

**Subject: Zoning By-law Amendment - Part of 3636 Innes Road
(3646 Innes Road)**

File Number: ACS2024-PDB-PSX-0026

**Report to Planning and Housing Committee on 23 October 2024
and Council 30 October 2024**

**Submitted on October 17, 2024 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

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Ward: Orléans South-Navan (19)

**Objet : Modification au Règlement de zonage - Partie du 3636, chemin Innes
(3646, chemin Innes)**

Dossier : ACS2024-PDB-PSX-0026

Rapport au Comité de la planification et du logement

le 23 octobre 2024

et au Conseil le 30 octobre 2024

**Soumis le 17 octobre 2024 par Derrick Moodie, Directeur, Services de la
planification, Direction générale des services de la planification, de
l'aménagement et du bâtiment**

**Personne ressource : Lucy Ramirez, Urbaniste, Examen des demandes
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Quartier : Orléans-Sud-Navan (19)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 for part of 3636 Innes Road, as shown in Document 1, to permit a low-rise mixed-use 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 October 30, 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), visant une partie du 3636, chemin Innes, terrain représenté dans le document 1, pour autoriser l’aménagement d’un immeuble polyvalent de faible hauteur, comme d’explique en détail le document 2.
2. Que le Comité de la planification et du logement 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 30 octobre 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 the [Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [Development Application Search Tool](#).

Site location

Part of 3636 Innes Road (3646 Innes Road)

Owner

U-Haul Co (Canada) Ltd

Applicant

Fotenn Consultants Inc. C/O Nico Church

Description of site and surroundings

The subject property is just east of the Chapel Hill South neighbourhood and has frontage along Innes Road, an arterial road. Arterial roads are the major roads designated to carry large volumes of traffic over the longest distances. Innes Road runs in a straight-line west to east for approximately 20 kilometres, beginning at St. Laurent Boulevard in the Outer Urban Transect and ending at Dunning Road in the Rural Transect. Inside the urban boundary, Innes Road is an eclectic corridor characterized by large-format retail, soft landscaping and large trees, rear yard fences, window streets, and the hydro corridor. There is a mix of residential, commercial, and institutional uses along the road. Inside the urban boundary, most of Innes Road is identified as a Transit Priority Corridor with transit service ([Schedule C2](#)). There is active transportation infrastructure, including sidewalks and bike lanes, in the transportation corridor.

The subject property is large and irregularly shaped. The larger western portion of the lot is occupied by a U-Haul Storage facility with surface parking. The smaller eastern portion of the lot is approximately 1,164 square metres in area and is the portion lot proposed for rezoning.

Summary of proposed development

Currently occupied by a Glenview Homes temporary sales centre, part of 3636 Innes Road is to be rezoned to permit the construction of a low-rise, mixed-use building with approximately 137 square metres of commercial space, 30 dwelling units, and underground parking. The following is a preliminary breakdown of units: four three-bedroom units, 17 two-bedroom units, six one-bedroom units, and three studio units. An application will be filed with the Committee of Adjustment in the future to create a lot for mixed-use building.

Summary of requested Zoning By-law amendment

The eastern portion of the lot is currently zoned Light Industrial Subzone 2, 14-metre height limit, holding zone (IL2 H(14)-h). The Light Industrial Zone permits a wide range of low-impact, light industrial uses, as well as office and office-type uses in a campus-like industrial park setting. The current zoning is a carryover from the previous City of Gloucester Zoning By-law 1999-333, in which the lands were zoned General Industrial Zone and subject to a holding zone. The holding zone was imposed due to a lack of municipal water and wastewater infrastructure along that portion of Innes Road at the time the zoning was implemented. Municipal services are now installed along Innes Road. Under the previous Official Plan (2003), the subject property was designated Employment, but with the later adoption of OPA 180 (2016) it was redesignated to Arterial Mainstreet. The Official Plan (2022) designates the property a Suburban Mainstreet Corridor.

