

Subject: Zoning By-law Amendment – 180 Main Street

File Number: ACS2023-PRE-PS-0060

Report to Planning and Housing Committee on 17 May 2023

and Council 24 May 2023

**Submitted on May 4, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

Contact Person: M Masha Wakula, Planner I, Development Review Central

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Ward: Capital (17)

Objet : Modification du Règlement de zonage – 180, rue Main

Dossier : ACS2023-PRE-PS-0060

Rapport au Comité de la planification et du logement

le 17 mai 2023

et au Conseil le 24 mai 2023

**Soumis le 4 mai 2023 par Derrick Moodie, Directeur, Services de la planification,
Direction générale de la planification, des biens immobiliers et du développement
économique**

**Personne ressource : M Masha Wakula, Urbaniste I, Examen des demandes
d'aménagement centrale**

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Quartier : Capitale (17)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 180 Main Street, as shown in Document 1, to permit a three-storey mixed-use building with commercial space (restaurant) on the ground floor and five residential units above, 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 24 May 2023,” 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 au *Règlement de zonage 2008-250* pour le 180, rue Main, comme indiqué dans le document 1, afin de permettre la construction d'un bâtiment polyvalent de trois étages comportant un espace commercial (restaurant) au rez-de-chaussée et cinq logements résidentiels au-dessus, comme décrit dans le document 2.
2. Que le Comité de la planification et du logement donne son approbation afin 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 24 mai 2023 », sous réserve des observations reçues entre le moment de la publication du présent 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

180 Main Street

Owner

Andrew Lay and Xin Hui Su

Applicant

Rosaline J. Hill Architect Inc.

Architect

Rosaline J. Hill Architect Inc.

Description of site and surroundings

The subject property is known municipally as 180 Main Street. It is a regular lot, has a frontage of 10.06 metres on Main Street, a depth of 30.20 metres, and a total lot area of 303.80 square metres. The subject site is currently occupied by a two-storey single detached dwelling. The existing duplex building will be demolished.

The subject site is located in Old Ottawa East, on the western side of Main Street, in the block between Hazel Street and Graham Avenue / Lees Avenue, in between two three-storey developments, also mixed-use commercial and residential. Across the street is Saint Paul University, as well as two large six-storey apartment buildings with commercial ground floor space closer to Oblats Avenue. The site is also in proximity to Immaculata High School and the Ottawa Footy Sevens Arena.

Summary of proposed development

The proposal seeks to redevelop the subject property with a three-storey mixed-use building with commercial space (restaurant) on the ground floor and five residential units above, consisting of one bachelor unit, three one-bedroom units, and one two-bedroom units. Separate dedicated garbage rooms for both residential and commercial uses are proposed in the basement. A total of eight bicycle parking spaces are proposed in a basement storage unit. The basement is accessible both by elevator and stairs. A rear yard is divided between residential and commercial uses, half of it is accessible by tenants and can be used as an amenity area. The remaining area of the rear yard is dedicated to the restaurant as a decorative feature (with no access to customers). No vehicle parking is proposed.

Summary of requested Zoning By-law amendment

The subject property is currently zoned Traditional Mainstreet Zone, Subzone 7, Urban Exception 2182 (TM7 [2182]), which permits a broad range of uses such as retail, service commercial, office, residential and institutional uses, including mixed-use buildings, and Urban Exception 2182 prohibits office uses being located on the ground floor.

The applicant has submitted a Minor Zoning By-law Amendment seeking relief from performance standards associated with the Traditional Mainstreet Zone, Subzone 7 (TM7), to facilitate the development. Specifically, the applicant is seeking relief from the following zoning provisions:

- The required rear yard setback be reduced from 7.5 metres to 4 metres;
- The minimum required percentage of the ground floor façade glazing (must comprise transparent windows and active entrances) facing the main street, measured from the average grade to a height of 4.5 metres, be reduced from 50 per cent to 22 per cent.
- A performance standard that the façade facing the main street must include at least one active entrance serving each residential or non-residential use occupying any part of the ground floor. The proposal includes a residential use entrance located on the ground floor but facing an interior lot line and the non-residential use entrance facing the main street but recessed from the exterior wall of the front façade at a distance of 9.1 metres.

