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| <p>1. R4 Zoning Review, Phase 2</p> <p>Révision du zonage R4, phase 2</p> |
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Committee recommendations, as amended

That Council approve:

1. an amendment to Zoning By-law 2008-250 as shown on Document 1 and detailed in Document 2a, 2b and 2c, as amended by the following:
 - a. amend the report number to ACS2020-PIE-EDP-0016;
 - b. amend Document 2a of the report by replacing Map 58 with the attached Map 58, and by replacing Map 67 with the attached Map 67, (set out below), per Planning Committee Motion N° PLC 2020-29/1;
 - c. amend Document 2a by adding the following as Recommendation 3d:
 - "(3d) Amend Table 137, Column 1, Row 12 by adding the words ", other than the R4-UA, R4-UB, R4-UC and R4-UD zones," after the words "In any R1 to R4 zone.";
 - d. amend Document 2a, Recommendation 5(j), by inserting the words "or porches" after the word "balconies" and by inserting the word "or porch" after every instance of the word "balcony.";
 - e. amend Document 2a¹ by deleting Recommendation (10);
 - f. amend Document 2a² by adding the following as (5)(X1)(o):
 - "(o) No rooftop amenity space is permitted within the

¹ Note: A correction was made pursuant to the City Clerk and Solicitor's Delegated Authority to correct clerical, spelling, or minor errors of an administrative nature as set out in Schedule C, Subsection 35 of Delegation of Authority By-Law 2016- 369. The correction was made to the Document number in Motion No PLC 2020-29/2 to reflect that the motion was meant to refer to Document 2a, rather than 2b, as originally presented at Planning Committee.

² Same as note 1

area shown on Schedule 383.";

- g. amend Document 2b by appending rows to the end of the table (set out below), as set out in Planning Committee Motion N° PLC 2020-29/1;
 - h. amend Document 2b by replacing, in Column XI (Endnotes) of the zone standards tables, all references to Endnote 10 with Endnote 18;
2. that pursuant to the *Planning Act*, subsection 34(17), no further notice be given.

Recommandations du Comité, telles que modifiées

Que le Conseil approuve :

1. une modification au Règlement de zonage 2008-250, comme l'illustre le document 1 et comme l'expose en détail le document 2a, 2b et 2c, dans sa version modifiée par ce qui suit :
 - a. remplacer le numéro du rapport par « ACS2020-PIE-EDP-0016 »;
 - b. modifier le document 2a du rapport en remplaçant la carte 58 par la carte 58 ci-jointe, et la carte 67 par la carte 67 ci-jointe (présentées ci-dessous), conformément à la motion n° PLC 2020-29/1 du Comité de l'urbanisme;
 - c. modifier le document 2a du rapport en ajoutant la recommandation 3d suivante :
 - « (3d) Amend Table 137, Column 1, Row 12 by adding the words ", other than the R4-UA, R4-UB, R4-UC and R4-UD zones," after the words "In any R1 to R4 zone. »;
 - d. modifier la recommandation 5(j) du document 2a en insérant les mots « or porches » après le mot « balconies » et le mot « or porch » après chaque occurrence du mot « balcony »;
 - e. modifier le document 2a en supprimant la recommandation (10);
 - f. modifier le document 2a en ajoutant la recommandation (5)(X1)(o)

suivante :

- **« (o) No rooftop amenity space is permitted within the area shown on Schedule 383. »**
 - g. **modifier le document 2b en ajoutant des lignes à la fin du tableau (présentée ci-dessous), conformément à la motion n° PLC 2020-29/1 du Comité de l'urbanisme;**
 - h. **modifier le document 2b en remplaçant, dans la colonne XI (Endnotes) des tableaux sur les normes de zonage, toutes les occurrences du renvoi « 10 » par « 18 »;**
2. **qu'en vertu du paragraphe 34(17) de la Loi sur l'aménagement du territoire, qu'aucun nouvel avis ne soit donné.**

For the information of Council

Planning Committee also approved the following directions to staff:

That staff be directed to:

- examine the boundaries of the Sandy Hill Cultural Heritage Character Area and the seven Heritage Conservation Districts to determine whether the boundaries are appropriately protecting the heritage character of the area. The study should include consideration of built heritage from all periods of development in Sandy Hill
- review the need for a character study of Vanier after Council approval of the update to the Low Rise Design Guidelines, to determine the need for additional analysis
- work with all branches of the City and most particularly with staff responsible for the enforcement of property standards rules to uphold the Property Standards By-law to minimize the loss of rental housing, and strictly apply the rules concerning demolition control
- ensure that all applicants for re-zonings, variances and building permits are made aware of affordable housing programs such as the CMHC's Rental Construction Financing program and encouraged strongly to participate in those if eligible

- explore through the Official Plan stronger protections for tenants who might be displaced due to demolitions or redevelopment

Pour la gouverne du Conseil

Le Comité de l'urbanisme a également approuvé les instructions au personnel suivantes:

Que l'on demande au personnel :

- d'examiner les limites du secteur à caractère patrimonial culturel de la Côte-de-Sable et des sept districts de conservation du patrimoine pour vérifier si elles garantissent bien la protection du caractère patrimonial de la zone. Cet examen doit tenir compte du patrimoine bâti provenant des différentes périodes d'aménagement du quartier
- de se pencher sur la nécessité de procéder à une étude du caractère de Vanier après l'approbation par le Conseil des nouvelles lignes directrices en matière d'aménagements résidentiels intercalaires de faible hauteur, afin qu'il détermine si une autre analyse est nécessaire
- de travailler avec toutes les directions de la Ville, en particulier avec le personnel responsable de l'application des normes de biens-fonds, pour faire respecter le Règlement sur les normes d'entretien des biens, réduire au minimum la perte de logements locatifs et veiller à la stricte application de la réglementation relative aux démolitions
- de s'assurer que l'on informe les personnes qui demandent une modification du zonage, une dérogation ou un permis de construire de l'existence des programmes de logement abordable, notamment du programme de financement de la construction de logements locatifs de la Société canadienne d'hypothèques et de logement, et qu'on les encourage fortement à y participer si elles y sont admissibles
- de réfléchir à l'instauration, dans le cadre du Plan officiel, de meilleures mesures de protection pour les locataires susceptibles d'être délogés à cause de démolitions ou de réaménagements.

Documentation/Documentation

1. Supporting Document 1 - Revised maps 58 and 67, per Planning Committee Motion N° PLC 2020-29/1

Document à l'appui n° 1 – Cartes 58 et 67 révisées, conformément à la motion n° PLC 2020-29/1 du Comité de l'urbanisme
2. Supporting Document 2 - Additional rows to be appended to the end of the table in Document 2b, per Planning Committee Motion N° PLC 2020-29/1