The Applicant is proposing to rezone the small eastern portion of the property to Arterial Mainstreet Subzone 10, Urban Exception XXX1, 13.5 metre height limit (AM10 [XXX1] H (13.5)). The purpose of the AM zone is to accommodate a broad range of uses including retail, service commercial, offices, residential and institutional uses in mixed-use buildings or side by side in separate buildings. AM10 is a subzone with zoning provisions that encourage active street frontages. An exception for mixed-use buildings is being requested which will require a rear yard setback of 4.5 metres unencumbered by above or below grade buildings and structures, whereas the Zoning By-law permits a 0-metre setback. The unencumbered rear yard area will provide space for tree plantings.

The Applicant is also requesting a site-specific amendment for the western portion of the property to facilitate the severance of the rezoned parcel in the future. The existing 2-storey metal building does not comply with the minimum interior side yard setback of the zone IL2 H (14), which is 7.5 metres. It appears the building is legal non-complying because the previous Gloucester By-law (By-law 333 of 1999) only required a 1-metre setback. When evaluating the introduction of new property lines, planners who comment on Committee of Adjustment applications look to see if new non-compliance is created. Per the survey plan submitted, the 2-storey U-Haul building has an interior side yard setback of 1.7 metres from the existing lot line, the building will be setback 1.68 metres from the new lot line. Therefore, the applicant is seeking a minimum 1.6 metres interior side yard setback for a building existing as of the date of the by-law approval.

DISCUSSION

Public consultation

Staff received comments from three members of the public. One submission expressed interest for apartments in Orléans with below market rent so people with development/cognitive disabilities can live independently. Another submission critiqued the submission and asserted that it lacked details to make an informed decision. The last submission expressed concern over the loss of open space and disagreed with the proposed zoning.

For this proposal's consultation details, see Document 7 of this report.

Official Plan designation(s)

Per the Official Plan (2022), the subject property is designated as [Suburban Transect, Corridor – Mainstreet](#) (Schedule [A](#) and [B8](#)). The Corridor designation applies to bands of land along specified street whose planned function combines a higher density of development, a greater degree of mixed uses and a higher level of street transit service. This segment of Innes Road has been identified as a Design Priority Area (Schedule [C7-A](#)). Below is a summary of Official Plan objectives and/or policies that support the proposed development:

Growth Management Framework (Section 3)

- The urban area and villages are the focus of growth and development. The Official Plan allocates 47 per cent of city-wide dwelling growth to the built-up portion of the urban area.

Urban Forest Policies (4.8.2)

- Growth, development and intensification shall maintain the urban forest canopy and its ecosystem services.
- Space must be provided for mature healthy trees on private and public property. This includes the provision of adequate soil volume and high-quality soil.

Corridor Policies (Section 6.2)

- Development within the Corridor designation shall establish buildings that locate the maximum permitted building heights and highest densities close to the Corridor.
- Corridors will generally permit residential uses and such non-residential uses that integrate with a dense, mixed-use urban environment.

Other applicable policies and guidelines

The Official Plan, policy 4.6.5 (1), states development throughout the City shall demonstrate that the intent of applicable Council-approved plans and designs guidelines are met. The applicable urban design guideline is the [Urban Design Guidelines for Development along Arterial Mainstreets](#) (2006). Staff is satisfied that there is a strong street edge along Innes Road that is defined and supported by the proposed building. Further, that the proposed development will support a pedestrian friendly environment along the public street because of the active frontage provision in the Zoning By-law Amendment.

Planning rationale

Planning staff are recommending approval of the proposed low-rise mixed-use building as it achieves policies contained in the Official Plan (2022). The proposal supports a mix of uses, permits intensification, and provides a strong street edge along Innes Road, a Mainstreet Corridor. This proposal furthers the development of a walkable 15-minute neighbourhood. The proposed site development achieves the growth management policies of section 3, the urban forest policies section 4 and the corridor policies of section 6. Further, the proposal addresses urban design guidelines for corridors. The proposed exception will also allow for an unencumbered rear yard area which will provide space for tree plantings.

