

Subject: Zoning By-law Amendment – 5646 and 5650 Manotick Main Street

File Number: ACS2023-PRE-PS-0119

Report to Agriculture and Rural Affairs Committee on 5 October 2023

and Council on 11 October 2023

**Submitted on September 21, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Rideau-Jock (21)

**Objet: Modification du Règlement de zonage – 5646 et 5650, rue Manotick
Main**

Dossier : ACS2023-PRE-PS-0119

Rapport au Comité de l'agriculture et des affaires rurales

le 5 octobre 2023

et au Conseil le 11 octobre 2023

**Soumis le 21 septembre 2023 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

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REPORT RECOMMENDATIONS

1. That Agriculture and Rural Affairs Committee recommend Council approve amendment to Zoning By-law 2008-250 for 5646 and 5650 Manotick Main Street, as shown in Document 1, to permit a restaurant with a drive through, as detailed in Document 2.
2. That Agriculture and Rural Affairs 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 October 11, 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 l’agriculture et des affaires rurales recommande au Conseil d’approuver une modification au Règlement de zonage 2008-250 visant les 5646 et 5650, rue Manotick Main, des biens-fonds illustrés dans le document 1, afin de permettre la présence d’un restaurant avec service au volant, comme l’expose en détail le document 2.
2. Que le Comité de l’agriculture et des affaires rurales 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 11 octobre 2023 », 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.

EXECUTIVE SUMMARY

Staff Recommendation

Planning staff recommend approval of the rezoning application for 5646 and 5650 Manotick Main Street to permit a restaurant with a drive through.

The applicant has requested that the zoning exception which currently prohibits a restaurant be removed. Staff support rezoning the site to permit a restaurant with a drive through, but do not support removing the exception zone entirely as that creates an opportunity for a restaurant without a drive through to occupy the site which may compete with the village core and contradict the Secondary Plan.

Applicable Policy

The following policies support this application:

Village of Manotick Secondary Plan policy 3.5(16)

- The subject site is designated Mixed Residential-Commercial in the Secondary Plan. The permitted uses include a variety of residential uses and limited commercial and retail uses provided they do not compete with the village core.

Official Plan policy 9.4.2(2)(c):

- New drive through facilities are not permitted within village core areas.

The proposed development is within 400 metres of the village core. The proposed drive through is not permitted within the village core and as such, the proposed development will not compete with uses permitted within the village core. Provided there is always a drive through associated with the restaurant, the proposed development has satisfied these two policies.

Other Matters

Public Consultation/Input

A significant number of public comments were received which expressed concerns with several aspects of the proposed development. Several comments were only applicable to the Site Plan Control application. There was a general concern with traffic, pedestrian connectivity, noise, lighting, servicing, and village character.

RÉSUMÉ

Recommandation du personnel

Le personnel chargé d'urbanisme recommande d'approuver la demande de modification de zonage visant les 5646 et 5650, rue Manotick Main, et ainsi permettre l'aménagement d'un restaurant avec service au volant.

Le requérant a demandé la suppression de l'exception de zonage interdisant actuellement l'exploitation d'un restaurant. Le personnel appuie la demande de

modification de zonage afin de permettre sur cet emplacement la présence d'un restaurant avec service au volant, mais n'est pas favorable à la suppression intégrale de l'exception de zonage car cette suppression créerait la possibilité d'exploiter un restaurant sans service au volant, une situation qui pourrait induire une concurrence avec l'activité du centre village et être en contradiction avec le plan secondaire.

Politiques applicables

Les politiques suivantes justifient cette demande:

Politique 3.5(16) du Plan secondaire du village de Manotick

- La désignation de l'emplacement visé est polyvalente résidentielle-commerciale dans le Plan secondaire. On compte parmi les utilisations autorisées une variété d'utilisations résidentielles et certaines utilisations commerciales et de vente au détail qui ne sont pas en concurrence avec celles du centre du village.

Politique 9.4.2(2)(c) du Plan officiel:

- Les nouvelles installations de service au volant ne sont pas autorisées dans le centre des villages.