DISCUSSION

Public consultation

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

Community is mostly supportive of the application. Some concerns were expressed with respect to:

1. The loss of a tree at the rear of the property.
2. Non-provision of motor vehicle parking.
3. Obstruction of traffic associated with deliveries to the proposed restaurant.

Some suggestions were communicated as well:

4. To install ample solar panels.

5. To consider design features that will calm traffic in front of the properties (180 and 184 Main Street), in the right-of-way, between bike lane and road.
6. To provide bike parking available to customers of the restaurant considering the bike lane on Main Street; there seems to be space within the right-of-way in line with the street trees and utility poles for additional bike parking.

An online community information session was held on January 23, 2023 by Councillor Menard's office. Below is the summary of comments provided, excluding the ones that were already stated above:

- Concerns were expressed with the reduced rear yard setback, its impact on planting a bigger tree, privacy for neighbours, and the size of the amenity space available for residents.
- More substantial landscaping options were discussed, i.e. planting into the soil, more soft landscaping and less hardscaping.
- Relocation of the bicycle parking internally to provide space for planting tree.
- Support for the ground commercial use and associated commercial patio.

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

Official Plan designation(s)

The City of Ottawa Official Plan (2022) designates the subject site as Corridor – Mainstreet on Schedule B2 within the Inner Urban Transect on Schedule A. The following policies of the Official Plan (2022) support this application:

- Policy 4 in Section 5.2.1 of the Official Plan (2022) provides direction to the Inner Urban Transect to “continue to develop as a mixed-use environment, where:
 - a) Hubs and a network of Mainstreets and Minor Corridors provide residents with a full range of services within a walking distance from home, in order to support the growth of 15-minute neighbourhoods.”

Additionally, clause e) states that “increases in existing residential densities are supported to sustain the full range of services noted in Policy a).”

The development proposal is for a three-storey mixed-use building with commercial space (restaurant) on the ground floor and five residential units above, which represents a gentle intensification, contributes to full range of services along Main Street and supports the growth of 15-minute neighbourhoods.

- Further, the proposal supports Policy 2 in Section 5.2.2 which “prioritizes walking, cycling and transit.”
- Policy 3 in Section 6.2.1 of the Official Plan (2021) provides direction that “Corridors will generally permit residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment [...]
 - a) Commercial and service uses on the ground floor of otherwise residential, office and institutional buildings with a strong emphasis on uses needed to contribute to 15-minute neighbourhoods;
 - c) Minimum building heights in terms of number of storeys to ensure multi-storey structures where uses can be mixed vertically within the building.

Other applicable policies and guidelines

Old Ottawa East Secondary Plan, Old Ottawa East Community Design Plan and Urban Design Guidelines for Development along Traditional Mainstreets are applicable to the subject site.

Old Ottawa East Secondary Plan

As per Schedule A of the Old Ottawa East Secondary Plan, the subject site is designated as Mainstreet within the Policy Area 2 - Main Street south of Highway 417 to Springhurst Avenue (east side) and Clegg Street (west side). “The Old Ottawa East Secondary Plan is intended to establish more detailed policies to guide the growth and change in Old Ottawa East. In particular, it is intended to manage the redevelopment of properties fronting Main Street.” Section 2 sets out the following Policies:

- Policy 3): To reduce the impact on adjacent low-rise areas, building setbacks will be required from both the front and rear property lines and above the first, second, third or fourth floor of all new buildings, within the Mainstreet designation. The City will implement these setbacks through the Zoning By-law.
- Policy 7): The Traditional Mainstreet zoning will permit for the minimum density requirements of the Official Plan while ensuring compatibility with the adjacent neighbourhoods through setbacks of the building mass at grade and above the fourth floor.

While the development proposes a reduction to the minimum rear yard setback compared to the requirements of the Zoning By-law, the applicant demonstrates that the reduced rear yard setbacks are present along this side of the street, in the immediate

context from the subject site, and sufficient measures will be accommodated to reduce the potential impacts (privacy fencing). It also complies with the maximum building height as set out by Policy 2): “no buildings will be allowed higher than six-storeys and 20 metres within the area of this secondary plan.”