Provincial Policy Statement

The proposal is consistent with the 2020 Provincial Policy Statement and 2024 Provincial Planning Statement. Staff note that the 2024 Provincial Planning Statement will come into force on October 20, 2024, and as of that date, will replace the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

There are no rural implications.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Catherine Kitts provided the following comments:

This application is merely an administrative step for the developer to satisfy the severance of their sales centre from the U-Haul lands that are adjacent. At this stage, the proposed use and development is just theoretical to demonstrate the potential for a future mixed-use building on the parcel. It's my understanding the developer is not planning to build on this site at this time. However, in general, I support a move toward

mixed-use buildings in South Orléans. It signals the changes our new Zoning By-law will usher in where Mainstreets, including Innes Road, will transform from ground floor commercial plazas with vast parking, to dense, mid-rise, mixed-use buildings.

LEGAL IMPLICATIONS

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

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management associated with this report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

ACCESSIBILITY IMPACTS

Accessibility will be reviewed through the Site Plan Control process and the Building Permit process.

ENVIRONMENTAL IMPLICATIONS

The AM10 subzone has 0 metres setbacks, and the Owner is proposing underground parking, since the rear yard has the best potential for planting larger canopy trees the Zoning protects space for trees.

A Phase 1 Environmental Site Assessment (ESA) was completed for the subject property and identified no environmental concerns with the historical use of the property.

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. Specifically, the objective of increasing housing supply and supporting intensification.

APPLICATION PROCESS TIMELINE STATUS

The statutory 90-day timeline for making a decision on this application under the *Planning Act* will expire on Wednesday, October 30, 2024.

SUPPORTING DOCUMENTATION

Document 1. Location Map/Zoning Key Map

Document 2. Details of Recommended Zoning

Document 3. Zoning (current and proposed) and Details of Proposal

Document 4. 2022 Aerial Images

Document 5. Proposed Concept Plan

Document 6. Proposed Development Image

Document 7. Consultation Details

CONCLUSION

Planning Staff recommend approval of the Zoning By-law amendment at Part of 3636 Innes Road. The proposal aligns with the Official Plan.

DISPOSITION

Planning Operations, Planning Services to undertake the statutory notification.

Office of the City Clerk, Council and Committee Services to notify the (1) owner; (2) applicant; (3) Ottawa Scene Canada Signs, 13-1920 Merivale Road, Ottawa, ON K2G 1E8; (4) Krista O'Brien, Program Manager, Property Assessment and PILTS, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

The Planning, Development and Building Services Department will prepare an implementing by-law and forward it to Legal Services.

