



**Planning Rationale in Support of Applications for  
Minor Zoning By-law Amendment, Site Plan Control, and  
Consent for Lot Line Adjustment**

**177 – 179 Armstrong Street and 268 Carruthers Avenue  
City of Ottawa**

**Prepared by:**

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## 1.0 INTRODUCTION

### 1.1 Purpose of Report

Holzman Consultants Inc. ("HCI") was retained by the Applicant to prepare a planning rationale in support of applications for Minor Zoning By-law Amendment, Site Plan Control, and Lot Line Adjustment for 177-179 Armstrong Street ("Armstrong") and 268 Carruthers Avenue ("Carruthers") (collectively the "Property") in Ward 15 (Kitchissippi) of the City of Ottawa. These applications are to facilitate the Applicant's proposal to demolish the dwellings and garage on the Property, followed by the redevelopment with a three-storey apartment building on Armstrong and a detached dwelling on Carruthers. For the proposed redevelopment to proceed, applications for a Minor Zoning By-law Amendment, Site Plan Control, and Consent are required.

### 1.2 Background

A pre-application consultation was held on January 30, 2019 to review submission requirements to advance applications for Minor Zoning By-law Amendment and Site Plan Control for the Property. HCI and the Applicant have been preparing the attached necessary studies and reports to address the requirements.

The application for a lot line adjustment is required so that Carruthers has the same lot depth as its abutting neighbour to the southeast. As a result, Carruthers (the retained lands) with decrease in area, while the severed lands cause Armstrong to increase in area.

Once this lot line adjustment is approved, the application for a Minor Zoning By-law Amendment will cover both Armstrong and Carruthers, in order to address the resulting performance standards for each. The Minor Zoning By-law Amendment application process will run concurrently with the Site Plan Control application; however, the Carruthers property does not need to be bound by the Site Plan for the Armstrong property.

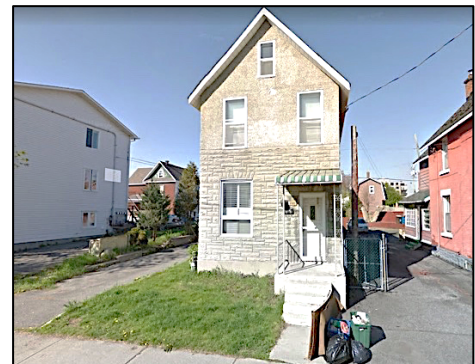
Therefore, both properties are affected by the lot line adjustment and Minor Zoning By-law Amendment application, while only Armstrong is subject to the Site Plan Control application.

### 1.3 Description of the Property

Armstrong is an irregular-shaped lot with 28.83m of frontage on the north side of Armstrong Street, improved with a vacant three-storey multi-unit residential building and low-rise commercial building; whereas, Carruthers is a rectangular-shaped lot with 10.06m of frontage along the west side of Carruthers Avenue, improved with a three-storey residential building. The 1573.2sqm Property is also within a 600m radius of the Tunney's Pasture LRT Station. Refer to **Exhibits A – D**.



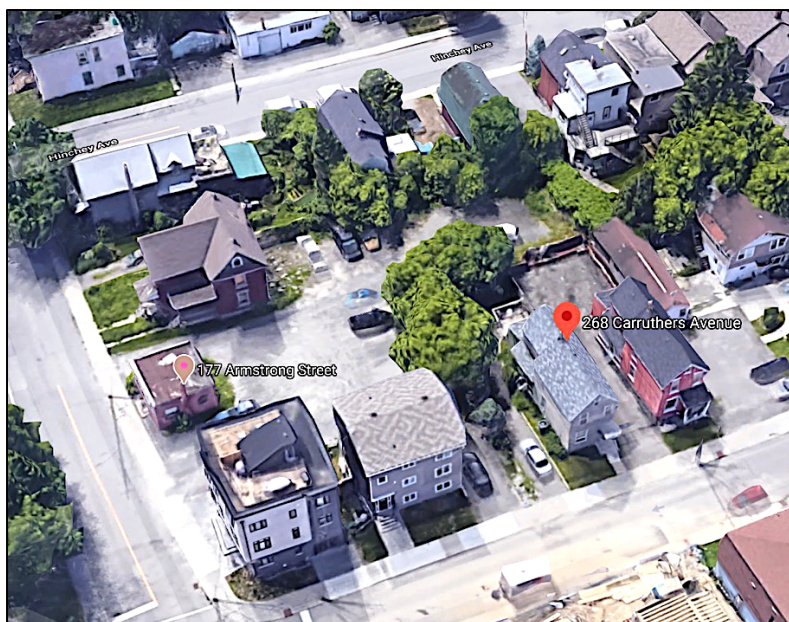
*Exhibit A: Streetview of the Armstrong portion of the Property.*