L'aménagement proposé se trouve à moins de 400 mètres du centre du village. Le service au volant proposé n'étant pas autorisé au centre du village, l'aménagement proposé ne sera pas en concurrence avec les utilisations qui y sont autorisées. Pourvu qu'il y ait toujours un service au volant associé au restaurant, le projet satisfait les conditions de ces deux politiques.

Autres questions

Consultation et commentaires du public

Bon nombre des commentaires émis par les membres du public faisaient état de préoccupations entourant plusieurs aspects de l'aménagement proposé. Plusieurs commentaires ne concernaient que la demande de réglementation du plan d'implantation. D'une manière générale, la circulation, les liens piétonniers, le bruit, l'éclairage, la viabilisation et le caractère du village ont soulevé des préoccupations.

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

5646 and 5650 Manotick Main Street

Owner

595831 Ontario Inc. (5646 Manotick Main Street) and 595831 Ontario Inc. & Ian Hawkins (5650 Manotick Main Street)

Applicant

Fotenn Planning and Design

Architect

Rossmann Architecture

Description of site and surroundings

The subject site is located within the Village of Manotick on the southwestern side of Manotick Main Street and north of Mahogany Harbour Lane. The site is approximately 400 metres south of the village core and 700 metres north of the village's southern boundary. The surrounding properties consist of primarily residential, including four condos to the southwest on Mahogany Harbour Lane, and commercial to the north. The subject site is currently mixed use with commercial, a two bay car wash, and residential. The site was also previously used as a gas station.

Summary of proposed development

The proposed development will demolish the existing buildings on both properties and construct two buildings, a 223 square metre restaurant with a drive through (Starbucks) and a 289 square metre five bay car wash. The development proposes public water and a private septic system. A privacy fence is also proposed along the rear lot line and northern interior lot line.

A Site Plan Control (D07-12-23-0080) application for the proposed development is currently being reviewed by staff.

Summary of requested Zoning By-law amendment

The subject site is currently zoned RC1[152r] – Rural Commercial Zone, Subzone 1, Rural Exception 152. A variety of commercial uses such as automotive, gas bar, car wash, and retail are permitted along with a dwelling unit provide it is accessory to a permitted use. The exception zone prohibits a restaurant or bar.

The applicant proposes to remove the exception zone in order to permit the proposed restaurant with a drive through.

DISCUSSION

Public consultation

Public consultation occurred from July 7 to August 4, 2023, and a total of 44 comment letters were received, as noted in Document 3. Concerns were expressed about traffic, pedestrian and bicycle connectivity, servicing, noise, trees, public health, lighting, and potential impact to the village character. Several of the comments are mainly applicable to the Site Plan Control application circulated in tandem with the Zoning By-law Amendment. See Document 3 for further details. A public information session lead by Councillor Brown was also hosted on July 31, 2023. Staff were not in attendance.

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

Official Plan designation(s)

The subject site is designated Village by Schedule B9 of the Official Plan. As per section 9.4, villages are considered rural neighbourhoods that should evolve into 15-minute neighbourhoods, particularly those that are fully serviced. A restaurant is a permitted use. Official Plan policy 9.4.2(2)(c) prohibits new drive through facilities in a Village Core area.

The subject site is further designated Mixed Residential-Commercial by Schedule A of the Village of Manotick Secondary Plan. As per policy 3.5(16), a variety of residential and limited commercial and retail are permitted provided they do not compete with the uses located in the village core.

Urban Design Review Panel

The property is not subject to the Urban Design Review Panel (UDRP) process.

Planning rationale

Staff are satisfied that a restaurant with a drive through is appropriate for this location, provided the new zone ensures a drive through is always part of the restaurant. The subject site has always had a vehicle focused use starting with a gas station and now with the existing two bay car wash. The introduction of a restaurant with a drive through and expanding the car wash operation is keeping with this character. The restaurant also contributes to the 15-minute neighbourhood objective and provides a service prohibited within the village core. As long as a drive through is available, a restaurant on the subject site should not compete with uses within the village core.

Technical reports have demonstrated a restaurant with a drive through is appropriate and can be adequately serviced by available methods with no impact to nearby properties. The Site Plan Control application will determine if both a restaurant and car wash is appropriate.