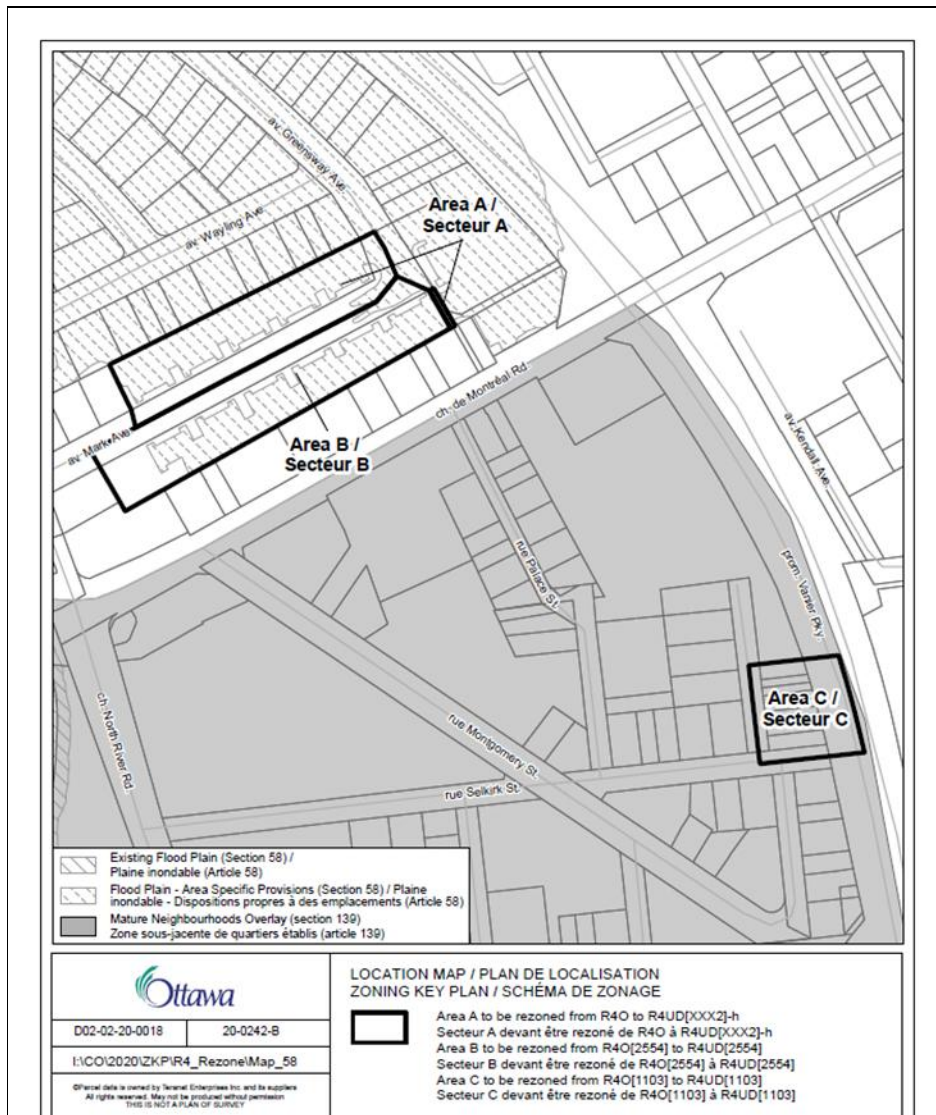
Document à l'appui n° 2 – Lignes à ajouter à la fin du tableau du document 2b, conformément à la motion n° PLC 2020-29/1 du Comité de l'urbanisme
3. Director's report, Economic Development and Long-Range Planning, Planning, Infrastructure and Economic Development Department, dated August 17, 2020 (ACS2020-PIE-EDP-0016) (*per Planning Committee Motion N° PLC 2020-29/1*)

Rapport du Directeur, Développement économique et planification à longue terme, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 17 août 2020 (ACS2020-PIE-EDP-0016) (*conformément à la motion n° PLC 2020 29/1 du Comité de l'urbanisme*))
4. Extract of draft Minutes, Planning Committee, September 10, 2020

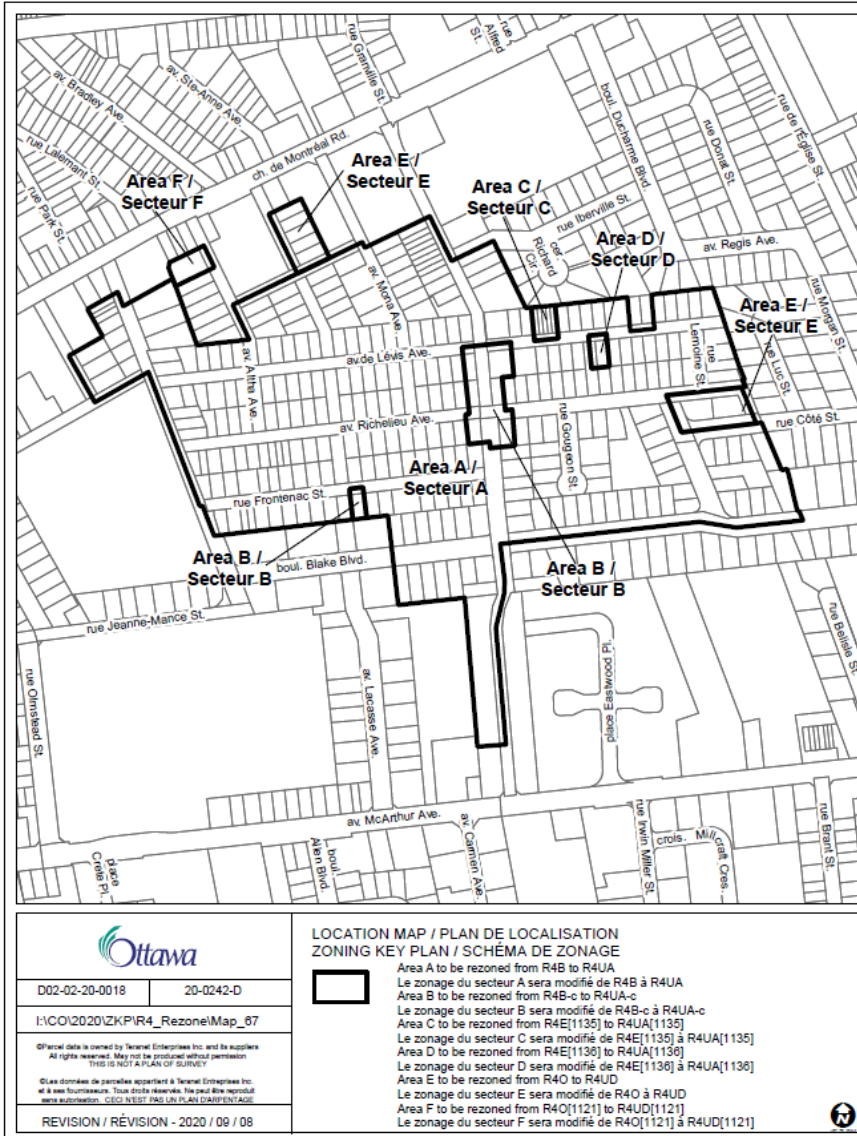
Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 10 septembre 2020

Supporting Document 1 - Revised maps 58 and 67, per Planning Committee Motion N°
 PLC 2020-29/1

Revised Map 58



Revised Map 67



Supporting Document 2 - Additional rows to be appended to the end of the table in Document 2b, per Planning Committee Motion N° PLC 2020-29/1

I	II	III	IV	V	VI	VII	VIII	IX	X	XI
Sub-Zone	Prohibited Uses	Principal Dwelling Types	Min. Lot Width (metres)	Min. Lot Area (m2)	Max. Building Height (metres)	Min. Front Yard Setback (metres)	Min. Corner Side Yard Setback (metres)	Min. Rear Yard Setback (metres)	Min. Interior Side Yard Setback (metres)	End-notes (see Table 162B)
R4-UD		Stacked	14	420	11	4.5	4.5	[Per Infill 2]	1.5	
R4-UD		Low-rise Apartment, maximum of 8 units	10	300	11	4.5	4.5	[Per Infill 2]	1.5	
R4-UD		Low-rise Apartment, 9 or more units	15	450	14.5	4.5	4.5	[Per Infill 2]	1.5	
R4-UD		PUD	NA	1,400	as per dwelling type	4.5	4.5	[Per Infill 2]	varies [1]	1,18

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
27 August 2020 / 27 août 2020**

**and Council
et au Conseil
9 September 2020 / 9 septembre 2020**

**Submitted on 17 August 2020
Soumis le 17 août 2020**

**Submitted by
Soumis par:**

Don Herweyer,

Director / Directeur

**Economic Development and Long-Range Planning / Développement économique
et planification à longue terme**

**Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2020-PIE-EDP-0016

SUBJECT: R4 Zoning Review, Phase 2

OBJET: Révision du zonage R4, phase 2

REPORT RECOMMENDATIONS

- 1. That Planning Committee recommend that Council approve an amendment to Zoning By-law 2008-250 as shown on Document 1 and detailed in**

Document 2a, 2b and 2c; and

2. That Planning 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 September 9, 2020", 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'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250, comme l'illustre le document 1 et comme l'expose en détail le document 2a, 2b et 2c;
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation, 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 9 septembre 2020 », 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 Recommend Approval

That Planning Committee recommend that Council approve an amendment to Zoning By-law 2008-250 pursuant to the second phase of the R4 Zoning Review and following several recent zoning studies aimed at ensuring more compatible infill and intensification in established low-rise neighborhoods in the urban area.