*Exhibit B: Streetview of the Carruthers portion of the Property.*



*Exhibit C: Google Earth view of the Property, across from McCormick Park.*



*Exhibit D: Google Earth view of the Property.*

The Property is legally described as:

PLAN OF LOT 1 REGISTERED PLAN 109 NORTH ARMSTRONG STREET AND PART OF LOTS 4, 5 & 6  
REGISTERED PLAN 83 CITY OF OTTAWA

311 Richmond Road, Suite 203  
Ottawa, Ontario K1Z 6X3

The land uses surrounding the Armstrong portion are as follows:

- To the north: Multi-unit residential buildings and other residential uses;
- To the south: Open space/public park uses;
- To the west: Multi-unit residential buildings and other residential uses; and,
- To the east: Multi-unit residential buildings and other residential uses.

The land uses surrounding the Carruthers portion are as follows:

- To the north: Multi-unit residential buildings and other residential uses;
- To the south: Multi-unit residential buildings and other residential uses;
- To the west: Multi-unit residential buildings and other residential uses; and,
- To the east: Multi-unit residential buildings and other residential uses.

## 1.4 Description of the Proposed Redevelopment

The purpose of the application is to facilitate the client's proposal to redevelop the Property. Armstrong is proposed to be redeveloped with a three-storey 33-unit apartment building, with 7 surface parking spaces accessed via a long driveway to the rear lot. Carruthers is proposed to be redeveloped with a three-storey detached dwelling. As outlined above, the applications for Minor Zoning By-law Amendment, Site Plan Control, and Lot Line Adjustment are interdependent, with the amendments assuming the future severance and the severances assuming the amendments for overall compliance. It is also important to note that the redevelopment will become a viewpoint and showpiece in the community, which is well suited given its location across from a park. Refer to **Exhibit E**.

## 1.5 Proposed Zoning By-law Amendment

An amendment is required for the Property, with the draft Urban Exception outlined below.

Table 1: Draft Zoning By-law Amendment for the R4H [XX] Zone

I – Exception Number	II – Applicable Zones	III – Additional Land Uses Permitted	IV – Land Uses Prohibited	V – Provisions
XX (By-law 2020-XX)	R4H [XX]	None	None	<p>Low-Rise Apartment:</p> <ul style="list-style-type: none"> <li>- minimum interior side yard setback: <ul style="list-style-type: none"> <li>- Within 21m of front lot line: 1.5m;</li> <li>- Otherwise: 4.5m</li> </ul> </li> <li>- minimum landscaped area: <ul style="list-style-type: none"> <li>- 0% of any parking lot</li> </ul> </li> <li>- minimum resident or visitor vehicle parking spaces 7 (at a rate of 0.34 spaces per dwelling unit)</li> <li>- minimum parking space 2.4mx5.2m</li> <li>- roof-top access: <ul style="list-style-type: none"> <li>- minimum setback from front and rear walls: 0m;</li> <li>- maximum area: 46.3sqm</li> <li>- maximum height: 3.4m</li> </ul> </li> </ul> <p>Detached Dwelling:</p> <ul style="list-style-type: none"> <li>- minimum lot area 143.7sqm</li> <li>- minimum rear yard setback 1.525m</li> </ul>