Provincial Policy Statement

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

RURAL IMPLICATIONS

The subject site will contribute to the growth of the Village of Manotick and provide commercial and employment opportunities. The application is not anticipated to impact green space, agriculture, water quality, or wildlife.

COMMENTS BY THE WARD COUNCILLOR(S)

The Ward Councillor is aware of the application related to this report. Refer to Document 4 for detailed comments based on public meeting held by Councillor Brown.

ADVISORY COMMITTEE(S) COMMENTS

N/A

LEGAL IMPLICATIONS

There are no legal impediments associated with the implementation of the recommendation of this report.

RISK MANAGEMENT IMPLICATIONS

There are no risks associated with the proposed development.

ASSET MANAGEMENT IMPLICATIONS

There is adequate water supply for the proposed land use on this site and future village development. There are no Asset Management Implications.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

The proposed development does not significantly impact accessibility. Accessible parking spots and internal pedestrian connections are provided.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Has a diversified and prosperous economy.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-23-0050) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendments due to the complexity- of the file.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Councillor Comments

CONCLUSION

Staff support the proposed rezoning as detailed in Document 2 as the proposal is consistent with the Provincial Policy Statement and conforms to the Official Plan.

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.

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

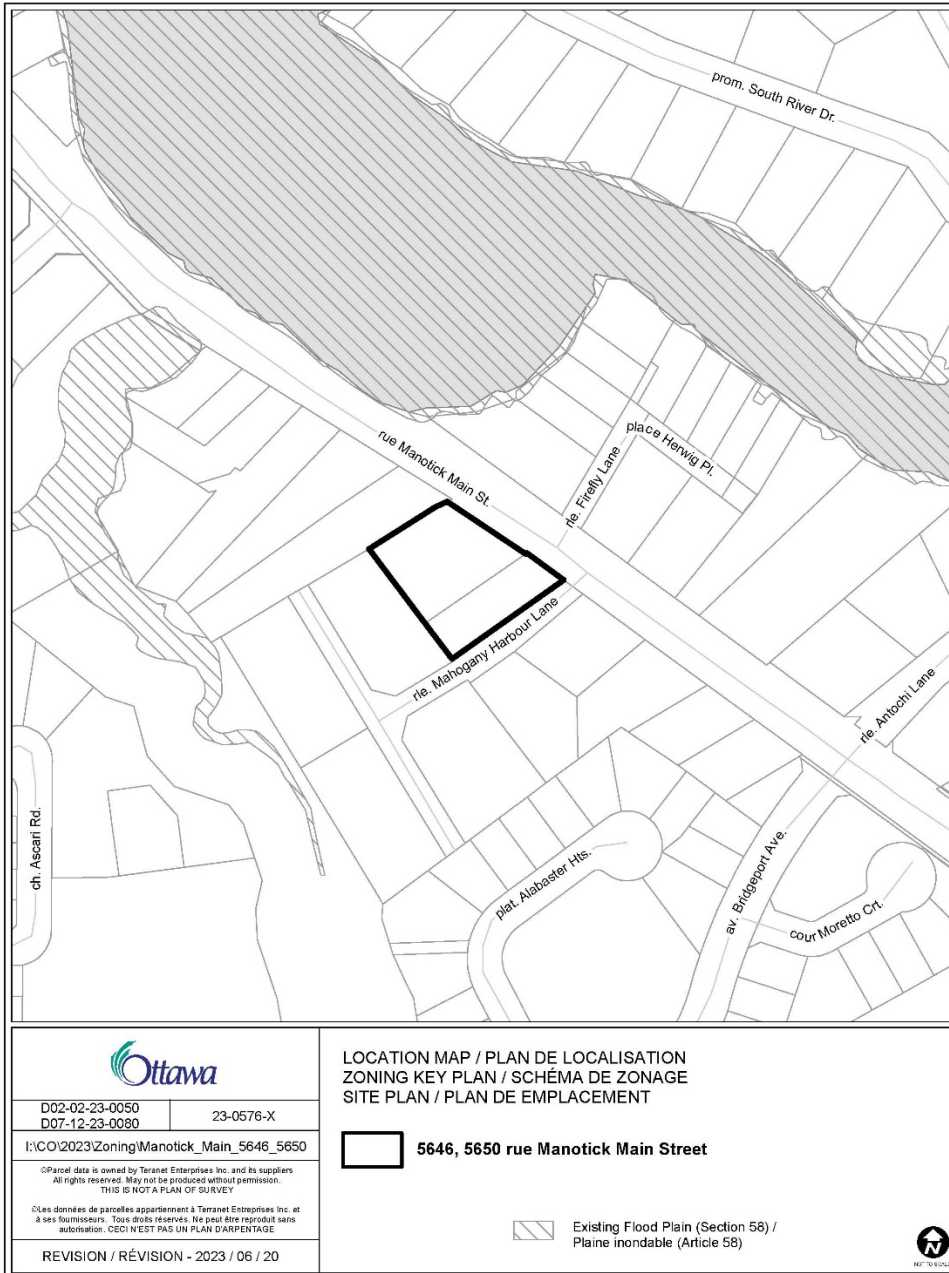
Legal Services, City Manager's Office to forward the implementing by-law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Zoning Key Map

