

Subject: Zoning By-law Amendment – 266 Park Street

File Number: ACS2024-PRE-PS-0011

Report to Planning and Housing Committee on 28 February 2024

and Council 6 March 2024

**Submitted on February 15, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Rideau-Vanier (12)

Objet: Modification du Règlement de zonage – 266, rue Park

Dossier: ACS2024-PRE-PS-0011

Rapport au Comité de la planification et du logement

le 28 février 2024

et au Conseil le 6 mars 2024

**Soumis le 15 février 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

**Personne-ressource: Jack Smith, Urbaniste I, Examen des demandes
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Quartier: Rideau-Vanier (12)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 266 Park Street, as shown in Document 1, to permit a low-rise apartment building, as detailed in Document 2.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the ‘brief explanation’ in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, “Summary of Oral and Written Public Submissions for Items Subject to *the Planning Act* ‘Explanation Requirements’ at the City Council Meeting of March 6, 2024,” subject to submissions received between the publication of this report and the time of Council’s decision.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d’approuver une modification du *Règlement de zonage* n° 2008-250 concernant le bien-fonds situé au 266, rue Park, comme le montre le document 1, en vue de permettre l’aménagement d’un immeuble d’habitation de faible hauteur, comme l’explique en détail 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 6 mars 2024 », 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

266 Park Street

Owner

261 Montreal Road Inc. C/O Jordan Tannis

Applicant

Jordan Tannis (Concorde Properties), and Tyler Yakichuk (Fotenn Planning)

Architect

Project1 Studio

Description of site and surroundings

The subject property is located in the Vanier neighbourhood, located on the west side of Park Street, north of Montreal Road. The property has an approximate frontage of 19.75 metres on Park Street, a lot depth of approximately 30.78 metres, and a total area of approximately 608 square metres.

The existing use is a surface parking lot in support of a nearby commercial uses and the subject property abuts surface parking lots to the south and west, and a two-storey apartment to the north.

The surrounding area consists of a mix of uses. To the north, there are a variety of low-rise residential dwellings, ranging from single-detached dwelling units to low-rise apartments. The area east of the subject property along Montreal Road is primarily defined by the Montreal Road district, which is generally characterized by commercial uses and low to high-rise apartments buildings. The area to the west along Montreal Road primarily consists of commercial uses, and the area south of Montreal Road consists of residential ground-oriented dwelling units. The site is in proximity to bus transit stops on Montreal Road, as well as neighbourhood amenities and parks.

Summary of proposed development

The development application proposes the redevelopment of the subject property to construct a three-storey low-rise apartment building, consisting of 18 dwelling units. The proposed development consists of four floors of residential units, including eight two-bedroom units, eight one-bedroom units, and two studio units.

Building entrances are provided along the north, east, and south facades and five units are proposed in the basement level. All mechanical rooms and waste collection rooms

are proposed to be contained within the building and 10 bicycle parking spaces will be provided in a dedicated bicycle storage room on the ground floor of the building.

The bicycle storage room is proposed to be accessed from the provided 1.1 metre pathway, which provides access between the front and rear yards. A 116 square metre common outdoor amenity space is proposed through an outdoor courtyard space at the rear of the property. No vehicular parking is proposed on-site.

Summary of requested Zoning By-law amendment

The applicant is proposing to rezone the subject property from “Traditional Mainstreet, Subzone Three (TM3)” to “Traditional Mainstreet, Subzone Three, Urban Exception XXXX [TM3(XXXX)]” to permit a standalone low-rise apartment building with no vehicle parking provided. The rezoning seeks to establish the following site-specific zoning exceptions:

- To permit an apartment dwelling, low-rise, whereas dwelling units are only permitted where there is an associated permitted non-residential use in the same building.
- Reduce the minimum rear-yard setback from 7.5 metres to 6.7 metres
- No minimum residential parking spaces, whereas three residential parking spaces are required.
- No minimum visitor parking spaces, whereas one visitor parking space is required.