Old Ottawa East Community Design Plan

The development proposal supports Section 3.4 strategies of the Old Ottawa East Community Design Plan:

- Achieve the intensification target while maintaining compatibility with the flanking lots within the adjacent residential neighbourhoods by adhering to the TM zone building envelope.
- Utilize the compact mixed-use built form of the Traditional Mainstreet as churches in the precinct redevelop over time.

The proposal also achieves diversity goals as set out in Section 3 of the Old Ottawa East Community Design Plan:

- Provide for a variety of residential building types and tenures for a rich and diverse community to accommodate a full demographic profile of households.
- Encourage a diverse mix of uses that contributes to the overall self-sufficiency and sustainability of Old Ottawa East.
- Create a pedestrian-friendly environment along street frontages and main façades with primary doors at ground level facing the street and accessible from the public sidewalk.
- Provide active and inviting uses, such as shops and restaurants at-grade along Main Street, with pedestrian-friendly amenities, including outdoor seating areas and patios.
- Maintain a maximum height of six-storeys and mix of uses in the built form of the Traditional Mainstreet.

Urban Design Guidelines for Development along Traditional Mainstreets

The general massing and design of the proposed building are supported.

The Urban Design Guidelines for Development along Traditional Mainstreets are applicable to this proposal. These guidelines apply to buildings and developments fronting Mainstreets, including mixed-use developments. These guidelines serve as a

tool to assist in the forming of the streetscape along Traditional Mainstreets that achieves good urban design and pedestrian experience.

Staff assessed the guidelines during review of the Zoning By-law Amendment application and are satisfied that the proposal upholds the relevant guidelines. The development contributes to the creation of a complete street by forming natural, logical extensions of the existing city street network, particularly with adjacent development at 184 Main Street. The proposal retains active façade with street-facing entrances to proposed commercial use along Main Street, despite the entrance being significantly recessed. It contributes to an inviting, safe, and accessible streetscape with emphasis on the ground floor, street façade, and key internal uses at street level. The proposal utilizes materials that incorporate well with the existing materials at 184 Main Street, is of an appropriate scale and is compatible with the surrounding area.

Urban Design Review Panel

The property is within a Design Priority Area but is exempt from Urban Design Review Panel due to the scale of development.

Planning rationale

Having considered the policies in the Official Plan (2022), as highlighted in this report, Staff are of the opinion that the proposed development is consistent with the policies of the Official Plan (2022).

The Old Ottawa East Secondary Plan is applicable to the subject site and was taken into consideration by staff during the review of this Zoning By-law amendment application. The proposed development aligns with building height policies and demonstrates a sensitive intensification of a low-scale and mixed-use character that aligns with the Mainstreet designation. Given the aforementioned, it is staff's opinion that the proposed apartment is consistent with the policies contained within the Old Ottawa East Secondary Plan and strategies as set out in the Old Ottawa East Community Design Plan.

Traditional Mainstreet Zone, Subzone 7, Urban Exception 2182 (TM7 [2182]), which permits a broad range of uses, including mixed-use buildings, and Urban Exception 2182 prohibits office uses being located on the ground floor. Additionally, the TM zone imposes development standards with regards to the built form, i.e. setbacks from lot lines ensure that new buildings complement the surrounding existing context.

Although the applicant is seeking relief from the rear yard setback provisions within the TM zone, it is staff's opinion that the proposed development is consistent with the

immediate context of reduced rear yards in the block and upholds the intent of the TM zone by providing sufficient measures to mitigate the potential impacts (privacy fencing).

Although the applicant is seeking reliefs from the performance standard within the TM zone for the minimum required percentage of glazing on the ground floor and the façade facing the main street to include at least one active entrance (serving each residential or non-residential use occupying any part of the ground floor), it is staff's opinion that the development with the glazing as proposed (22 per cent of the front façade) and commercial use entrance recessed from the exterior wall of the front façade at a distance of 9.1 metres retains the intent of active façade by providing the sufficient glazing on the portion of the façade that is not recessed, still orienting the non-residential use entrance facing the main street and incorporating an outdoor seating area into the design of the front façade. It contributes to an inviting, safe, active, and pedestrian-friendly environment with emphasis on the ground floor, street façade, and key internal uses at street level.

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.

COMMENTS BY THE WARD COUNCILLOR(S)

The Councillor is supportive of the application.