For an interactive Zoning map of Ottawa visit [geoOttawa](https://geoottawa.com)

The subject site is shown in the location map below southwest of Manotick Main Street and north of Mahogany Harbour Lane.



Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 5646 and 5650 Manotick Main Street:

1. Add exception, RC1[xxxr], to Section 240 – Rural Exceptions with a provision similar in effect to the following:
 - a. In Column II, add the text, “RC1[xxxr]”;
 - b. In Column III, add the text, “office”;
 - c. In Column IV, add the text, “bar”; and,
 - d. In Column V, add provisions similar in effect to the following: “restaurant is a permitted use only when a drive through is provided”

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. One public meeting lead by Councillor Brown was also held in the community on July 31, 2023.

Public Comments

A total of 44 comment letters were received throughout the public circulation period. Each comment letter provided comments expressing concerns with various aspects of the proposed development. Below is a summary of the public comments received.

2 Comment Letters Expressed Support

- Improvement to area given the current condition of the existing buildings, but some improvements to traffic and pedestrian connectivity are required.

Response – recommendations pertain to the Site Plan Control application and will be discussed with the applicant.

36 Comment Letters Expressed Concerns about Traffic

- Significant concerns with current conditions, and the proposed development will only makes things worse.
 - o Canada Post relocated community mailbox from Manotick Main Street to Firefly Lane to current traffic volumes, which helps demonstrate the current traffic conditions.
- Concerned with the proposed north bound turning lane negatively impacting Firefly Lane residents who are trying to turn left out of Firefly Lane onto Manotick Main Street.
- There is a significant number of drivers who travel faster than the posted limit. Strongly recommend reducing Manotick Main Street from 60 to 40 kilometres per hour for this area.
- It is already difficult to access and leave Mahogany Harbour Lane. The proposed traffic heavy development will make things much worse.
- As demonstrated on Roger Stevens Drive, an addition of a gas station with a drive through restaurant has created a very serious traffic problem during some

parts of the day. There is no reason to believe this addition would not create the same traffic problems and unsafe conditions. This drive through should be located somewhere else within the village that can handle the traffic.

- A restaurant without a drive through would be more appropriate given the existing traffic conditions.
- Concerns that commuters will re-route their trips through Manotick Main Street to use the drive through and what this will mean for other areas of Manotick Main Street, not just the immediate area surrounding the development.
- A traffic light with a camera or roundabout would be ideal to handle existing and proposed traffic conditions.

Response - The applicant filed a Traffic Impact Assessment which demonstrates the proposed development will not significant impact existing traffic conditions, which are noted as less than a typical arterial road. The City also proposes a roundabout in the near future south of the subject site which will help with existing traffic conditions.

25 Comment Letters Expressed Concerns about Pedestrian and cycling Access

- Significant concerns with the existing pedestrian access and that the traffic dependent development will increase danger to pedestrians.
- Crossing Manotick Main Street, particularly children from the school bus stop adjacent the subject site, is exceptionally challenging and dangerous. Some type of crosswalk is essential to current and future traffic problems.
- Recommendation to add a signalized cross walk nearby.
- Strongly recommend sidewalks and a bicycle lane.