Applicable Policy

2.2.2 Managing Intensification Within the Urban Area deals with, among other things, residential intensification. Per 2.2.2, Policy 23:

2.2.2(23) The interior portions of established low-rise residential neighbourhoods will continue to be characterized by low-rise buildings. The City supports intensification in the General Urban Area where it will enhance and complement its desirable characteristics and long-term renewal. Generally, new development, including redevelopment, proposed within the interior of established neighbourhoods will be designed to complement the area's desirable character reflected in the pattern of built form and open spaces. The character of a community may be expressed in its built environment and features such as building height, massing, the setback of buildings from the property line, the use and treatment of lands abutting the front lot line, amenity area, landscaped rear yards, and the location of parking and vehicular access to individual properties. The City will consider these attributes in its assessment of the compatibility of new development within the surrounding community when reviewing development applications or undertaking comprehensive zoning studies.

2.5.2 Affordable Housing recognizes in its preamble that

"The shortage of affordable rental housing is one of the most compelling problems today in Ottawa. People now on long waiting lists for subsidized housing are being squeezed by low vacancy rates and rental costs that are steadily rising further beyond their means. Even families with moderate incomes have difficulty finding affordable ownership or rental housing."

Most inner-urban R4 lands are in the General Urban Area designation. Per policy 3.6.1(5):

"The City supports intensification in the General Urban Area where it will complement the existing pattern and scale of development and planned function of the area. The predominant form of development and intensification will be semi-detached and other ground-oriented multiple unit housing. When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will (a) Assess the compatibility of new development as it relates to existing community character so that it enhances and builds upon desirable established patterns of built form and open spaces; and (b) Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area."

Other Matters

In January 2020 Council adopted a motion recognizing a Housing Emergency in Ottawa. A key goal of the R4 Zoning Review is to enable and encourage the production

of more housing units, as affordably as possible, to help offset the shortage of housing units generally and of rental units in inner-urban Ottawa.

Financial Implications

New development resulting from these revised regulations will be subject to development review and infrastructure assessment through existing Building Code and Development Review processes. Any impacts to city infrastructure would be assessed through these processes as individual development arises, and collection of Development Charge funds would be allocated to infrastructure and capital programs in accordance with the Development Charges By-law.

Public Consultation/Input

Public notification was undertaken in accordance with the City's public notification policy, preceded by an extensive non-statutory consultation process. The results of consultation are summarized in Document 3.

RÉSUMÉ

Approbation recommandée par le personnel

Que le Comité de l'urbanisme recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250, conformément à la seconde phase de la révision du zonage R4 et par suite de plusieurs études de zonage récemment menées en vue de mieux intégrer les aménagements intercalaires et la densification aux quartiers de faible hauteur établis du secteur urbain.

Politique applicable

Le paragraphe 2.2.2 – Gestion de la densification dans le secteur urbain – traite notamment de la densification résidentielle. Ainsi, conformément au paragraphe 2.2.2, politique 23 :

2.2.2(23) Les parties intérieures de quartiers résidentiels stables de faible hauteur se caractériseront encore par des bâtiments de faible hauteur. La Ville est favorable à une densification dans le secteur urbain général, là où la densification rehausse et agrmente les caractéristiques recherchées et le renouvellement à long terme. En règle générale, tout nouvel aménagement ou tout réaménagement proposé dans les limites des quartiers établis sera conçu de manière à compléter le caractère souhaité, qui se reflète dans le milieu bâti et les espaces verts du secteur. Le caractère d'une collectivité

peut s'exprimer dans son environnement bâti et grâce à des caractéristiques comme la hauteur des bâtiments, la volumétrie, le retrait des bâtiments depuis la limite des propriétés, l'utilisation et le traitement des terrains jouxtant la ligne de lot avant, les cours arrière paysagées et aménagées en aires d'agrément ainsi que l'emplacement des aires de stationnement et des entrées de cour de chaque propriété. La Ville tiendra compte de ces caractéristiques dans son évaluation de la compatibilité des nouveaux aménagements réalisés dans la collectivité environnante, effectuée dans le cadre de l'examen des projets d'aménagement ou d'études de zonage détaillées.

Le paragraphe 2.5.2 – Logements à prix abordable – précise ce qui suit dans son préambule :

« La pénurie de logements locatifs à prix abordable constitue l'un des plus impérieux défis qui s'imposent aujourd'hui à Ottawa. Les personnes qui se trouvent actuellement sur de longues listes d'attente en vue d'obtenir un logement subventionné font face à de faibles taux d'occupation et à des loyers qui augmentent constamment au-delà de ce qu'elles peuvent se permettre. Même les familles à revenu moyen ont de la difficulté à trouver des logements qu'elles peuvent se permettre d'acheter ou de louer. »

La plupart des terrains de la zone R4 dans le secteur urbain intérieur appartiennent à la désignation de secteur urbain général. Conformément à la politique 3.6.1(5) :

« La Ville est favorable à la densification du secteur urbain général si elle vient compléter le modèle et l'échelle existants d'aménagement et la fonction prévue du secteur. Les habitations jumelées et autres immeubles à logements multiples de plain-pied seront les formes prédominantes d'aménagement et de densification. Avant d'approuver une proposition de remplissage résidentiel au moyen d'un aménagement intercalaire ou d'un réaménagement dans un secteur urbain général, la Ville doit (a) évaluer la compatibilité du nouvel aménagement au regard du caractère de la communauté existante, c'est-à-dire établir dans quelle mesure il rehausse et intègre les dispositions et les formes souhaitables du cadre bâti et des espaces verts; et (b) étudier la contribution du nouvel aménagement à l'établissement et au maintien d'un équilibre entre les types d'habitations et leur mode d'occupation, afin d'offrir une gamme complète d'habitations pour les différents profils démographiques du secteur urbain général. »

Autres questions

En janvier 2020, le Conseil a adopté une motion reconnaissant la situation d'urgence en matière de logement à Ottawa. L'un des principaux objectifs de la révision du zonage

R4 est de permettre et d'encourager la production de nouveaux logements, aussi abordables que possible, afin de contribuer à pallier le manque de logements d'une manière générale, et de logements locatifs en particulier, dans le secteur urbain intérieur d'Ottawa.

Répercussions financières

Les nouveaux aménagements découlant de ces règlements révisés seront soumis à un examen des projets d'aménagement et à une évaluation de l'infrastructure au moyen des processus actuels des Services du Code du bâtiment et de la Direction de l'examen des projets d'aménagement. Toute répercussion sur l'infrastructure municipale sera évaluée par l'intermédiaire de ces processus, alors que de nouvelles demandes d'aménagement seront présentées, et les fonds liés aux redevances d'aménagement seront destinés aux programmes d'infrastructures et d'immobilisations, conformément au Règlement municipal sur les redevances d'aménagement.

Consultation publique et commentaires

Les membres du public ont été avisés conformément à la politique de la Ville en la matière, après la tenue d'une vaste campagne de consultation non obligatoire. Les résultats de cette consultation sont résumés dans le document 3.

BACKGROUND

This report is submitted pursuant to the second phase of the R4 Zoning Review and follows several recent zoning studies aimed at ensuring more compatible infill and intensification in established low-rise neighborhoods in the urban area.

The project began in January 2016 in response to the continued development of buildings in the inner urban area containing dwelling units with unusually large numbers of bedrooms and functioning as de facto rooming houses, known colloquially as "bunkhouses."

