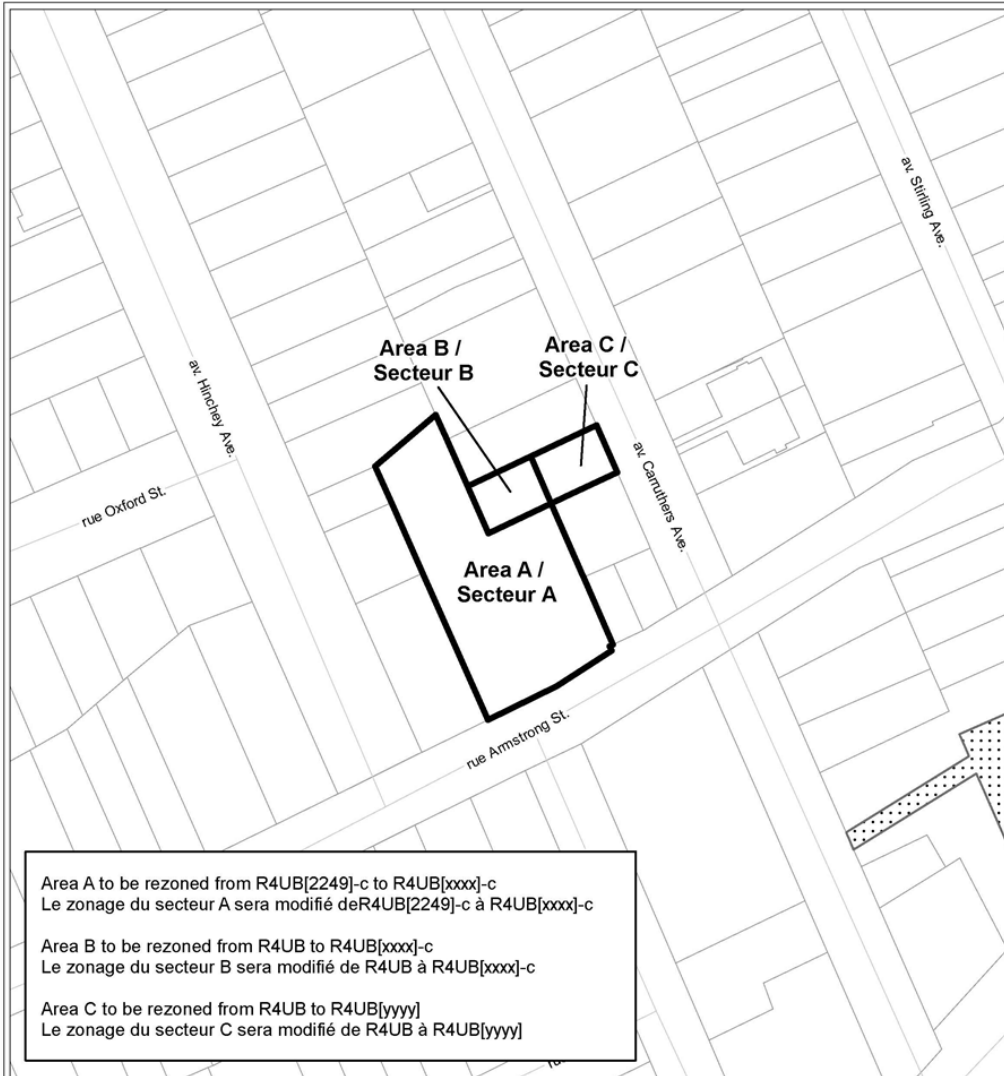
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by-law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Document 1 – Location Map

For an interactive Zoning map of Ottawa visit geoOttawa.



Area A to be rezoned from R4UB[2249]-c to R4UB[xxxx]-c
 Le zonage du secteur A sera modifié de R4UB[2249]-c à R4UB[xxxx]-c

Area B to be rezoned from R4UB to R4UB[xxxx]-c
 Le zonage du secteur B sera modifié de R4UB à R4UB[xxxx]-c

Area C to be rezoned from R4UB to R4UB[yyyy]
 Le zonage du secteur C sera modifié de R4UB à R4UB[yyyy]

		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-20-0052	21-0353-X	177–179 rue Armstrong St. 268 av. Carruthers Ave.	Heritage (Section 60) Patrimoine (Article 60)
I:\CO\2020\Zoning\Armstrong_177_Carruthers_268 \...rezone			
<small>©Parcel data is owned by Terranet 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 appartiennent à Terranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. C'EST ICI PAS UN PLAN D'ARRENTAGE</small>			
REVISION / RÉVISION - 2021 / 04 / 13			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 177 and 179 Armstrong Street and 268 Carruthers Avenue:

1. To rezone the lands shown as area A in Document 1 from R4UB[2249]-c to R4UB[XXXX]-c
2. To rezone the lands shown as Area B in Document 1 from R4UB to R4UB[XXXX]-c
3. Add a new exception, [XXXX], to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - a) Add to Column II the text R4UD[XXXX]-c
 - b) Add to Column V, Provisions, the text:
 - Maximum number of dwelling units: 33;
 - Residential parking is not required;
 - Minimum parking space width: 2.4 metres;
 - Minimum parking space depth: 4.6 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;
 - Maximum lot area: 1430 square metres.
4. To rezone the lands shown as Area C in Document 1 from R4UB to R4UB[YYYY]
5. Add a new exception, [YYYY], to Section 239 – Urban Exceptions with provisions similar in effect to the following:
 - a) Add to Column II the text R4UD[YYYY]
 - b) Add to Column V, Provisions, the text:
 - Minimum lot area: 143.7 square metres.