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

Document 1 – Location Map / Zoning Key Map

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

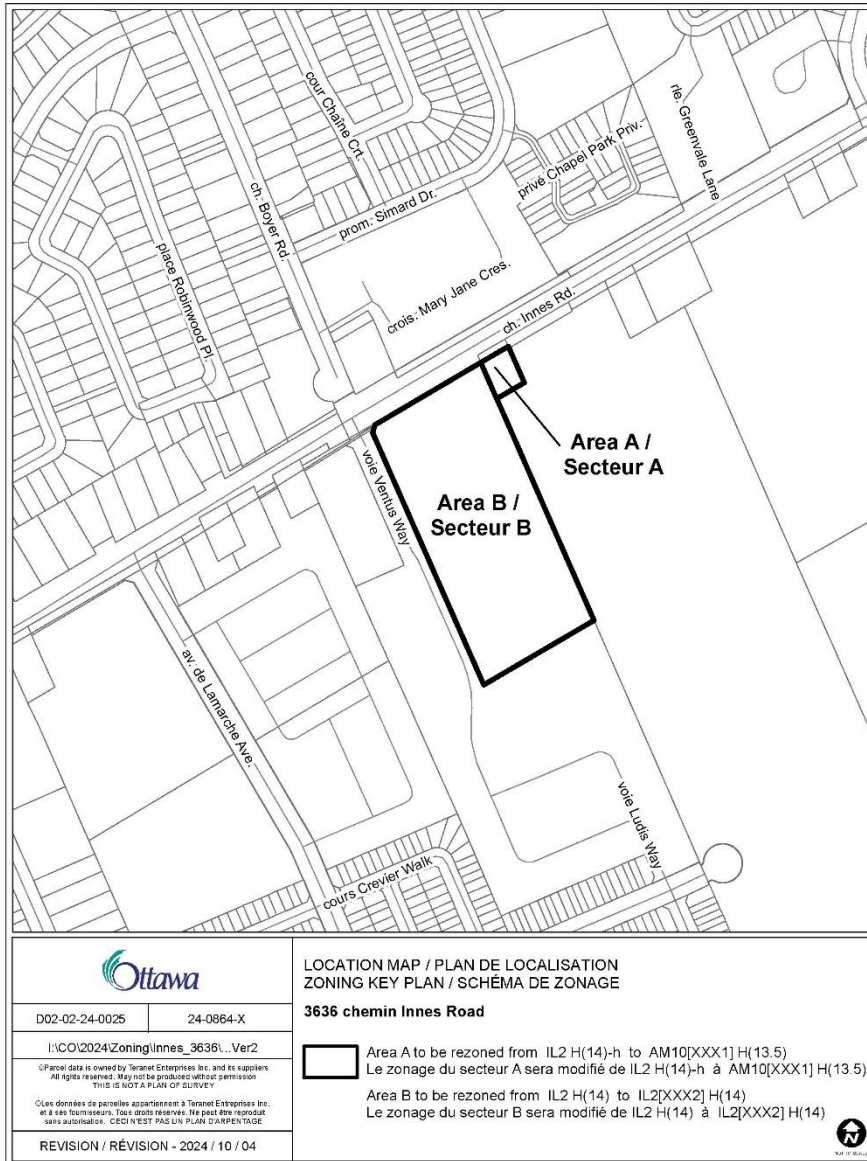


Figure 1: The subject site identified as Area A will be rezoned from Light Industrial Subzone 2, 14-metre height limit, holding zone (IL2 H(14)-h) to Arterial Mainstreet Subzone 10, Urban Exception XXX1, 13.5-metre height limit (AM10 [XXX1] H (13.5)). A site-specific amendment is also being sought for the western portion of the property to facilitate the severance of the rezoned parcel in the future

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for part of 3636 Innes Road:

1. Rezone the lands as shown in Document 1.
2. Amend section 239, Urban Exceptions, by adding a new exception, XXX1 with provisions similar in effect to the following:
 - a. In Column I, add the text “XXX1”
 - b. In Column II, add the text “AM10[XXX1] H(13.5)”
 - c. In Column V, include provisions similar in effect to the following:
 - i. Rear yard setback for a mixed-use building is 4.5-metres.
 - ii. No above or below grade buildings and structures are permitted in the required rear yard setback.
3. Amend section 239, Urban Exceptions, by adding a new exception, XXX2 with provisions similar in effect to the following:
 - a. In Column I, add the text, “XXX2”
 - b. In Column II, add the text, “IL2[XXX2] H(14)”
 - c. In Column V, include provisions similar in effect to the following:
 - i. Minimum interior side yard setback for a building existing as of the date of the by-law approval: 1.6 metres.

Document 3 – Zoning (current and proposed) and Details of Proposal

Table 1 provides a summary of the main performance standards/requirements of the current zone, the proposed zone, and details on what is proposed. Staff focused on the IL2 provisions versus what is proposed in the AM10[XXX1] H (13.5) zone – a low-rise mixed-used building. Most of the uses permitted in the IL2 zoning are permitted in the AM10 zoning, 25 of 31 uses. The following uses will no longer be permitted on the subject lot: heavy equipment and vehicle sales, rental and servicing; light industrial uses; parking lot; printing plant; truck transport terminal; and warehouse. An additional 32 non-residential uses will now be permitted. The AM10 [XXX1] H (13.5) zoning permits residential uses such as dwellings units in a mixed-use building and a low-rise apartment dwelling.