In the course of the R4 review, it became apparent that bunkhouses were not simply a matter of zoning loopholes, but rather were symptoms of a more fundamental problem. The R4 zone is intended as the most intensive of the low-rise residential zones, and is intended to permit low-rise apartment dwellings, in keeping with the intent of the Official Plan. In practice, however, the minimum lot sizes, caps on permitted units and other standards serve more often to inappropriately and unnecessarily prevent apartment construction. Instead, intensification in the R4 zones is driven into inherently more

expensive and less adaptable forms that are poorly suited to the needs and budgets of most households.

In response to the complexity of the issue, in 2017 the R4 Zoning Review was split into two phases.

R4 Phase 1 ([ACS2018-PIE-EDP-0016](#)) was adopted in June 2018 and served to close zoning loopholes and prohibit bunkhouses city-wide and addressed the most pressing performance issues associated with intensive low-rise development in established neighbourhoods. That report also indicated that the second phase would

"...address the broader, macro-level pressures that have driven the development of bunkhouses in place of more appropriate and compatible multi-unit housing including low-rise apartments, and will seek opportunities to lift barriers that are preventing these more appropriate housing forms from occurring in pre-zoned established communities."

The present report constitutes R4 Phase 2 and is delivered in fulfillment of that direction.

At that time, Council also directed staff to report back on the feasibility of requiring waste (garbage and recyclables) to be stored inside the main building (rather than in an accessory building or otherwise dealt with through Site Plan Control.) A detailed response to this direction is provided in Document 5.

DISCUSSION

The goal of the R4 Zoning Review, Phase 2, is to enable the development of more infill low-rise apartment buildings and stacked dwellings in existing R4-zoned areas in the inner-urban wards, consistent with the intent of the Official Plan. The changes proposed through this amendment would apply only to the inner urban wards, Ward 12 through 17, but excluding Ward 16 south of Baseline Road and Ward 17 east of the Rideau River. (See Document 2c.)

The current R4 zoning is intended to be the most intensive of the City's low-rise residential zones. In principle, the R4 family of zones allows low-rise apartment dwellings in the sense that "low-rise apartment dwelling" and "stacked dwelling" are listed as permitted uses in the zone. In practice, however, the applicable development standards unnecessarily prevent these typologies from being built in most cases, and thereby undermine the goals of the Official Plan with respect to housing and intensification. These standards are rooted in old and inherited zoning and planning

assumptions, in some cases going back decades, and in any case are misaligned with today's planning priorities and needs.

The most problematic R4 standards include:

- Minimum required lot sizes and widths are poorly aligned with the actual lot fabric in R4-zoned areas. These lot size requirements are larger than necessary to ensure a functional site plan, and usually serve no practical purpose other than to artificially limit the number of sites where apartments may be built. The minimum lot sizes mean that at least three-quarters of the lots in any given R4 zone are effectively restricted to low-density R1-R3 uses; in some R4 areas over 95 per cent of the lots are prohibited from being developed as apartments.
- The four-unit cap in some R4 zones (the R4A through R4L or "Junior R4's") artificially limit unit counts, for little or no planning benefit. Effectively even a large lot in a Junior R4 zone is restricted to the same densities as an R2 zone, with a small number of very large, very expensive units. In recent years, the intersection of sharply rising land and development costs and housing demand have exacerbated these problems.
- The current calculation for amenity area requirements, when applied to real-life infill lots, often results in an area larger than the entire back yard being required as green space, leaving no room for functional areas such as garbage management or bicycle storage.

At the same time, some basic functional and design matters that could be better regulated through zoning, are instead left to individual Site Plan Control applications. This drives unpredictable and sometimes unwanted results in those rare cases where an apartment dwelling is permitted.

These inappropriate standards do not prevent intensification or redevelopment. They simply prevent it from taking the form of adaptable and reasonably affordable wood-frame low-rise apartments. It is for this reason that we have referred to small infill apartment buildings of 8-12 units as the "missing middle" of Ottawa's new housing stock. Instead, development pressure is channelled into inherently expensive forms unsuited to either the needs or the budgets of most households. In many cases, the resulting developments bring all manner of unintended consequences such as the bunkhouse model prior to R4 Phase 1. Under the R4 zoning as currently written, inner-

urban Ottawa neighbourhoods face all of the challenges of intensification but receive few or none of the benefits.

The zoning loopholes that enabled so-called "bunkhouses" (the colloquial term for what are essentially stacks of rooming houses that qualified as triplexes or low-rise apartments for zoning permit purposes) were closed through the R4 Phase 1 Review in summer 2018. However, bunkhouses were only a symptom of growing demand for urban housing that continues to be frustrated by inappropriate zoning.

More recently, sharply rising rents, persistently low vacancies and an overall shortage of housing led Ottawa City Council in January 2020 to unanimously declare a housing emergency. Housing affordability has emerged as one of the top concerns in consultations on the new Official Plan. It must be stressed that housing affordability is no longer a matter of just certain income percentiles. In the past it was largely low-income people who had difficulty affording housing; and for many households unable to afford to buy a home, renting remained the more affordable alternative. However, housing supply in recent years has gotten tighter relative to demand, and costs have increased to the point that even middle-income households and individuals regularly have difficulty finding suitable housing at a price they can afford, whether renting or buying.

All available evidence suggests that the simple lack of apartments is a primary cause of Ottawa's affordability crisis. There are other contributing factors. Increasing the supply of new apartment units, as affordably as possible, is necessary (if not by itself sufficient) to begin to address housing affordability in Ottawa. The affordability question is discussed in more detail in Document 6.

Accordingly, the proposed amendments to the inner-urban R4 zoning are founded on the following principles.

- 1) The goal is to enable the private market to produce more low-rise apartments in existing R4 zones in order to meet actual housing demand, to increase the range of choices available, and to do so as affordably as possible given the constraints of construction costs, land costs and the requirements of the Building Code.
- 2) The development standards established through the zoning must be enough to ensure that a site plan can meet functional goals such as garbage management, and ensure a reasonable degree of green space, amenity and context-sensitive design.

- 3) Any applicable standards must in all cases be proportional and justified given the cost and barriers that they may impose on the development, given the first two principles above.
- 4) Any set of standards necessarily involves tensions and trade-offs between features and standards that, each taken in isolation, are reasonable and achievable. However, the interaction or cumulative effect of several such standards must not be allowed to create irreconcilable conflicts that frustrate the ultimate goal of providing more affordable housing.

The last point needs to be emphasized. There are many things we would like apartments to have: we would like them to have lots of greenspace, and large units, and affordable rents, and have space to manage garbage, and many other things. Historically, the tendency in zoning has been to generate such lists of requirements and then leave the private market to determine how they can be met. In a suburban greenfield context, less costly land and the ability to create lots as needed mitigate this effect. However, on an infill site, it can result in a set of individual requirements that cannot all be met in the real world. Urban sites are tight, and development is often literally a game of inches. Past a certain point, standards result not in better apartments, but no apartments; and left unaddressed, contribute to a shortage of apartment and rental housing in the long term.

To address this, the proposed standards have been tested with the help of two residential housing consultants and a detailed design exercise to ensure that they do, in fact, permit practical and cost-effective apartments to be built under real-world conditions, while ensuring that basic standards are adequately met.

The changes proposed through this amendment are detailed in Documents 1, 2a and 2b and are summarized in the following table.