Response - The Traffic Impact Assessment demonstrates that the proposed development will not significantly impact existing traffic conditions and their impact on pedestrian connectivity. A paved shoulder already exists and there is potential for the City to install sidewalks in the future once municipal wastewater services are installed in this area of Manotick Main Street. A roundabout is also proposed south of the subject site at the intersection of Manotick Main Street and Bridgeport Street which will assist with pedestrian connectivity.

2 Comment Letters Expressed Concerns about the Entrance Location

- Please relocate the entrance opposite Firefly Lane.

Response – This possibility will be discussed as part of the Site Plan Control application.

16 Comment Letters Expressed Concerns about Services

- Concerns with the impact of the proposed development and septic system on nearby private wells and septic systems. Additional concerns that the proposed system is insufficient for the long term.
- Concerns with the amount of City water the car wash will required and whether it would be better to use this water for other purposes.
- Some concerns expressed about this development potentially being on private well, which is not the case.
- Concerns that the snow storage location will cause drainage issues with the abutting residential properties.

Response - A Septic Impact Assessment was prepared which demonstrated the subject site can support a restaurant on a private septic system. It is still unknown if the property can support the restaurant and five bay carwash, but at a minimum the site can accommodate the restaurant without negatively impacting nearby private services.

4 Comment Letters Expressed Concerns about Public Health

- Concerns with potential impact of disturbing site with potential sources of contamination.
- Impact of the proposed development on senior citizens and veterans due to noise, stress, fear of crossing a busier street, and potential increased police concerns.

Response - A Phase 1 and 2 Environmental Site Assessment was prepared which demonstrates the site can be made appropriate for a restaurant and expanded car wash without impact to public health.

14 Comment Letters Expressed Concerns about Noise and Light

- Concerns with location of ordering window in proximity to residential.
- 24 hour operation could generate noise throughout the night, particularly the users of the car wash who currently play loud music and honk throughout the night.

- Concerns that the proposed fence and tree plantings will be insufficient for the expanded car wash and new Starbucks.
- Concerns about exterior light pollution. Recommend increasing the height of the proposed fence and new trees at the back of the property.
- Existing development has a bright light that impacts the Bay at night. Recommend reduced light or additional landscaping to prevent light pollution in the Bay area in the evening.

Response - A Noise Study was provided which demonstrates noise will be contained to an acceptable level. A Lighting Certificate is required with the Site Plan Control application to ensure no unacceptable light pollution.

5 Comment Letters Expressed Concerns about Trees

- Concerns with the significant amount of tree removal, particularly along the rear lot line and bordering the Mahogany Harbour condos.
- More trees should be planted to compensate those that are being removed, as specified in the arborist's report.
- Concerned with the loss of bird habitat.

Response - The issue of tree removal for both the car wash and restaurant for the Site Plan Control application is still being resolved with the applicant. However, staff are satisfied that a restaurant without a car wash could be accommodated with minimal impact to existing vegetation.

21 Comment Letters Expressed Concerns about Village Character

- There are already other issues, such as no sidewalks, that impact the growing village. There is concern that the existing issues are not being addressed before promoting new development.
- Concern that this will impact the growth of small business and existing coffee shops, which should be the priority. No chains should be permitted in Manotick.
- The building design is unappealing and completely out of character with the village. Design changes should be considered before moving forward.
- Concerns that a drive through is counter to the Official Plan's 15-minute neighbourhood objective.

- Concerns that a drive through is more typical of industrial areas as opposed to rural village community.
- Concerns with increasing the number of bays to 5.
- Concerns with putting 2 large buildings on the existing lot.
- The business as suggested is not appropriate given the proximity to the town centre and current lack of sidewalks.
- Redevelopment of the property should increase residential units, not reduce.
- If the Starbucks ever moves out of the building, any drive through restaurant could take their place which could further impact the village character.