ADVISORY COMMITTEE(S) COMMENTS

There are no Advisory Committees' comments relating 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.

ASSET MANAGEMENT IMPLICATIONS

There are no servicing constraints identified for the proposed rezoning at this time. Servicing capacity requirements to be confirmed at time of site plan.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

No accessibility barriers are anticipated with the proposed development. Review of the proposal at the Building Permit stage will ensure that the new building is accessible.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-22-0104) was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

SUPPORTING DOCUMENTATION

Document 1 - Location Map

Document 2 - Details of Recommended Zoning

Document 3 - Consultation Details

Document 4 - Proposed Site Plan

Document 5 - Proposed Building Elevations

Document 6 - Proposed Street-level Views

CONCLUSION

Staff are of the opinion that the proposed three-storey mixed-use building with commercial space (restaurant) on the ground floor and five residential units above is appropriate, will benefit the creation of full range of services within a walking distance along Main Street Corridor, will provide additional dwelling units to meet density targets of the Official Plan (2022), and will contribute to an inviting, safe, and accessible streetscape in Old Ottawa East.

Overall, the proposal conforms to the Provincial Policy Statement, the Official Plan (2022), the Old Ottawa East Secondary Plan, and Old Ottawa East Community Design Plan. The proposed development upholds the intent of the Traditional Mainstreet Zone as set out in the Zoning By-law, and is compatible with the surrounding area. Accordingly, Staff recommend this Zoning By-law Amendment be approved

DISPOSITION

This section outlines which departments are responsible for completing the tasks required in order to implement Council's direction and communicate Council's decisions. It should include who needs to be advised of Council's action, who will advise (City Clerk or the originating department), if the decision needs to be communicated to the public (if so, if there is a communication plan) and if a by-law is required to implement Council's decision (if so, Legal Services should be contacted).

For example:

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



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE SITE PLAN / PLAN DE EMPLACEMENT	
D02-02-22-0104 D07-12-22-0160	22-1232-X	180 rue Main Street	
I:\CO\2022\Zoning\Main_180		 Area A to be rezoned from TM7[2182] to TM7[XXXX] Le zonage du secteur A sera modifié de TM7[2182] à TM7[XXXX]	
©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		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)	
©Les données de parcelles appartiennent à Terranet Entreprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CE CI N'EST PAS UN PLAN D'ARPENTAGE		 NOT TO SCALE	
REVISION / RÉVISION - 2022 / 12 / 19			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 180 Main Street:

1. To rezone the lands as shown in Document 1.
2. Amend Section 239, Urban Exceptions, by adding a new exception [XXXX] with provisions similar in effect to the following:
 - a) In Column II, “Applicable Zones”, add the text TM7 [XXXX]
 - b) In Column V, “Provisions”, add the following:
 - i. Despite Section 197(1)(c), a minimum of 22 per cent of the ground floor façade facing the main street, measured from the average grade to a height of 4.5 metres, must comprise transparent windows; and where ground floor façade is angled on the corner of the building, it is deemed to face the main street;
 - ii. the minimum rear yard setback is 4 metres;
 - iii. Despite Section 197(13), an active entrance serving a non-residential use(s) occupying any part of the ground floor can be set back 9.1 metres from the front wall, and no active entrance for a residential use is required to face the main street.

Document 3 – Consultation Details

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

Community is mostly supportive of the application. Some concerns were expressed with respect to:

1. The loss of a tree at the rear of the property.

Response: The tree impacts are anticipated with the building envelope permitted as-of-right.

2. Non-provision of motor vehicle parking.

Response: There is no requirement to provide parking for this development. The subject site is within Area Y for parking requirements on Schedule 1A. Section 101 of the Zoning by-law is applicable, specifically clauses (4) (d) (ii) apply, and parking exemption in TM zone provisions are not applicable.

3. Obstruction of traffic associated with deliveries to the proposed restaurant.

Response: No loading zone is required for this scale of development.

Some suggestions were communicated as well:

4. To install ample solar panels.

5. To consider design features that will calm traffic in front of the properties (180 and 184 Main Street), in the right-of-way, between bike lane and road

6. To provide bike parking available to customers of the restaurant considering the bike lane on Main Street; there seems to be space within the right-of-way in line with the street trees and utility poles for additional bike parking.