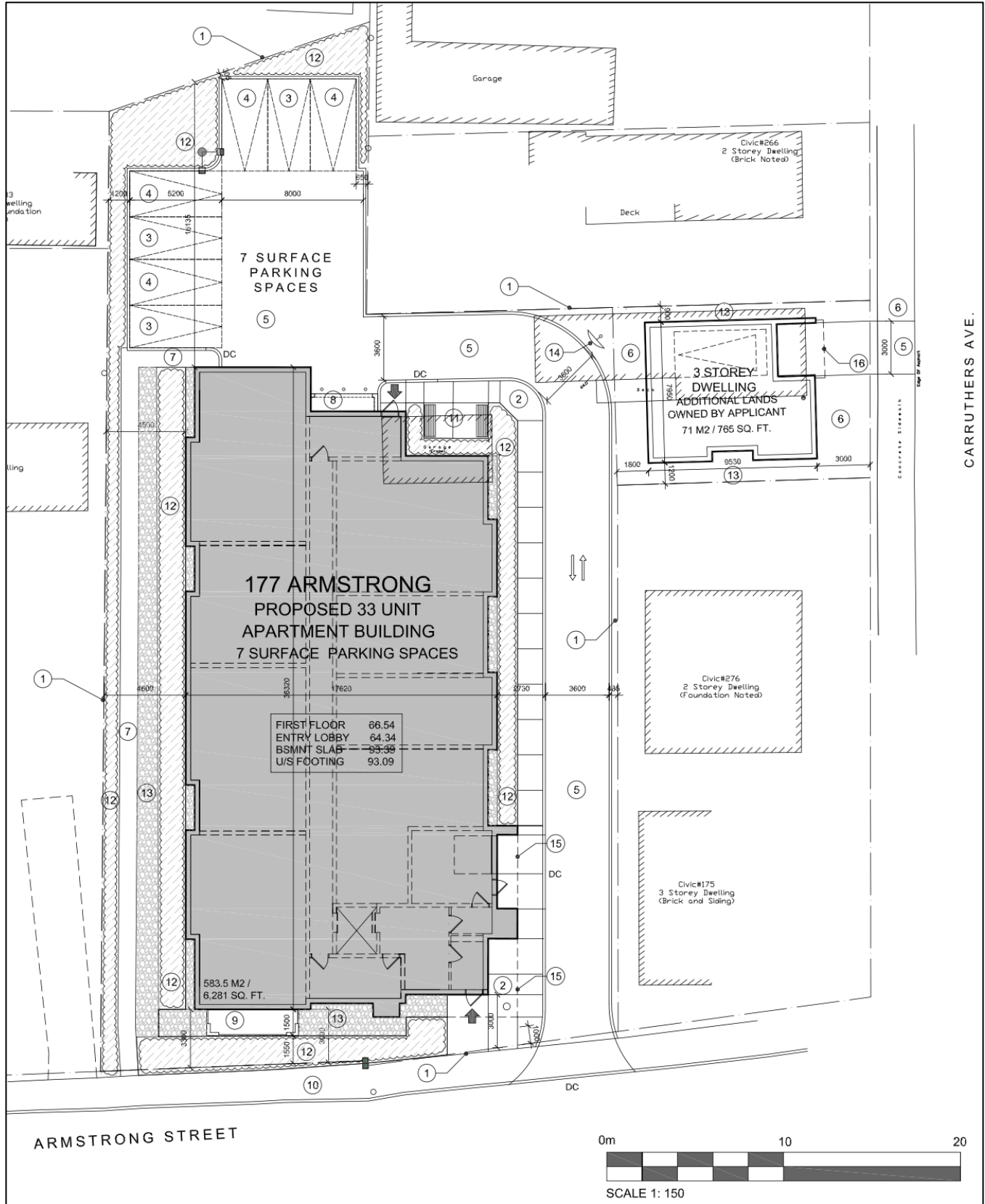


Exhibit E: Site plan (cropped)

## 1.6 Description of Public Consultation

As part of the redevelopment process, stakeholders have been engaged throughout the pre-consultation process, were part of the initial pre-application consultation meeting, and their feedback has been considered in the proposed redevelopment proposal. Moving forward, there will be additional opportunities for public comment and stakeholder consultation per the Planning Act processes, as well as a potential community information session to be arranged by the Ward Councillor, and we look forward to the additional feedback at these times.