Table 1: Zoning (current and proposed) and details of proposal.

Where the urban exception permits a different zoning standard staff have added an asterisk (*) and describe the urban exception.

Performance Standard	Current Zoning IL2 H (14)-h	Proposed Zoning AM10[XXX1] H (13.5)	Proposal
Permitted Uses	If the holding zone is lifted, then a wide range of low-impact, light industrial uses, as well as office and office-type uses are permitted. Currently, there is a temporary building on site.	Low-rise mixed-use building with 30 dwellings	Yes
Minimum Lot Width	No minimum	No minimum	Yes (30.67 m)
Minimum Lot Area	2,000 m ²	No minimum	Yes (1,165.5 m ²)
Maximum Lot Coverage	65 %	N/A	

Performance Standard	Current Zoning IL2 H (14)-h	Proposed Zoning AM10[XXX1] H (13.5)	Proposal
Maximum Floor Space Index (FSI)	2	N/A	1.9
Maximum Building Height	14 m	13.5 m	Yes (13.5 m)
Minimum Building Height	N/A	7.5 and two-storeys	Yes 4-storeys
Minimum Setbacks			
Front	7.5 m	No minimum	Yes (1.8 m)
Corner Side Yard	7.5 m	No minimum	N/A
Interior Side Yard	7.5 m	No minimum	Yes (1.5 m – east, 0 m – west)
Rear Yard	7.5 m	0 m * urban exception to require 4.5 m	Yes
Amenity Space	N/A	6 m ² per dwelling unit and a minimum of 50% of the required amenity area must be communal	Yes (273 m ² - Communal amenity space)

Performance Standard	Current Zoning IL2 H (14)-h	Proposed Zoning AM10[XXX1] H (13.5)	Proposal
Minimum Required Bicycle Parking	N/A	Residential dwellings: 0.50 per dwelling unit (15 spaces) Retail store: 1 per 250 m ² GFA (1 space)	16
Minimum Required Vehicle Parking (Area C)	Varies based on use	Residential dwelling: 1.0/unit (30) Retail store: 3.4/100 m ² GFA (5)	Yes (38 spaces)
Minimum Required Visitor Parking (Area C)	N/A	Visitor: 0.2/unit (6 spaces)	Yes (6 spaces)
Driveway Width	6 m	6 m	Yes (8 m)
Landscaping Provisions for Parking Lot	3 m	3 m abutting a street 1.5 m not abutting a street	N/A parking is provided underground
Landscape Area	3 m wide landscape area when abutting a residential or institutional zone, and a street, in other cases no minimum.	Landscaping Provisions for Parking lots applicable.	N/A

Performance Standard	Current Zoning IL2 H (14)-h	Proposed Zoning AM10[XXX1] H (13.5)	Proposal
Rights-of-Way (ROW) Protection Requirements	~1.8 m	~1.8 m	Will be acquired when proposed lot is severed.
Active Frontage Provisions	N/A	<p>At least half of the building must be close to the front lot line, within 3 m. At least half of the ground floor façade facing Innes Road must be comprised of windows.</p> <p>All buildings must have an active entrance facing the Mainstreet.</p> <p>The minimum height of the ground floor is 4.5 metres.</p>	Yes

Document 4 - 2022 Aerial Images



Figure 2: Capture from geoOttawa showing the context and zoning, 3646 Innes Road is identified with an X, north is up.