Recommendation (Documents 1, 2a and 2b)	Effect
(1) and (2)	Replaces the fourteen current R4 subzones in the study area with four successor subzones. In all cases the main effect is to allow eight or twelve apartment units on lots that, by virtue of their size and/or zone-specific unit caps, would be restricted under current zoning to three (Three-unit Dwellings) or four (Long Semi-detached with secondary

	<p>dwelling units.)</p> <p>The successor zones, in increasing order of density, are named R4-UA through R4-UD:</p> <ul style="list-style-type: none">• R4-UA is the least intensive of the new urban R4 zones and replaces the current four-unit "junior R4's" in those areas that are located away from rapid-transit stations. R4-UA would allow up to eight units on a lot 12 metres wide (360 square metres area) or greater.• R4-UB replaces current "junior R4's" in areas close to rapid-transit stations. R4-UB would allow up to eight units on a lot 10 metres wide (300 square metres) or greater and would allow buildings of up to 12 units on lots 15 metres wide (450 square metres) or greater.• R4-UC replaces current "senior R4's", which have no explicit limit on the number of units and restrict apartments to 11 metres in height. R4-UC would continue to allow such apartments on lots of 15 metres width (450 square metres area) or greater and would continue to restrict apartment dwellings to 11 metres height, as currently. However, it would also allow up to eight units on lots 10 metres wide (300 square metres in area) or greater.• R4-UD is the most intensive of the proposed R4 subzones and replaces those existing "senior R4's" that allow apartment buildings up to 14.5 metres in height. R4-UD would continue to allow such apartments and heights on lots of 15 metres width (450 square metres area) or greater, as currently. However, R4-UD would also allow up to eight units on lots 10 metres wide (300 square metres in area) or greater. <p>These four zones also harmonize the lot size and yard requirements for non-apartment typologies, establishing a common set of standards appropriate to those typologies in an urban context.</p> <p>These zones generally do not change the permitted height and massing of buildings. They continue to allow buildings up to 11 metres in height,</p>
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	<p>with actual front yard requirements superseded by existing averaging formulas and rear yards dictated by calculations introduced through Infill Phase 2.</p> <p>The side yard requirements for apartment dwellings remove the requirement for six metre side yards at the very back of the building; in practice, this requirement usually affects only the back 48 centimetres of the building and is obsolete given recent amendment to rear yard requirements adopted through Infill 2.</p> <p>The new zone tables have the effect of removing the existing prohibition on purpose-built retirement homes in the junior R4A-R4L zones. This is consistent with previous amendments that eliminated distinctions between purpose-built and converted buildings.</p> <p>Any existing zoning exceptions and suffixes applicable to current R4-zoned lands, other than those related to density, would be carried forward in the new zoning.</p>
(3) and (4)	<p>Exempts the R4-UA through R4-UD zones from most of the current amenity area and landscaping calculations. Amenity and landscaping for these zones will instead be specified through the amendments adopted through Recommendation (5)</p>
(5)	<p>Introduces building design and site standards for three-unit dwellings, low-rise apartment dwellings and stacked dwelling typologies in the R4-UA through R4-UD zones. (The (X1) and (X2) numbers are placeholders for subsections of Section 161.)</p>
(5)(X1)(a)	<p>Requires that any part of the rear yard other than specified functional hardscape or built areas be soft landscaping.</p>
(5)(X1)(b)	<p>Requires that a certain minimum area of the rear yard, depending on the size of the lot, must be soft landscaping aggregated into a block large enough to support a tree. These areas were derived from the summer 2019 modelling exercise that established sample site plans.</p>
(5)(X1)(c)	<p>Requires that any part of any yard other than the rear yard, other than specified functional hardscape or built areas, be soft landscaping.</p>
(5)(X1)(d)	<p>Establishes a minimum required amount of soft landscaping in the front yard, based on the depth of the front yard. These figures were developed for all infill development through the recent Infill zoning</p>

	refresh and are simply imported here as a precaution given uncertainty around the timing of the Infill refresh.
(5)(X1)(e)	Requires physical barriers that prevent motor vehicles from parking illegally on lawns, walkways and other locations prohibited by zoning. Some building owners allow or encourage their tenants to park on landscaped areas, frustrating the intent of Zoning and Site Plan Control, and creating an undue burden on By-law Enforcement staff who have to discover and pursue violations after the fact.
(5)(X1)(f) through (j)	Zoning cannot and should not micromanage building design. Most builders do not build "faceless boxes" but the ones who do, cause a disproportionate amount of conflict in the community and erosion of neighbourhood character. These standards are intended to ensure that even a minimally zoning-compliant building (including a three-unit dwelling built without Site Plan Control) presents a basic level of design sensitivity and orientation to the public realm.
(5)(X1)(f) and (g)	Require a minimum amount of fenestration and entrances facing the public street. These standards ensure a basic minimum of orientation to the public realm as a matter of zoning compliance, rather than leaving them to Site Plan Control. More entrances are required on wider lots with wider buildings, in order to maintain some of the previous rhythm and grain of the lots and buildings replaced by a single larger building.
(5)(X1)(h)	Requires a degree of facade articulation to avoid overly flat, boxy structures.
(5)(X1)(i)	Skipped to avoid any confusion in section references with lowercase roman numerals.
(5)(X1)(j)	Exempts buildings from the facade articulation requirement when balconies are established on front-facing units, since balconies are themselves a form of articulation.
(5)(X1)(k)	Encourages more facade articulation by allowing bay windows to produce more indoor floor area and compensating in part for floor area lost due to (h).
(5)(X1)(l)	Skipped to avoid any confusion in section references with the Arabic numeral 1.
(5)(X1)(m)	Clarifies that exit stairs may project into the rear yard, but only to the

	<p>extent necessary to enable Building Code-mandated egress. The Summer 2019 design exercise found that allowing projecting stairs allowed for building layouts and floor plans that were far preferable from both the builder's and the occupant's standpoint.</p>
(5)(X1)(n)	<p>Exempts designated heritage buildings from provisions that would require them to physically alter the building if converted to apartments. This provision came at the request of Heritage staff, who were concerned that a zoning provision for e.g. minimum fenestration might require the inappropriate modification of a heritage building where the existing fenestration is lower. In such cases, any change to the exterior of buildings is controlled through processes under the <i>Heritage Act</i>, and to regulate them through zoning would be at best superfluous, at worst counterproductive.</p>
(5)(X2)	<p>Establishes further standards for the Low-rise Apartment Dwelling and Stacked Dwelling typologies, but not for Three-unit Dwellings.</p>
(5)(X2)(a)	<p>Prohibits motor vehicle parking altogether for low-rise apartment dwellings and stacked dwellings on lots under 15 metres wide or 450 square metres in area. (This prohibition would not apply to other typologies such as detached, semi-detached and triplex dwellings.) The physical, functional, waste management and/or Building Code requirements of apartment dwellings and their site planning create unacceptable conflicts with parking on a small lot.</p>
(5)(X2)(b)	<p>Requires that a certain number of larger (two bedrooms or more) units be included in larger buildings/on larger lots. 450 square metres was chosen as the threshold because at this size of lot, there is ample freedom to configure different unit sizes within the permitted floorplate, which is not reliably the case with smaller lots. 450 square metres is also the same threshold at which parking begins to be permitted, aligning two commonly cited preferences of families with children i.e. a larger unit and space to park a vehicle.</p>
(6)	<p>Establishes limits on maximum lot sizes in the R4-UA, R4-UB and R4-UC in order to prevent excessive lot consolidation. The R4-UD zone, being intended for higher densities, would not restrict lot consolidations.</p>
(7)	<p>Amends any site-specific zoning exceptions in the affected zones to remove limits on density, expressed in units per hectare, that would conflict with the intent of the R4-UA through R4-UD zones. These</p>

	exceptions are mostly inherited from decades-old zoning in former Vanier.
(8)	Establishes a transition clause for applications begun before the change in zoning. Because the proposed amendment relaxes some standards and tightens others, the transition clause allows a development either to fully conform to the zoning prior to the amendment, or to fully conform to the zoning as amended, but not to "mix and match."
(9)	Adds a Schedule identifying the area within which these amendments to R4 zones will apply.
(10)	Deletes the provision whereby buildings up to six units, otherwise allowed to store waste in an accessory building, must in Sandy Hill be store it inside the main building.
(11)	Adds an Exception, and amends an existing one, to provide that certain lands within the flood fringe and affected by this zoning amendment, may not be developed until confirmation of local flood control works are adequate and the -h holding symbol is removed.