## 2.0 PLANNING & POLICY CONTEXT

### 2.1 Provincial Policy Statement (PPS)

The PPS is issued under the authority of Section 3 of the *Planning Act*. It provides direction on matters of provincial interest related to land use planning and development, promoting the provincial policy-led planning system.

According to the PPS, the vision for Ontario's land use planning system is to carefully manage land to ensure appropriate development to satisfy current and future needs. In addition, land planning must promote efficient development patterns, which promote a mix of housing, employment, open spaces and multimodal transportation. The PPS ultimately aims to encourage communities that are economically strong, environmentally sound, and that foster social wellbeing. The PPS sets a time horizon of up to 20 years during which time there should be a sufficient supply of land for housing, employment opportunities and other uses to meet the demand of communities. The supply of land is to be controlled through three mechanisms: redevelopment, intensification and designation of growth areas.

Per Section V Policy 1.1.1 (b) of the PPS,

*Healthy, liveable and safe communities are sustained by accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs.*

Per Section V Policy 1.1.3.4,

*Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.*

Per Section V Policy 1.4.3 (b) (ii)

*Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the regional market area by permitting and facilitating all forms of residential intensification, including second units, and redevelopment...*

It is our opinion that these policies, as well as the PPS overall, are respected through the requested Minor Zoning By-law Amendment and Site Plan.

### 2.2 City of Ottawa Official Plan (OP)

The Property is currently designated General Urban Area in the OP, which permits the development of a full range of housing types and densities. Proposals for residential intensification in the General Urban Area will be considered by the City in the context of their compatibility with existing community character, established land use patterns and built form. The policies of the General Urban Area specifically provide that the City will "assess ground-oriented multiple housing forms... as one means of intensifying within established low-rise residential communities".

Per Section 2.2.2 – Managing Intensification Within the Urban Area,

*The City also supports compatible intensification within the urban boundary, including areas designated General Urban Area ... Intensification that is compatible with the surrounding context will also be supported on: brownfield sites that have been remediated; on underdeveloped sites such as current or former parking lots; in extensive areas previously used for outside storage; sites that are no longer viable for the purpose for which they were originally used...*

Per Section 2.5.1 – Designing Ottawa,

*... compatible development means development that... can enhances [sic] an established community through good design and innovation and coexists with existing development without causing undue adverse impact [sic] on surrounding properties. It 'fits well' within its physical context and 'works well' with the existing and planned function. Generally speaking, the more a new development can incorporate the common characteristics of its setting in the design, the more compatible it will be.*

Per Section 2.5.2 – Affordable Housing,

*One-third of Ottawa's households rent their housing (2011 National Household Survey), yet less than 20 per cent of the housing constructed between 2006 and 2011 was purpose built as rental units and this includes units built with senior government financing. The conversion of units from rental to ownership has the potential to tighten up this undersupplied rental market. All housing is potentially threatened by aging and lack of repair and senior government contributions toward residential rehabilitation programs are on the decline. Demolition of affordable housing when new development occurs is also an emerging issue. All housing is potentially threatened by aging and lack of repair.*

The Property is subject to the Scott Street Secondary Plan, which also designates the Property as Low-Rise Residential with a maximum building height of up to 3 storeys. Refer to **Exhibit F**. The Scott Street Community Design Plan also provides direction for planning in the area surrounding and including the Property, including the encouragement of low-rise residential infill development on under-utilized sites within the neighbourhoods. The CDP also promotes design excellence by ensuring that development enhances the streetscape and pedestrian experience, while encouraging design competitions for "landmark" buildings. The Property is also within a 600m radius of the Tunney's Pasture LRT Station, which offers an alternative form of transportation to residents.