Document 3 – Consultation Details

Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments. A virtual public consultation organized by the local councillor was held on July 30, 2020.

Comments

Most of the comments received were site plan related. The main zoning related concerns raised were with regards to the proposed number of parking spaces. Certain residents would have preferred more spaces to avoid overflow onto the local streets, whereas others would have preferred less to attract future occupants using active modes of transportation.

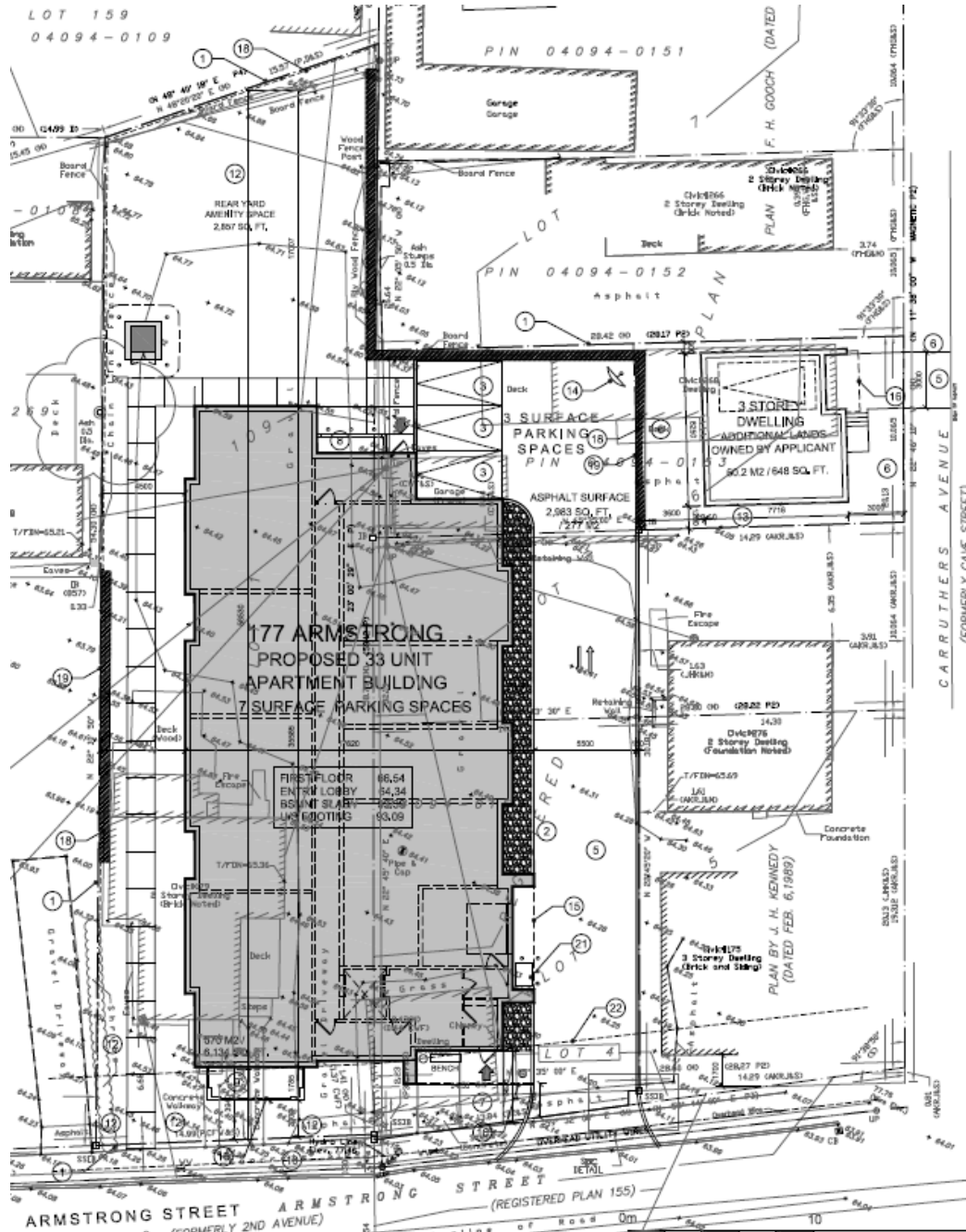
Those in favor of less parking also pointed out the lack of landscaped open space and the excess amount of the lot that is proposed to be paved for parking and a driveway.

Response

The proponent agreed to reduce the number of parking spaces and relocate them to clear the rear yard, where landscaping is now proposed.

By being located within a 600-metre radius of the Tunney's Pasture LRT Station, the proposed development will likely attract future occupants prioritising transit.

Document 4 – Site Plan



Document 5 – Elevations

Armstrong Street



SOUTH ELEVATION (FRONT)

West



WEST SIDE ELEVATION