Response: The comments were communicated to the applicant, however, the above-mentioned features are not part of the review process.

An online community information session was held on January 23, 2023 by Councillor Menard's office. Below is the summary of comments provided, excluding the ones that were already stated above:

7. Concerns were expressed with the reduced rear yard setback, its impact on planting a bigger tree, privacy for neighbours, and the size of the amenity space available for residents.

Response: While the development proposes a reduction to the minimum rear yard setback compared to the requirements of the Zoning By-law, the applicant demonstrates that the reduced rear yard setbacks are present along this side of the street, in the immediate context from the subject site, and sufficient measures

will be accommodated to reduce the impact (privacy fencing). The bicycle parking was removed from the rear yard area and it will now serve as an improved amenity area for the tenants. The design was revised and no tree is proposed to be planted in the rear. If the rear yard is increased enough to plant a tree, the rear yard setback would have to exceed 7.5 metres, as per Geotechnical Recommendations. A deposit to the City for tree planting at a different location at the City's discretion will be provided by the applicant.

8. More substantial landscaping options were discussed, i.e. planting into the soil, more soft landscaping and less hardscaping.

Response: The bicycle parking was removed from the rear yard area and it will now serve as an improved soft landscaped amenity area for the tenants.

9. Relocation of the bicycle parking internally to provide space for planting tree.

Response: Bicycle parking has been increased to eight spaces and now located in the basement. There is no sufficient space to plant the tree, however, as per Geotechnical Recommendations.