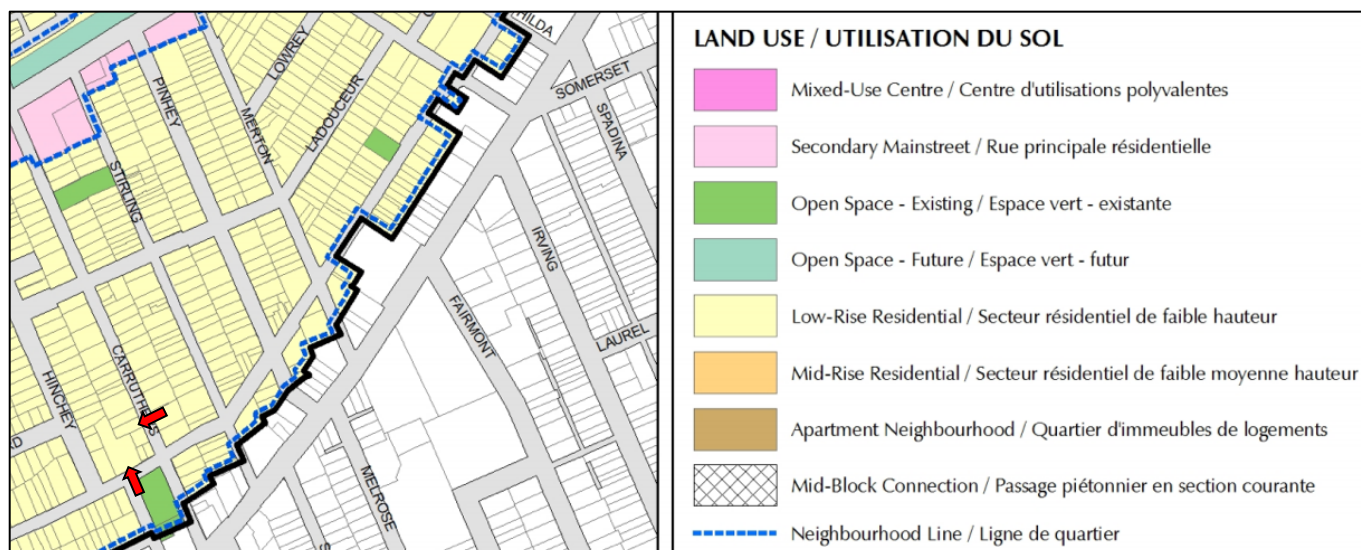


Exhibit F: Scott Street Secondary Plan Schedule A – Land Use.



Furthermore, the Urban Design Guidelines for Low-Rise Infill Housing offer the following additional guidance:

- *Ensure new infill faces and animates the public streets. Ground floors with principal entries, windows, porches and key internal uses at street level and facing onto the street, contribute to the animation, safety and security of the street.*
- *Locate and build infill in a manner that reflects the existing or desirable planned neighbourhood pattern of development in terms of building height, elevation and the location of primary entrances, the elevation of the first floor, yard encroachments such as porches and stair projections, as well as front, rear, and side yard setbacks.*
- *Respect the grades and characteristic first floor heights of the neighbourhood by not artificially raising or lowering grades.*
- *Design all sides of a building that face public streets and open spaces to a similar level of quality and detail. Avoid large blank walls that are visible from the street, other public spaces, or adjacent properties.*
- *Design infill to be rich in detail and to enhance public streets and spaces, while also responding to the established patterns of the street and neighbourhood. To appropriately transition into an established neighbourhood, consider elements from the neighbourhood such as:*
  - *Materials, patterns and colours used in wall treatments*
  - *Cornice lines, form of the roofline and chimney details*
  - *Size, shape, placement and number of doors and windows*
  - *The pattern and location of projections, recesses, front porches, stoops, and balconies.*

Overall, it is our opinion that these policies and guidelines, as well as the OP overall, are respected through the requested Minor Zoning By-law Amendment and Site Plan.

## 2.3 City of Ottawa Zoning By-law (Zoning By-law)

Carruthers is zoned Residential Fourth Density Subzone H – R4H, where a detached dwelling is a permitted use.

The stated purpose of the R4 zone is to “allow a wide mix of residential building forms ranging from detached to low rise apartment dwellings, in some cases limited to four units, and in no case more than four storeys, in areas designated as General Urban Area in the Official Plan”.

Per the R4 zoning, “Thirty percent of the lot area must be provided as landscaped area for a lot containing an apartment dwelling, low rise, stacked dwelling, or retirement home, or a planned unit development that contains any one or more of these dwelling types”.