DISCUSSION

Public consultation

In accordance with the City’s Public Notification and Consultation Policy, one sign was posted on the site and residents within 120 metres were notified of the proposal by mail. Local registered community groups were also notified.

Planning Staff received approximately 10 public comments, and comments from the Vanier Community Association regarding concerns expressed about unit type, traffic and parking, landscaping and trees, design. Some comments were supportive.

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

Official Plan Designation(s)

The subject property is located within the Inner Urban Transect Policy Area, as per Schedule A of the Official Plan. The Inner Urban Transect forms the neighbourhoods surrounding the downtown core, with an intended pattern of urban development. Policy 5 of Section 5.2.1 states that this policy area is generally planned for mid- to high-density urban development forms, where no on-site parking is provided. Section 5.2.2 further prioritizes walking, cycling and transit instead of automobile use, and more specifically, Policy 1) d) of 5.2.2 prohibits surface parking as a main use of land. Policy 2) c) ii) of Section 5.2.3 outlines that the height of buildings may be limited further on lots too small to accommodate appropriate height transition.

The subject property is designated Mainstreet Corridor, as per Schedule B2 of the Official Plan, and permits a mix of uses. Subsection 6.2.1(1)(b) provides that a Corridor designation may include one or more lots on a side street that intersects with the Corridor so as to extend the designation along the side street to the average depth of the Corridor designation along the rest of the Corridor block. Policy 2) a) of Section 6.2.1 outlines that development shall ensure appropriate transitions in height, use of land, site design, and development character where the Corridor designation meets abutting designations.

Although the subject site is located along a side street (Park Street) of the specified mainstreet (Montreal Road), it is appropriate to extend the Corridor designation to include the subject site in this context, as reflected by the existing Traditional Mainstreet zoning that applies to the site, which was implemented during the Montreal Road District Secondary Plan with policy identifying the lot as contributing to the Corridor.

Other applicable policies and guidelines

The subject property is located within the Montreal Road District Secondary Plan. Schedule A of the Secondary Plan identifies the property as being located within the Central Sector of the Montreal Road District. The primary role of the Central Sector is as the historic downtown core of the former City of Vanier. The scale and intensity of development in this area is less than the other sectors.

The proposed development is also subject to the Urban Design Guidelines for Low-rise Infill Housing. Applicable guidelines to this development include contribute to an inviting, safe, and accessible streetscape (1.1), reflects the desirable aspects of established streetscape character (1.2), landscape the front yard to emphasize aggregated soft landscaping (2.1), plant trees, shrubs, and ground cover adjacent to the public street and sidewalk (2.5), ensure that new infill faces and animates the public street (3.1.1), locate and build infill in a manner that reflects the desirable planner neighbourhood

patters of development in terms of height, elevation, and location of entrances (3.1.2), respect the grades and characteristic of first-floor heights of the neighbourhood (3.1.11), orient buildings so that their amenity spaces do not require sound attenuation walls (3.1.4), respect the grades and characteristic first-floor heights of the neighbourhood by not artificially raising or lowering grades (3.1.11), design infill in a manner that contributes to the quality of the streetscape by considering the impacts of scale and mass of adjacent surrounding homes (3.2.1), design all sides of a building that face public streets and open spaces to a similar level of quality and detail (3.3.1), design infill to be rich in detail and to enhance public streets and spaces (3.3.2), provide primary building entrances that are inviting and visible from the street (3.3.3), and ensure that when one or more units are constructed on adjacent properties, they relate to each other and existing fabric on the street, but also with distinct identities (3.3.4).

Planning Rationale

Having considered the policies in the Official Plan, as highlighted in this report, staff are of the opinion that the proposed development is consistent with the policy framework. The proposed development exhibits an urban pattern of development, as described in Table 6 of the Official Plan, including shallow front yard, principal entrances at grade with direct relationship to the public realm, small areas of formal landscape, and no automobile parking.