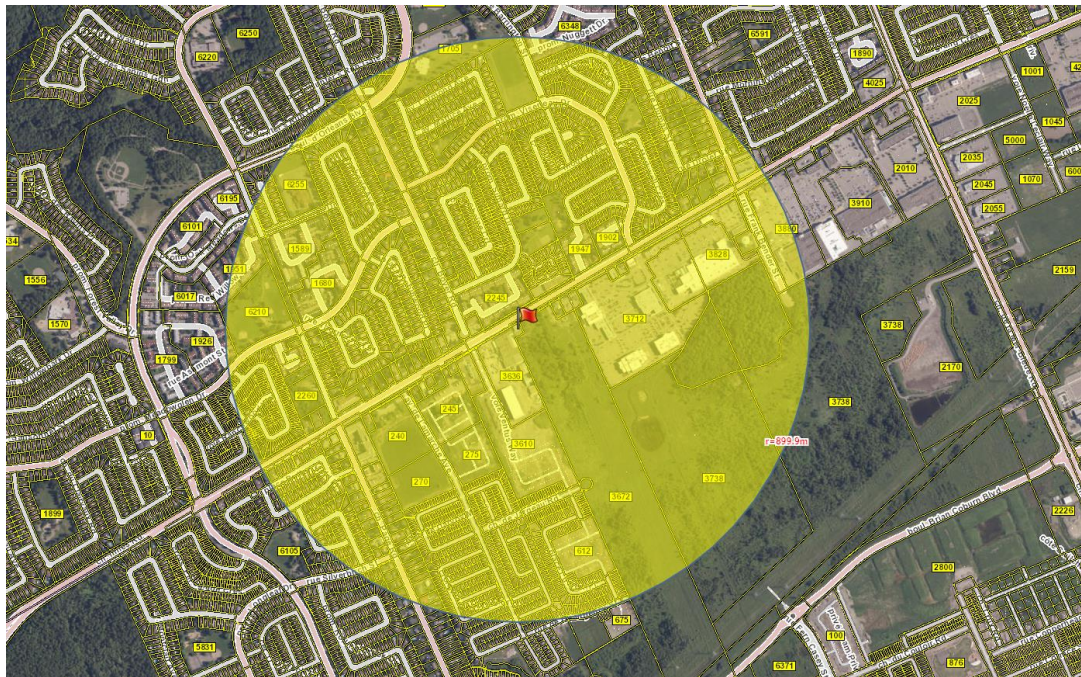


Figure 3: Capture from geoOttawa showing the location of 3646 Innes Road and a 900 Metre radius. In general, the Official Plan equate a walking time of 15 minutes to be equivalent to a radius of 900 metres or 1,200 metres on the pedestrian network.