Armstrong is zoned Residential Fourth Density Subzone H Urban Exception 2249 Neighbourhood Commercial – R4H[2249]-c, where a low-rise apartment building is a permitted use.

The purpose of the Residential Neighbourhood Commercial zone (the “c” suffix) is to “allow a variety of small, locally-oriented convenience and service uses that complement adjacent residential land uses, and are of a size and scale consistent with the needs of nearby residential areas”. Furthermore, Urban Exception 2249 states, “The active entrance of a non-residential use must front either Armstrong Street or McCormick Street. Despite the above provision, in the case of a corner lot, an active entrance may be angled towards the intersection of two public streets”. These provisions are not relevant to the Property as the proposal does not propose any commercial uses.

Per Section 143,

*In any R1, R2, R3 or R4 zone, any building exceeding 400 square metres in total floor area must provide the following: (By-law 2019-410)*

- a. *Include a path for the movement of garbage containers between a garbage storage area and the street line or travelled public lane, and such path must be:*
  - i. *not less than 1.2 metres in width;*
  - ii. *unobstructed by any projection or accessory structure to a height of 1.5 metres above the path surface;*

- iii. uninterrupted by any window well, depression or grade change that would impede the movement of a wheeled garbage container;
  - iv. for that part of the path located outside a building, paved or finished with hard landscaping and may be on a driveway or walkway; and (By-law 2019-410)
  - v. notwithstanding the above, a service vent or utility may encroach no more than 0.30 metres into the above path.
- b. A garbage storage area for any building containing: (By-law 2019-410)
- i. a rooming house;
  - ii. an oversize dwelling unit; or
  - iii. more than two but not more than five dwelling units. (By-law 2019-41)
- c. The garbage storage area required by (b) must:
- i. be located within
    - 1. the principal building, or
    - 2. an accessory building located in the rear yard;
  - ii. have a total volume of not less than 3.5 cubic metres with a minimum floor area of not less than 2.0 square metres;
  - iii. be located adjacent to the path required by clause (a); and,
  - iv. Notwithstanding (i)(1) above, in the area shown on Schedule 383, the garbage storage area must be located only within the principal building.

Refer to **Exhibit G**. Compliance with the performance provisions is outlined in **Table 2**.