The proposal represents an intensification of land within a Mainstreet Corridor, providing a residential land use and height consistent with, and respective of the neighbourhood designations to the north. The reduction of motor parking spaces will support walkability and transit within the Montreal Road District. Further, the proposed development removes a surface parking lot, which is consistent with the transect policies.

The subject lands are zoned Traditional Mainstreet 3 (TM3) within the City's Zoning By-law 2008-250. The purpose of the TM zone is to permit a broad range of uses, including residential uses. The proposal is subject to a number of development standards with regard to built form to ensure the scale and character of buildings within the Traditional Mainstreet 3 zoning are respective of low-rise uses adjacent to Montreal Road and provide a pedestrian friendly streetscape.

The applicant is seeking relief from the Zoning By-law with respect to the permitted uses, including a low-rise apartment building with no mixed-use component, as well as relief from the zoning standards, including reductions of rear yard setback, and reduction of vehicular parking requirements. All other provisions of the underlying TM – Traditional Mainstreet Zone will be maintained.

The requested reliefs are acceptable given that the proposal does not front onto Montreal Road, where more dense mixed-use developments are anticipated to occur. A low-rise apartment building provides an appropriate transition in land use from Montreal Road to the surrounding neighbourhood to the north. The reduced parking is appropriate given the site's location in close proximity to a corridor and is supported by Official Plan policies which prioritize walking, cycling and transit. While the proposal is not providing the one required visitor parking space, it is important to note that through the development of the site, the access to the existing parking lot will be removed allowing additional on-street parking spaces in front of the site. Finally, the reduced rear yard still allows for adequate rear yard amenity area and is generally consistent with the rear yards provided in the area.

Staff are of the opinion are the proposed development is consistent with the intent and purpose of the Traditional Mainstreet, Subzone Three (TM3) zoning.

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(S)

Councillor Plante provided the following comments:

- I would like to see one 3 bedroom unit to accommodate the families in the area. If they can combine 1 of the 2 and 1 bedrooms that would be great
- There should be some landscaping out front that isn't a green patch. We really need pollinator gardens in the neighbourhood
- I do think we need parking spaces. Otherwise it will be hunger games in the street for parking.
- Please add that with the anticipated Salvation Army mega-shelter slated to go at 333 Montreal Rd (they will be familiar with the development as the Concord Motel is owned by the family) there will be increased security costs as emergency shelters increase crime and property damage, especially when they are men-only.

- Emergency shelters are inhumane places and I've attached the crime statistics around the current Salvation Army shelters on George St from their own security company.
- 'Like we're living in a nightmare': Midtown Toronto residents fed up with crime, vandalism near shelters | CBC News
- Effect of emergency winter homeless shelters on property crime | The Homeless Hub
- 'Explosion of fury and violence and blood:' Toronto's shelters see increase in violence - Toronto | Globalnews.ca

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

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

ASSET MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with the recommendations of this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with the recommendations of this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- A City that has affordable housing and is more liveable for all.
 - Increase housing supply and support intensification.

- Improve active transportation.

APPLICATION PROCESS TIMELINE STATUS

This application (Development Application Number: D02-02-23-0024) was not processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications due to complexities associated with review of the application.

SUPPORTING DOCUMENTATION

Document 1 - Zoning Key Map

Document 2 - Details of Recommended Zoning

Document 3 - Consultation Details

Document 4 – Landscape Plan

CONCLUSION

Staff recommend approval of the Zoning By-law Amendment as the proposal is consistent with the Official Plan and Montreal Road District Secondary Plan. The relief requested to provisions of the TM3 Zone will result in a more contextually appropriate development than the existing conditions and will assist in achieving City objectives in terms of intensification and mobility.