10. Support for the ground commercial use and the seating area.

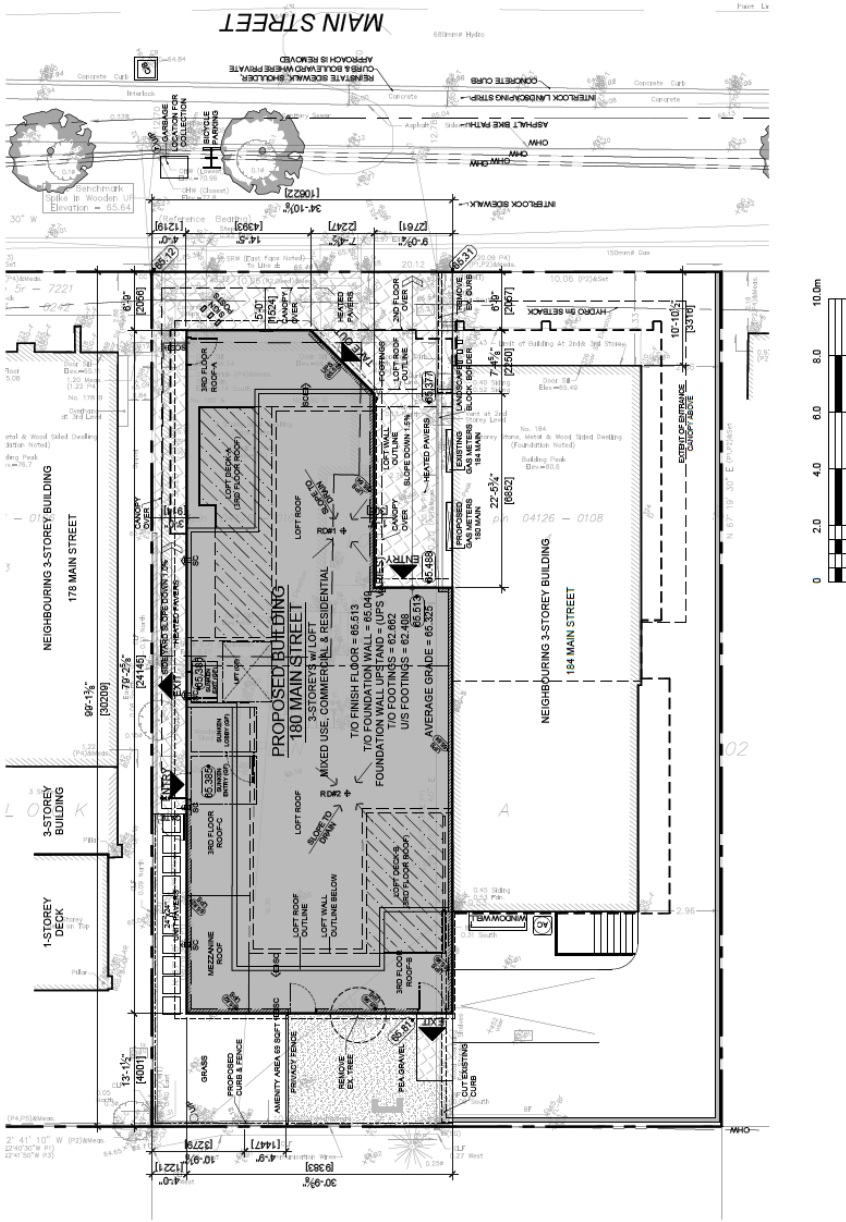
Document 4 – Proposed Site Plan

- ZONING:**
- T10-180 ZONING DESIGNATION
 - PERMITTED USES INCLUDE GROUND FLOOR RESTAURANT AND DWELLING UNITS
 - 14.65% BUILDING HEIGHT PROVIDED
 - 7.5m MIN. REAR YARD SETBACK PROVIDED
 - 3m MAX. SIDE YARD SETBACK, NO MIN. 0 + 1.2m PROVIDED
 - 2m MAX. FRONT YARD SETBACK
 - 1m MIN. REAR LANDSCAPE BUFFER (WITH 1.4m FENCE), PROVIDED WITH BIKE PARKING
 - THE FACADE FACING THE MAIN STREET MUST INCLUDE AT LEAST ONE ACTIVE ENTRANCE SERVING EACH RESIDENTIAL OR NON-RESIDENTIAL USE OCCUPYING ANY FLOOR OF A BUILDING LOCATED ON THE GROUND FLOOR
 - A RESTAURANT USE LOCATED ON THE GROUND FLOOR OF A BUILDING REQUIRES NO PARKING SPACES FOR THE FIRST 150 SQUARE METRES OF GROSS FLOOR AREA AND 150 SQUARE METRES OF GROSS FLOOR AREA AND 150 METRES GROSS FLOOR AREA. GRID 144m, NEZ2 31.5m² PROVIDED, TO BE CONFIRMED

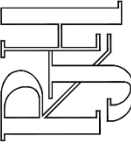
- EXISTING BUILDINGS:**
- 2 STOREY DWELLING
 - TO BE DEMOLISHED

- PROPOSED BUILDINGS:**
- TYPE: MIXED USE (RESTAURANT IN GROUND FLOOR, RESIDENTIAL ABOVE)
 - FRAME: WOOD FRAME
 - FIRE SUPPRESSION: NOT SPRINKLERED
 - BUILDING HEIGHT (OBC): 3 STOREYS TBC
 - NO. OF BASEMENT LEVELS: 1
 - NUMBER OF BEDROOMS: 8
 - ROOF: FLAT
 - LIFT: YES

SURVEY INFORMATION:
 PART 1, Plan of
 PART 2, Plan of
 REGISTERED PLAN 102
 CITY OF OTTAWA



Document 5 – Proposed Building Elevations




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SITE PLAN COMMENTS	
1.	2022.11.07 SITE PLAN APPLICATION
2.	2023.03.08 SITE PLAN COMMENTS

No.	Y / M / D	REVISION

Consultants:

It is the responsibility of the architect to specify materials to be used & verify all dimensions on site and report all errors. Minor omissions to the architect. All contractors must comply with the manufacturer's instructions for the installation of products as checked by the manufacturer. Do not scale drawings. Copyright reserved.



3 STOREY MIXED USE BUILDING
180 Main Street, Ottawa, Ontario

Project No.	Date	Scale
MP / RV	NOV. 2022	3:32F = 1'-0"
2208		

A2.1



1 FRONT ELEVATION
SCALE 3/32"=1'-0"



4 REAR ELEVATION
SCALE 3/32"=1'-0"



2 RIGHT ELEVATION
SCALE 3/32"=1'-0"



3 LEFT ELEVATION
SCALE 3/32"=1'-0"



1 LEFT ELEVATION
SCALE 3/32"=1'-0"

Document 6 – Proposed Street-level Views