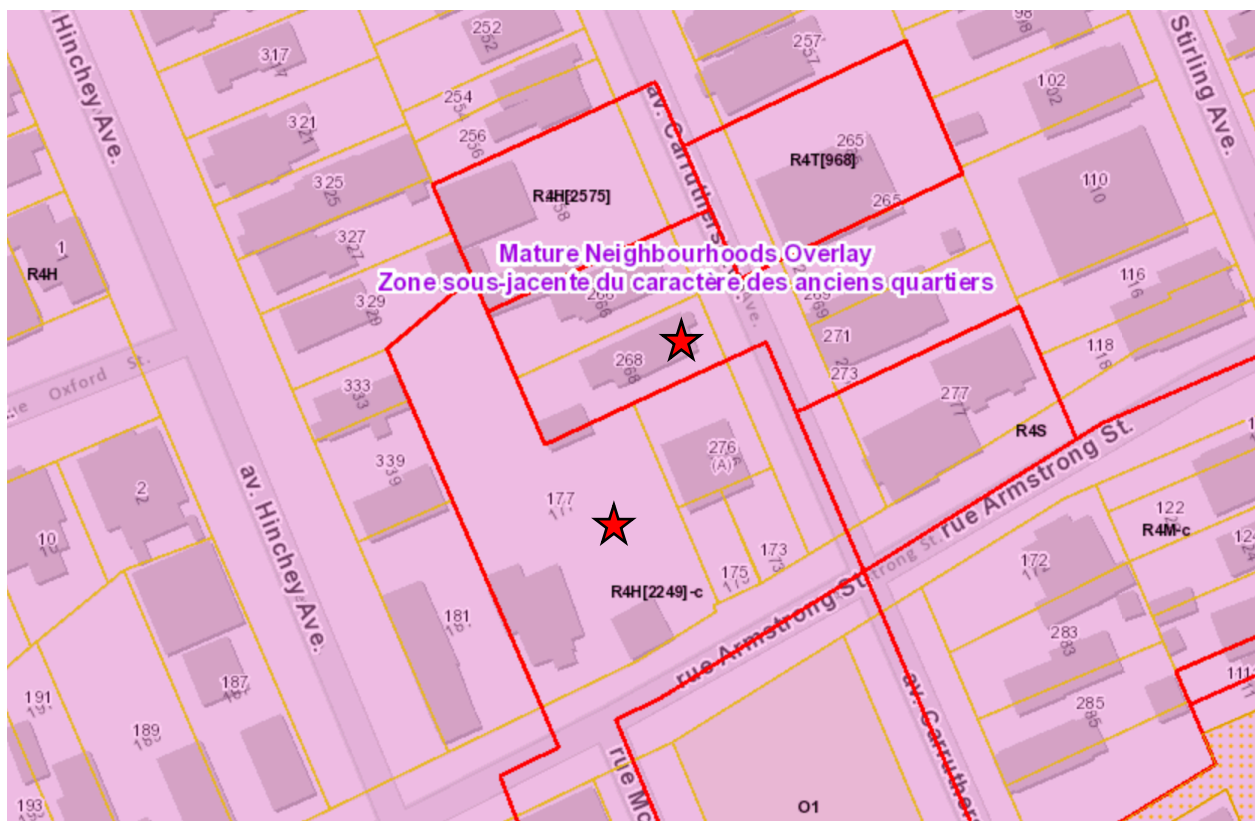


Exhibit G: GeoOttawa zoning for the Property, Armstrong as R4H[2249]-c and Carruthers as R4H.

Table 2: Relevant Zoning Performance Provisions for an R4H Low-Rise Apartment Building

Provision	Standard	Redevelopment	Proposed [XX]	Amended
Min. Lot Width	12m	28.83m	12m	No
Min. Lot Area	360sqm	1,429.5sqm	360sqm	No
Max. Building Height	11m	11m	11m	No
Min. Front Yard Setback	3m	3m	3m	No
Min. Rear Yard Setback	1.2m (the minimum interior side yard of the abutting lot)	16.135m	1.2m	No
Min. Interior Side Yard Setback	Within 21m of front lot line: 1.5m;	4.5m	Within 21m of front lot line: 1.5m;	No
	Otherwise: 6m		Otherwise: 4.5m	Yes
Vehicle Parking Lot Provisions	Min. 13 (tenant: 0.5/du + visitor: 0.1/du, less 12 units)	7 (tenant: 0.23/du + visitor: 0.1/du, less 12 units)	7 (tenant: 0.23/du + visitor: 0.1/du, less 12 units)	Yes
	Min. Size: 2.6mx5.2m	Size: 2.4mx5.2m	Size: 2.4mx5.2m	Yes
	Max. Driveway: 3.6m	Driveway: 3.6m	Driveway: 3.6m	No
	Drive Aisle: 6.7m	Drive Aisle: 8m	Drive Aisle: 8m	No
Minimum Landscaped Area	30% of the lot area	39%	30%	No
	15% of any parking lot	0%	0%	Yes
Minimum Bicycle Parking Spaces	17 (0.5 / dwelling unit)	33	17 (0.5 / dwelling unit)	No
Minimum Amenity Area	15sqm / dwelling unit for first 8 units, communal, at-grade, landscaped rear yard area (120sqm);	133sqm	15sqm / dwelling unit for first 8 units, communal, at-grade, landscaped rear yard area (120sqm);	No
	Plus 6sqm / dwelling unit beyond first 8 units (150sqm)	150sqm	Plus 6sqm / dwelling unit beyond first 8 units (150sqm)	No
Min Roof-top Amenity Space Exterior Wall Setback	1.5m	1.5m	1.5m	No
Min Roof-top Access Setback from Front and Rear Walls	A distance equal to its height	0m	0m	Yes
Max Roof-top Access Area	10.5sqm	46.3sqm	46.3sqm	Yes
Max Roof-top Access Height	3m	3.4m	3.4m	Yes