DISPOSITION

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

For an interactive Zoning map of Ottawa visit geoOttawa



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE	
D02-02-23-0024	24-0046-X	266 rue Park Street	
I:\CO\2024\Zoning\Park_266		<div style="display: flex; align-items: center;"> <div style="border: 2px solid black; width: 20px; height: 10px; margin-right: 5px;"></div> <div> <p>Area A to be rezoned from TM3 to TM3[XXXX]</p> <p>Le zonage du secteur A sera modifié de TM3 à TM3[XXXX]</p> </div> </div>	
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REVISION / RÉVISION - 2024 / 01 / 10			

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 266 Park Street:

1. Rezone the lands as shown in Document 1.
2. Add a new exception [XXXX] to Section 239, Urban Exceptions, with provisions similar in effect to the following:
 - a) In Column I, Exception Number, add the text “[XXXX]”
 - b) In Column II, Applicable Zones, add the text “TM3 [XXXX]”
 - c) In Column III, Additional Land Uses Permitted, add the text “Apartment dwelling, Low-rise”
 - d) In Column V, Provisions, add the text:
 - i. Section 198 (3) (a), does not apply for an Apartment Dwelling, Low-rise containing up to 18 dwelling units.
 - ii. Despite Table 197 (f), the minimum rear yard setback for an Apartment Dwelling, Low-rise is 6.7 metres.
 - iii. No vehicular parking under Section 101 and 102 is required for an Apartment Dwelling, Low-rise containing up to 18 dwelling units.

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.

Public Comments and Responses

Comment 1:

Concerns about the mix of unit types, including lack of three and four-bedroom units.

Response:

Table 3a of the City's Official Plan outlines a target of five to ten per cent large household dwelling units within the Mainstreet Corridor designation. The applicant is proposing more than 40 per cent of the units to be two-bedroom dwelling units, which is appropriate in the context of a low-rise apartment and remains suitable for families.

Comment 2:

Concerns about landscaping, and provisions of trees on site.

Response:

Based on the submitted Landscape Plan, the applicant is proposing three trees in the front yard, and an additional tree in the rear yard, increasing the tree canopy on the subject lands in addition to the planting of perennial flowers, grasses, and shrubs on the site.

Further, the proposed development represents the removal of an asphalt parking lot and implementation of landscaped front and rear yards, mitigating the urban heat island effect and representing a greening of the subject lands.

Comment 3:

Concerns regarding lack of on-site vehicular parking requirements, removal of parking lot supporting commercial uses along Montreal Road, and availability of parking in the area.

Response:

The City's Parking Services has reviewed the proposed development, including the removal of the existing surface parking lot containing 22 vehicular parking spaces, as well as the proposed amendment to remove residential parking requirements, and have indicated no concern.

While the zoning amendment seeks to have zero vehicular parking spaces, where a total of four vehicular parking spaces are required (Three resident spaces, and one visitor space), three parking spaces will be recouped on-street by removing the existing property wide curb cut, alleviating the reduction in parking requirements on-site.

There are approximately 579 short-term unpaid on-street parking spaces, as well as 25 municipally owned paid off-street parking spaces within 350 metres of the development which will absorb the parking demands resulting from the proposal.

The site is located within 230 metres walking distance from several existing OC Transpo routes along Montreal Road.

The creation of additional housing within the Montreal Road District will support local businesses and contribute to a walkable and transit friendly community. The property is in an area that is connected to pedestrian infrastructure, and most errands can be accomplished on foot or by transit.

Comment 4:

Concerns regarding the number of bicycle parking spaces proposed.

Response:

The bicycle parking provisions of the Zoning By-law are being met. The applicant has expressed a commitment to provide additional bicycle parking spaces further in exceedance of the zoning requirements, which the location of will be determined as part of the Site Plan Control Process.

Comment 5:

Costs of rent associated with this development, and provision of adequate units and parking for future senior residents of the building.

Response:

Rental costs are outside of the purview of this application. The City does not zone or approve development applications based on the potential future tenant.

Supportive Comments:

- Support of the intensification of an underutilized urban parcel to boost housing supply.
- Support for the provision of missing-middle housing with reasonable unit types and sizes.
- Support for the removal of vehicle parking and provision of bicycle parking.
- Support for the rear yard amenity space.