Site Plan Control Applications

The present report does not recommend removing the requirement for Site Plan Control from buildings of four or more principal dwelling units, i.e. low-rise apartments and stacked dwellings. However, the background research finds that the financial and indirect costs of SPC are expensive, ultimately adding roughly \$100/month to the minimum rent that must be paid by the ultimate tenants. Alternately, the added cost may be made up by using cheaper materials and less attention to design and esthetics. Ongoing efforts to streamline Site Plan Control and to tailor the level of review to the impact of the development are essential.

The proposed amendment brings certain basic matters relating to building and site design into the zoning, establishing a degree of predictability for builders and residents, rather than leaving them to be negotiated through every individual Site Plan Control process. Other matters, such as waste management for buildings over six units, will continue to be addressed through the Site Plan Control process in conjunction with the Solid Waste By-law.

Waste management

R4 Phase 1 introduced requirements for indoor waste storage (whether in an accessory building or the main building) for buildings up to and including five units, five being the upper threshold at which the Solid Waste By-law neither requires nor allows containerized collection (i.e. dumpsters.) That requirement was introduced to ensure that the individual bags and garbage cans destined for curbside collection would be properly contained until collection day.

Indoor storage is not required for buildings of 6+ units, because the mandated container (a wheeled metal bin) adequately performs this function. Devoting space inside a habitable building for trash is extremely expensive, again with costs passed on to the tenant. As a result, the proposed amendment does not recommend a requirement for indoor waste collection. More detailed discussion on this point is in Document 5.

A key consideration in developing these zoning standards has been that yard requirements be sufficient to enable proper waste management, and particularly the storage and movement of bins for recyclables and front-end loader containers for garbage through a side yard. Waste must move easily from where it is stored to where it is to be collected, and the containers moved back again, full stop. Site plans cannot rely on someone having to move obstacles out of the way on collection day or wrestle heavy containers up or down slopes or around tight corners. Projections and grade changes that would interfere with waste management should be identified and disallowed during Site Plan review.

The summer 2019 modelling exercise found that 1.5 metre side yards are sufficient to enable the narrow waste containers (known as "yard bins," in reference to their width) for eight-twelve-unit buildings to be easily transferred in this manner. Depending on the configuration of the building and wheelchair ramps, there is in every case at least one site plan strategy that enables effective waste management. When one or both side yards is completely unobstructed by projections or window wells, waste management is straightforward. In configurations where one side yard is occupied by stairs to the ground floor and the other by a wheelchair ramp, 360L plastic recycling bins can be moved up and down such a ramp but dumpsters cannot; such designs would require that waste containers be located in an alcove near the front of the building, which may come at the expense of habitable interior space. Alternately, private collection can be arranged and secured through the development agreement. In any case, Site Plan Control remains the mechanism for working out the details appropriate to the site and context.

Trees and green space

The proposed amendment replaces the previous amenity area requirement with a requirement for a certain amount of green space, aggregated and located to accommodate a tree. This is considered preferable to the previous approach, which (among other issues) prejudiced Site Plan Control decisions on the location and configuration of rear-yard green space.

Guidance for Committee of Adjustment applications

The following notes are intended to provide guidance on some questions around the intent of the zoning, and thereby inform future applications for variances.

Minimum lot sizes

This review was undertaken to enable apartment dwellings to be built on existing infill lots wherever this can be done while still meeting the key functional requirements of waste management, provision of a reasonable amount of intensive green space, space for bicycle storage, and compliance with the Building Code. The summer 2019 modelling exercise determined that all these requirements can reliably be met on lots of at least 10-12 metres width and 300-360 square metres area.

Under the new R4 zones, just under half of the lots in a typical R4 area would still be restricted to lower-density typologies. However, the intent of minimum lot sizes is to ensure basic site functionality, not to artificially restrict for its own sake the proportion or number of lots eligible for apartment construction.

Parking

The current zoning exempts buildings up to 12 units from minimum parking requirements throughout the study area. The proposed prohibition of parking on lots smaller than 15 metres wide or 450 square metres in area, whether at grade, inside the building or underground, recognizes that the space and dimensions occupied by even a single vehicle access is almost certain to fundamentally compromise higher-priority features like green space, waste management, building facade compatibility and/or Building Code requirements. On-site motor vehicle parking for multi-unit buildings in the study area is considered an add-on aimed at catering to certain market segments rather than a core planning need.

The prohibition on parking assumes the usual case of an interior lot with no rear lane. There may be unusual circumstances, including on corner lots or lots with access to a travelled rear lane, where it may be possible to provide underground parking without

fundamentally interfering with higher priorities of site design. However, regardless of the lot size, variances that seek to enable motor vehicle parking at the expense of green space, reliable waste management or compatible building design are not consistent with the intent of this review.

Fenestration, entrances, balconies and facade articulation

Zoning can regulate, among other matters, the character of development. Most builders erect buildings that show at least some sensitivity to their context; however, the few that don't, have triggered enough concern about design to warrant action through zoning. These requirements have been introduced to ensure that even a minimally zoning compliant envelope is significantly more compatible in character with established neighbourhoods than the current standards allow. The goal is to ensure a respectful building face addressing the street, a certain degree of articulation of the facade, and an appropriate connection between the private interior space and public exterior space through fenestration, placement of entrances and in some cases balconies. Alternate design strategies that meet these goals as well or better than simple zoning compliance could be considered through the variance process.

Maximum unit counts

The eight- and twelve-unit maximum unit counts in the proposed R4-UA and R4-UB are proposed as an increase from the current four-unit limit applicable in those areas. They also presume the usual case for infill, which is a single existing infill lot that becomes available for redevelopment.

Because of the cost of land and the complications involved in securing two adjacent lots, lot consolidation is almost by definition an unusual case. When such an opportunity arises, applicants might seek variances to allow more units on the resulting double-sized lot. Provided the lot consolidation is not excessive (which is addressed by limits on maximum lot size in R4-UA, R4-UB and R4-UC), some flexibility is appropriate in such cases. We would expect that any variance application to allow more units would consider how many units would be allowed on the consolidated lot if it were instead developed as two separate lots.

Requirement for two-bedroom units

The requirement for a certain number of larger units is tied to lot sizes (and by extension permitted building footprints) where providing such units is always feasible, i.e. 15 metres wide/450 square metres area lots. While recognizing the enormous latent

demand for bachelor and one-bedroom units (based on household demographics in Ottawa) the two-bedroom requirement is there to encourage a reasonable degree of diversity in unit types where it is feasible to do so, and two-bedroom units serve a wide range of household types. There should be no need for variances.

Draft Official Plan Policy

To inform future variance applications with respect to consistency with the intent of the Official Plan, staff have drafted the following policies for inclusion (or wording similar in effect) in the Official Plan currently under development.

"Policy X.X(X)

The Committee of Adjustment shall, in addition to all other policies in this Plan, have regard for the following when evaluating minor variances to permit low-rise infill apartment dwellings:

- (a) Variances to increase permitted unit counts should generally be proportional to the size of the lot, such that the effective unit density permitted by the zoning is not significantly increased;
- (b) Variances to reduce the minimum required lot size may only be considered where adequate waste storage and management, bicycle parking and intensive greenspace can be provided.
- (c) Variances to alter exterior design requirements such as balconies or facade articulation may be considered where, in the opinion of the Committee of Adjustment, the proposal serves the goals of compatibility and urban design as well or better than would compliance with the relevant zoning standard.
- (d) Variances to reduce the minimum required side yard:
 - (i) may only be considered where alternate measures to ensure adequate access for waste management and bicycle parking are provided; and
 - (ii) may reduce side yards to zero to enable attached building designs, where the written consent of the abutting lot owner is secured;
- (e) Variances to reduce the required area of soft landscaping

- (i) may be tied to requirements for more intensive plantings such as trees or shrubs, so that the volume of vegetation compensates for reduced horizontal area; however,
 - (ii) despite (i), where the purpose or effect is primarily to enable motor vehicle parking or driveways, variances to reduce the required soft landscaping are contrary to the intent of this Plan.
- (f) The Committee of Adjustment may make the approval of variances conditional on substantial or strict conformity with the plans and elevation drawings submitted with the variance application."