Table 3: Relevant Zoning Performance Provisions for an R4H Detached Dwelling

Provision	Standard	Redevelopment	Proposed [XX]	Amended
Min. Lot Width	9m	10.06m	9m	No
Min. Lot Area	270sqm	143.7sqm	143.7sqm	Yes
Max. Building Height	10m	10m	10m	No
Min. Front Yard Setback	3m	3m	3m	No
Min. Rear Yard Setback	4.5m	1.525m	1.525m	Yes
Min. Interior Side Yard Setback	Min. total 1.8m, no less than 0.6m on one side	Total 2.1m, no less than 0.9m on one side	Min. total 1.8m, no less than 0.6m on one side	No
Minimum Vehicle Parking Spaces	Min. 1	1	Min. 1	No
	Min. Driveway Width: 2.6m	3m	Min. Driveway Width: 2.6m	

Overall, it is our opinion that the general intent of the Zoning By-law is respected through the requested Minor Zoning By-law Amendment and Site Plan. Furthermore, it will have a positive impact on the surrounding properties when compared to the existing conditions, especially given the eclectic neighbourhood and its feature-like presence of the proposed redevelopment. Additionally, this showpiece is well suited to creating a viewpoint, given its location across from a park, and does so while providing the much needed “missing middle” housing, per the ongoing Residential Fourth Density Zoning Review. As such, the requested amendments are reasonable for the unique development potential of the Property.

### 3.0 CONSISTENCY AND COMPATIBILITY

This amendment is required to facilitate the functional and financially-viable redevelopment of the Property. That said, the impact of this amendment would be quite positive. As the land use is permitted on site, this application is deemed a Minor Zoning By-law Amendment for the performance standards only, not uses.

The amendments for Carruthers and the proposed detached dwelling's lot area and rear yard setback will allow for development very similar to the abutting properties that also conforms to the predominant neighbourhood characteristics per the Streetscape Character Analysis.

The amendments for Armstrong and the proposed low-rise apartment building include a reduction in the number and size of parking spaces and the amount of landscaping surrounding the parking lot. This reduction is balanced out with the full provision of required bicycle parking on site, as well as access to public transportation as the Property is also within a 600m radius of the Tunney's Pasture LRT Station. The amendment for the interior side yard setback is only for one side yard; however, the 4.5m setback is maintained from the front to the rear yard, which is greater than the minimum required setback of 1.5m for within 21m of the front lot line. Therefore, the impact of the slight reduction is minimal. Furthermore, while landscaped areas, roof-top gardens and terraces and associated safety guards and access structures are permitted projections above the height limit, the 0m setback for the roof-top access from the front façade allows for a landmark building to be developed. It is especially important to note that the viewpoint created by the redevelopment is in a key location, across from a public park, where it does not face any low-rise residential dwellings and does not offend any abutting properties. The placement of this roof-top access feature adds to the overall eclectic nature of the neighbourhood and is supported by the Scott Street Community Design Plan. Refer to **Exhibits H and I**.

These amendments will collectively facilitate the redevelopment of the Property, which will contribute added rental housing in the City, which is a notable desired aspect highlighted in the Official Plan. Furthermore, this redevelopment will provide the much needed “missing middle” housing, per the ongoing Residential Fourth Density Zoning Review, in the form of low-rise, multi-unit infill. Therefore, the proposed redevelopment of the Property is consistent and compatible with its site and policy context; in fact, it will have a positive impact on the surrounding properties when compared to the existing conditions, especially given the eclectic neighbourhood and its feature-like presence.



*Exhibit H: East and South Building Elevations.*



*Exhibit I: West and North Building Elevations.*

## 4.0 CONCLUSION

From the review of the planning policy context and the consistency and compatibility of the proposal with the OP and Zoning By-law, it is our professional planning opinion that the applications for Site Plan Control and Zoning By-law Amendment represents good land use planning.

We trust that you will process these applications expeditiously by circulating to the relevant commenting departments/agencies. If you require any additional information, please contact the undersigned.

Yours truly,

*Colleen Ivits*

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