Vanier Community Organization Comments:

Summary: The VCA is supportive of this application as part of the revitalization of Montreal Road. It is consistent with the Montreal Rd Revitalization project's Vision Statement and increased residential use along the corridor will contribute to the street's commercial development and animation. Vanier needs additional affordable housing and the VCA supports a possible application by the Applicant for a Montreal Rd Community Improvement Programme (CIP) grant to support affordable housing specially to support such housing for families. The VCA welcomes the Applicant's offer for a community consultation on the project. Given Vanier's limited tree canopy, soft landscaping particularly trees are a priority for the site, both for the front and rear yards

Building form: While not yet formally approved, the VCA supports a review of the building design against the new City design guidelines for low rise apartment buildings. Further, as this site is subject to the Montreal Rd District Secondary Plan (Schedule 1) and its design directions concerning the Central Quarter (French Quarter), the design should also address the relevant policy direction, namely

"Policy: 1. Development and redevelopment will include building, site design and streetscaping elements which acknowledge the history of the French Quarter."

There does not appear to be any indication in the application which acknowledges or confirms compliance with the secondary plan in this respect.

The VCA supports the height of this building and could support also a roof-top amenity space preferably as part of a green roof. The articulation of the building's façade adds some interest and could further express the required design elements to acknowledge its location in the French Quarter. The built footprint should ensure adequate ground space for soft landscaping and trees. Given security issues in this area potentially affecting both the Park St and rear sides of the property, a CPTED lens should be considered to ensure safety including for suitable landscaping and fencing. The entry way design may also be addressed in this context. Eyes on the street are an important consideration in design for Vanier streets.

Parking: The VCA notes that the removal of the current curb cut will create additional street parking. Council has approved a VCA request for a new residents' on-street permit parking regime which is currently being put in place in stages throughout Vanier. Accordingly, the VCA can support the amendment to the bylaw removing the requirement for on-site parking, but bearing in mind the number of units, the VCA favours a reduction of the number of units in favour of family size accommodation (more 2 bedroom units) rather than the proposed studios, reducing the non-compliance to the zoning bylaw and pressures for on-street parking in a narrow street.

Landscaping: Design for landscaping needs to address security and situational needs at this location to provide a separation from the public realm as well as in the rear yard. There is urgent need to increase tree canopy and to address Vanier's high heat island effect with additional trees.

Affordable Housing: There is a strong need in Vanier for more affordable housing particularly in respect of expanding the existing "middle" housing typical of Vanier as Vanier's population continues to grow. The VCA would support a CIP application for affordable housing as part of this development.

Public Consultation: The VCA welcomes a public consultation on this project as proposed.

Response:

Urban Design Staff have reviewed the proposal and have no concern with the proposed building form, given that the lands do not directly front onto Montreal Road and represent an appropriate transition of land use and built form between the Corridor and low-rise residential to the north. A green roof is currently contemplated by the applicant, which would be further reviewed as part of the Site Plan Control process.

Ottawa Police Services have reviewed this proposal and have no concerns from a CPTED viewpoint as the proposed landscaping maintain good sightlines of the property, and there are no alcoves around the exterior of the building, limiting opportunities for undesirable activity. Further, the lands will have fencing along the side and rear yards.

The removal of the curb cut along the frontage of the property will allow for the creation of three additional on-street parking spaces, alleviating the request for the removal of on-site vehicular parking. The proposal is otherwise consistent in providing a range of units contemplated by the policies of the Official Plan.

The applicant is proposing a total of four trees on the subject lands (Three in the front yard, and one in the rear yard), in addition to landscaped front and rear yards containing perennial flowers, grasses, and shrubs. The proposed development represents the removal of an asphalt parking lot and implementation of greenspace in the front and rear yards, mitigating the urban heat island effect and representing a greening of the subject lands.

Document 4 – Landscape Plan