Response - The Official Plan specifies that villages shall develop into 15-minute neighborhoods. While it is true that the subject site overlaps slightly with the village core, the proposed development will contribute to the 15-minute neighbourhood for the area directly south of the subject site. Furthermore, the Official Plan prohibits a drive through within the village core. With this in mind, the proposed development provides a service incompatible with the village core thereby reducing the potential conflict with village core businesses. The proposed new zone should ensure any current or future restaurant on the subject site is tied to a drive through to help prevent conflict with the village core. In terms of building design and site layout, these issues are being discussed as part of the Site Plan Control application.

Document 4 – Councillor Comments

Public Information Session – Hosted by Councillor Brown on July 31, 2023

Councillor's summary of public meeting:

On July 31st, my office was pleased to host a community information session for residents of Manotick regarding the proposed commercial development at 5646-5650 Manotick Main. Many in the community may have heard of this proposal as it is the one involving the development of a Starbucks and car wash.

At the community meeting, residents had the opportunity to ask questions of Fotenn, who is representing the developer, and discuss the development proposal with me and my office. With changes introduced by the provincial government, these kinds of information sessions are no longer required. I hosted the event because I believe that providing residents of Manotick with the opportunity to voice their opinions was important. Moreover, representatives of the developer are not required to attend these sessions. I want to thank Jillian, Jacob, and Daniel from Fotenn for making themselves available to answer tough questions and address community concerns.

Over the course of the evening, roughly 50 residents attended. Many had pointed questions about the development, with concerns including traffic, wastewater management, site use, trees and fences, and much more. Of these concerns, traffic was the largest one raised and the one most frequently raised by those who have contacted my office.

I believe that measures can be introduced to better manage traffic on Manotick Main as part of the proposed development. In particular, I would be supportive of a Northbound left turn lane being added to Manotick Main near the site, as this will reduce traffic congestion and will reduce the risk of drivers becoming impatient and driving erratically. Additionally, as there is soon to be a roundabout at Bridgeport and Main, I would also support having the exit of the site be a right hand turn only, routing Northbound drivers leaving the site to the roundabout rather than having them cut through traffic.

I have raised these points with the developer. I have also shared with the developer some of the concerns from the community with respect to noise and privacy from the site, and provided some suggestions as to how to best ensure that these concerns are properly mitigated as part of the site plan.

While these concerns are worth consideration, I believe it is worth keeping in mind that, since the project was first proposed, I have heard a roughly equal amount of support and opposition to the project, including support from some residents who attended the information session. Generally, residents do not reach out to my office to share their

views on these matters unless they are opposed to a proposed development. That they have done so this time means that there is certainly demand for this project to proceed.

Moreover, many of the issues identified by residents – such as traffic concerns and the potential impacts of the development on existing businesses – are contingent on demand. That is, there would be no traffic to the site unless there is demand for this project to proceed.

Manotick is growing quickly with the community welcoming thousands of new residents in the Mahogany development. As the number of residents grows, so too does the need for new commercial developments in the community, offering both amenities for residents and job opportunities for young people. It is important to keep in mind that since the addition of the Mahogany community, there has been virtually no new commercial development in Manotick. I believe these are important factors to keep in mind as the project is considered by City staff.

Additionally, over the course of the information session, I heard a great deal of concerns about issues impacting the village which are much larger than the proposed development. For instance, residents expressed concerns about existing issues with traffic, noting that the proposed development may make existing issues worse. While these are certainly worth considering and acting upon, I believe that they are best to act upon outside the process of this project, and I am doing just that.

To that end, for Manotick Main, I have requested that staff look into adding a pedestrian crossing light at Eastman toward the dock. I also worked to ensure that a feasibility study received funding for extending the sidewalk down Manotick Main. Furthermore, I am working with staff to ensure that the roundabout at Bridgeport is introduced quickly. And as I often write about, my top priority is the removal of trucks from Manotick. Taken together, these measures will significantly improve safety for residents while addressing the most serious traffic concerns in the area, concerns that exist irrespective of the proposed project.

The community information session was an excellent opportunity to hear from residents about their thoughts on this project and about challenges facing the community more generally. Residents with comments, concerns, or questions on the project are encouraged to reach out to my office at ward21@ottawa.ca.