Document 5 – Proposed Concept Plan

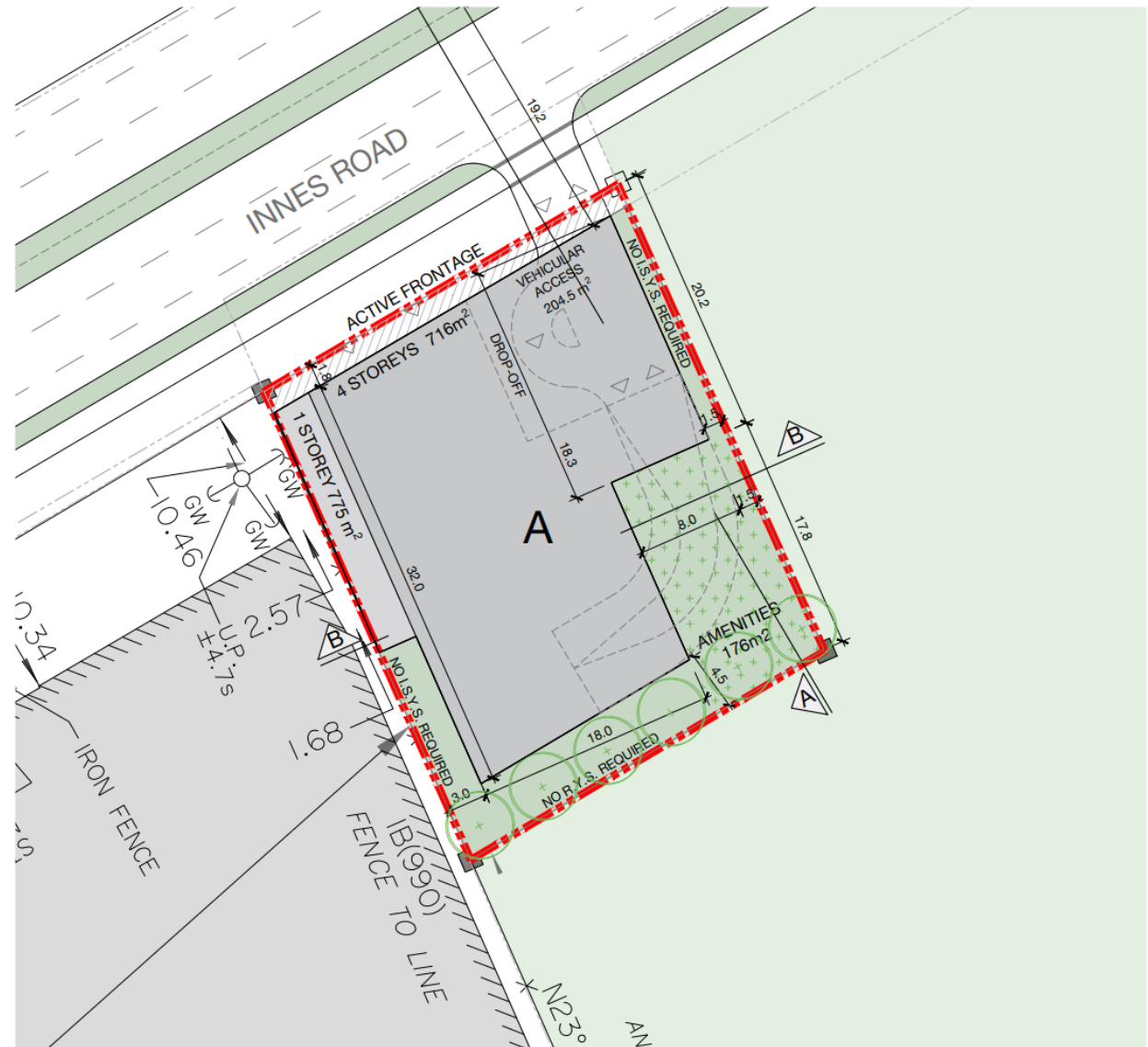


Figure 4: Proposed concept plan showing the low-rise mixed-use building. Source: 3636 Innes Road Ottawa Concept Plan, Drawing P1, prepared by Fotenn Planning + Design, dated January 9, 2023, revision 7 dated July 23, 2024.

Document 6 – Proposed Development Image

Figure 5: The proposed building mass along Innes Road looking south. Source: 3636 Innes Road Ottawa Concept Plan, Drawing P4, prepared by Fotenn Planning + Design, dated January 9, 2023, revision 7 dated July 23, 2024.

Document 7 – 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. Staff received comments from three members of the public.

Public Comments and Responses

Comment 1:

One person expressed interest for apartments in Orléans with below market rent so people with development/cognitive disabilities can live independently.

Response

Developers are not required to share their expected rental rates with the City; therefore, City staff do not know if, or how, affordable any development might be. The City encourages the provision of a range of housing (ownership and rental) to increase choice and provide a range of affordability. The City has created a new [Affordable Housing Community Improvement Plan](#) (CIP) intended to help increase the supply of new affordable rental housing units across the city by making it easier to create units that start at or below average market rent, with tiered incentives depending on level of affordability.

Comment 2:

One person critiqued the submission and asserted that it lacked details to make an informed decision.

Response:

Staff was provided with sufficient information to support the Zoning By-law Amendment.

Comment 3:

Another person expressed concern over the loss of open space and disagreed with the proposed zoning.

Response:

The site is not open space, it is currently occupied by a sales centre and parking lot and the proposal will permit the construction of a low-rise mixed-use building.