Planning Rationale and Official Plan designation(s)

2.2.2 Managing Intensification Within the Urban Area deals with, among other things, residential intensification. Per 2.2.2, Policy 23:

2.2.2(23) The interior portions of established low-rise residential neighbourhoods will continue to be characterized by low-rise buildings. The City supports intensification in the General Urban Area where it will enhance and complement its desirable characteristics and long-term renewal. Generally, new development, including redevelopment, proposed within the interior of established neighbourhoods will be designed to complement the area's desirable character reflected in the pattern of built form and open spaces. The character of a community may be expressed in its built environment and features such as building height, massing, the setback of buildings from the property line, the use and treatment of lands abutting the front lot line, amenity area landscaped rear yards, and the location of parking and vehicular access to individual properties. The City will consider these attributes in its assessment of the compatibility of new development within the surrounding community when reviewing development applications or undertaking comprehensive zoning studies.

2.5.2 Affordable Housing recognizes in its preamble that

"The shortage of affordable rental housing is one of the most compelling problems today in Ottawa. People now on long waiting lists for subsidized housing are being squeezed by low vacancy rates and rental costs that are steadily rising further beyond their means. Even families with moderate incomes have difficulty finding affordable ownership or rental housing."

3.6.1 General Urban Area

Most inner-urban R4 lands are in the General Urban Area designation. Per policy 3.6.1(5):

"The City supports intensification in the General Urban Area where it will complement the existing pattern and scale of development and planned function of the area. The predominant form of development and intensification will be semi-detached and other ground-oriented multiple unit housing. When considering a proposal for residential intensification through infill or redevelopment in the General Urban Area, the City will (a) Assess the compatibility of new development as it relates to existing community character so that it enhances and builds upon desirable established patterns of built form and open spaces; and (b) Consider its contribution to the maintenance and achievement of a balance of housing types and tenures to provide a full range of housing for a variety of demographic profiles throughout the General Urban Area."

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2014 and 2020 Provincial Policy Statements.

RURAL IMPLICATIONS

The proposed changes apply only to R4-zoned lands within Wards 12-17. Accordingly, there are no rural implications.

CONSULTATION

R4 Phase 2 concludes a zoning review that began in 2016. Early versions of the recommendations in this report were introduced through Discussion Paper #2, released for comment in March 2017.

Consultation throughout the process has been undertaken through a dedicated project web page and email address; meetings with the Executive and Planning committees of affected Community Associations, the development industry, student groups, and affordable housing providers; and one-on-one interactions with individual stakeholders by phone and email. Tenant households are typically under-represented in Community Associations and difficult to reach through standard consultation practices.

Advertisements were published in the Apartments For Rent section on Kijiji.ca in the spring of 2019. The ad drew dozens of comments from apartment hunters who are directly affected by the current rental housing shortage. These comments are reproduced in Document 4.

In summer of 2019 staff produced a ninety-second animated cartoon video outlining the R4 Review and directing viewers to the project website. The cartoon was posted on the project website and the City's Youtube channel, and publicized via social media, for an estimated 15,000 views. Also, during the summer and fall of 2019, two workshops to review the design work undertaken by consultants were held. Participants in the workshop included representatives of three predominantly R4 neighbourhoods: Sandy Hill, Vanier and Hintonburg.

A third Discussion Paper was released in November 2019 and stakeholders given until late February 2020 to comment. Subsequent consultation was in accordance with Council policies on public notification. Comments through the consultation are summarized and addressed in Document 3.

COMMENTS BY THE WARD COUNCILLOR

Not applicable as this is a City-wide report.

LEGAL IMPLICATIONS

Should the recommendations be adopted and the resulting zoning by-law be appealed to the Local Planning Appeal Tribunal, the nature and extent of the hearing will be dependent on the number of appellants, those who seek party status with respect to the appeals and the issues raised. Nonetheless, it is anticipated that the hearing can be done within staff resources. As a City-initiated by-law, there is no appeal right should the by-law not be adopted.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

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

FINANCIAL IMPLICATIONS

New development resulting from these revised regulations will be subject to development review and infrastructure assessment through existing Building Code and Development Review processes. Any impacts to city infrastructure would be assessed through these processes as individual development arises, and collection of

Development Charge funds would be allocated to infrastructure and capital programs in accordance with the Development Charges By-law.

ACCESSIBILITY IMPACTS

The proposed Zoning By-law amendment does not have an impact on the accessibility. Accessibility will be addressed through the Site Plan Control process, and the owner will be required to meet any accessibility criteria contained within the Ontario Building Code. The [Accessibility Checklist](#) has been designed as a reference tool for staff to ensure that accessibility goals, as set out by the Accessibility for *Ontarians with Disabilities Act* and the corporate Accessibility Policy, are included in all decision-making and to assess potential accessibility impacts of proposed policies and projects.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Thriving Communities (the City's planning and policy frameworks support the development of affordable housing options; residents have access to safe, adequate and affordable housing.)
- Economic Growth and Diversification (an affordable city for all residents)
- Integrated Transportation (residents have easy access to their preferred transportation choice; building development in and around transportation hubs is central to official planning)

SUPPORTING DOCUMENTATION

Document 1	Maps (immediately follows the report)
Document 2a, 2b and 2c	Details of the Recommended Zoning (immediately follows the report)
Document 3	Public Consultation (immediately follows the report)
Document 4	Early Comments from Apartment Hunters (immediately follows the report)
Document 5	Indoor Waste Storage
Document 6	Analysis of Apartment Housing Supply and Affordability (immediately follows the report)

Document 7

Family-sized units (immediately follows the report)

DISPOSITION

Legislative Services, Office of the City Clerk, to notify the owner; applicant; Ottawa Scene Canada Signs, 415 Legget Drive, Kanata, ON K2K 3R1; Krista O'Brien, Program Manager, Tax Billing & Control, Finance 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, Innovative Client Services Department, to forward the implementing by law to City Council.

Planning Operations Branch, Planning Services to undertake the statutory notification.

Document 1 – Lands Affected

Due to the number of maps needed to show the lands affected in enough detail, and the size of document that would result, maps have not been included in this document. Instead, they may be accessed through the project website at Ottawa.ca/R4Zoning.

Document 2a – Details of the Recommended Zoning

Amend the Zoning By-law with wording similar in effect to the following:

- (1) Amend Part 15 (Zoning Map) as shown in Document 1.
- (2) Amend Table 162A by adding four new R4 subzones (R4-UA, R4-UB, R4-UC and R4-UD) as shown in Document 2b.
- (3) Amend Section 137 (Amenity Area) as follows:
 - (3a) Amend Table 137, Column 1, Row 2 by adding the words ", other than the R4-UA, R4-UB, R4-UC and R4-UD zones," after the words "in any Residential zone", so that it reads "Three-unit Dwelling in any Residential zone, other than the R4-UA, R4-BU, R4-UC and R4-UD zones, within the area shown as Area A on Schedule 321"
 - (3b) Amend Table 137 by deleting Row 3; and
 - (3c) Amend Table 137, Column 1, Row 4 by replacing the words "other than a residential zone located within Area A on Schedule 321 (By-law 2016-131) with the words "other than the R4-UA, R4-UB, R4-UC and R4-UD zones," so that it reads "Low-rise apartment dwelling of more than 4 units in any zone other than the R4-UA, R4-UB, R4-UC and R4-UD zones."
- (4) Amend subsection 161(8) by adding the words "Except for a lot of less than 450 square metres in area in the R4-UA, R4-UB, R4-UC and R4-UD zones," before the words "thirty percent of the lot" so that it reads
 - "(8) Except for a lot of less than 450 square metres in area in the R4-UA, R4-UB, R4-UC and R4-UD zones, thirty per cent of the lot area must be provided as landscaped area for a lot containing an apartment dwelling, low rise, stacked dwelling, or retirement home, or a planned unit development that contains any one or more of these dwelling types.
- (5) Amend Section 161 by adding the following clauses:

"Additional standards for multiple-unit dwellings in urban R4 zones

 - (X1) In the case of a Three-unit Dwelling, Low-rise Apartment Dwelling or Stacked Dwelling in the R4-UA, R4-UB, R4-UC and R4-UD zones:

- (a) Any part of the rear yard not occupied by accessory buildings and structures, permitted projections, bicycle parking and aisles, hardscaped paths of travel for waste and recycling management, pedestrian walkways, patios, and permitted driveways, parking aisles and parking spaces, must be softly landscaped.
- (b) The minimum area of soft landscaping per (a) must be
 - (i) in the case of a lot of less than 360 square metres in area, at least 35 square metres
 - (ii) in the case of a lot equal to or greater than 360 square metres but less than 450 square metres in area, at least 50 square metres
 - (iii) in the case of a lot 450 square metres or greater, at least 50 per cent of the rear yard.
 - (iv) in all cases, must comprise at least one aggregated rectangular area of at least 25 square metres and whose longer dimension is not more than twice its shorter dimension, for the purposes of tree planting.
- (c) Any part of any yard other than the rear yard not occupied by accessory buildings and structures, permitted projections, bicycle parking and aisles, hardscaped paths of travel for waste and recycling management, pedestrian walkways, permitted driveways and parking exclusion fixtures per (e) must be softly landscaped.
- (d) The minimum area of soft landscaping in the front yard is per Table XXX:

Front Yard Setback	Minimum Aggregated Soft Landscaped Area (per cent of the Front Yard Area)
< 1.5 metres	No minimum, but all lands within the front yard and within the corner side yard that are not used by permitted projections, driveways and walkways, must consist of soft landscaped area.

1.5 metres–three metres	20 per cent
> 3 metres	30 per cent, in the case of any lot with a lot width of less than 8.25 metres, 35 per cent, in the case of any lot with a width between 8.25 metres but less than 12 metres and 40 per cent in the case of any lot with a width of 12 metres or more.

- (e) The front yard and corner side yard must be equipped with solid, permanent fixtures sufficient to prevent motor vehicle parking in contravention of this By-law, and for greater clarity:
 - (i) such parking exclusion fixtures may include bicycle racks, benches, bollards, ornamental fences or garden walls, raised planters, trees, wheelchair lifting devices, wheelchair lifting devices or some combination thereof; and
 - (ii) raised planters are deemed to be soft landscaping for the purposes of (c) and (d).
- (f) At least one principal entrance to a ground-floor unit or to a common interior corridor or stairwell must be located on the facade and provide direct access to the street, and furthermore:
 - (i) in the case of a corner lot, the principal entrance may be located on front or corner facade; and
 - (ii) in the case of a lot of 24 metres width or greater, one principal entrance is required for every 12 metres of lot width or part thereof.
- (g) The front facade must comprise at least 25 per cent windows, and furthermore,
 - (i) any corner side facade must comprise at least 15 per cent windows;

- (ii) windows located in doors may count towards the minimum fenestration requirement; and
 - (iii) Any window counted towards the minimum fenestration requirement, other than windows in doors or at the basement level, must have a lower sill no higher than 100 centimetres above the floor level.
- (h) At least 20 per cent of the area of the front facade must be recessed an additional 0.6 metres from the front setback line.
- (i) (this subclause is intentionally left blank)
- (j) Despite (h), no additional recession of the front facade is required when balconies are provided on the front or corner side facade as follows:
 - (i) in the case of a lot of less than 15 metres width, one balcony for each storey at or above the first storey is provided;
 - (ii) in the case of a lot of 15 metres width or greater, one balcony for every unit that faces a public street at or above the first storey; and
 - (iii) in any case each balcony must have a horizontal area of at least two square metres.
- (k) despite Table 65, a bay window projecting into a required front yard or corner side yard may extend to grade provided such bay window:
 - (i) is located on the part of a front or corner side facade other than the recessed part required by (j);
 - (ii) has a horizontal area of two square metres or less; and
 - (iii) projects by no more than one metre into the yard, but in any case, no closer than three metres from the front lot line.
- (l) (this subclause is intentionally left blank)
- (m) Exit stairs providing required egress under the Building Code may project a maximum of 2.2 metres into the required rear yard.

- (n) Clauses (f), (g), (h) and (j) do not apply to:
 - (i) lands designated under Part IV of the *Ontario Heritage Act*,
or
 - (ii) lands in a district designated under Part V of the *Ontario Heritage Act*.

- (X2) In the case of a Low-rise Apartment Dwelling or Stacked Dwelling in the R4-UA, R4-UB, R4-UC and R4-UD zones
 - (a) No motor vehicle parking is permitted on a lot less than 450 square metres in area.

 - (b) In the case of a lot of 450 square metres or greater
 - (i) at least 25 per cent of dwelling units must have at least two bedrooms; and

 - (ii) the calculation of (i) may be rounded down to the nearest whole number.

- (6) Amend Table 162B by adding the following as Footnotes [f1], [f2] and [f3]
 - [f1] Maximum lot width in the R4-UA, R4-UB and R4-UC zones is 38 metres.

 - [f2] Maximum lot area in the R4-UA, R4-UB and R4-UC zones is 1070 square metres

 - [f3] Footnotes [f1] and [f2] do not apply to a lot containing a Planned Unit Development, nor to a lot in existence as of the date of adoption of this amendment.

- (7) Amend Part 15 (Exceptions) by deleting density restrictions expressed in maximum number of units per hectare from any zoning exceptions applicable to R4 zones within the area shown as Area A in Document 2c.

- (8) Amend Section 9 (Transitions) by adding the following as (10):
 - (10) No provisions of this amending By-law act to prevent the issuance of a building permit for a three-unit dwelling, low-rise apartment dwelling or stacked dwelling provided such development:

- (a) is located in an R4 zone within the area shown as Area A on Schedule XXX;
 - (b) is the subject of a complete application for Site Plan Control, Committee of Adjustment approval, Zoning Amendment, or Building Permit received by the City on or before the date of the coming into force of this amending By-law; and
 - (c) is fully compliant with the zoning in effect prior to the date of the coming into force of this amending By-law.
- (9) Amend Part 17 (Schedules) by adding Document 2c as Schedule XXX.
- (10) Amend Section 143 (Waste Management) by deleting subclause 143(1)(c)(iv).
- (11) Amend Part 15 (Exceptions) by adding the following two exceptions [XXX1] and [XXX2]:

I Exception Number	II Applicable Zone	Exception Provisions		
		III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
[XXX1]	R4-UC [XXX2] S 172 -h			-h holding symbol will be removed upon confirmation by the RVCA that local flood control measures are adequate to mitigate flood risk - yard setbacks are as shown on Schedule

I Exception Number	II Applicable Zone	Exception Provisions		
		III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
				172 - open balcony may project into a required yard setback not more than 1.9 metres - additional regulations for 493-515 Sunnyside Avenue and 154-176 Woodbine Place: - maximum of 34 dwelling units permitted - maximum of 16 angled parking spaces must have a minimum width of 2.4 metres - a projection for a sloped roof and dormer access to roof terrace permitted to a maximum building height of 13.2 metres in Area A of Schedule 172 - additional regulations

I Exception Number	II Applicable Zone	Exception Provisions		
		III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
				<p>for 489-491 Sunnyside Avenue and 150-152 Woodbine Place:</p> <ul style="list-style-type: none"> - maximum of 4 dwelling units permitted - minimum lot width of 15 metres and minimum lot area of 447 m² for semi-detached dwellings and townhouse dwellings - visitor parking is permitted - additional regulations for 177 Woodbine Place: - maximum of 12 dwelling units permitted - minimum lot width along Fulton Avenue of 7.3 metres

I Exception Number	II Applicable Zone	Exception Provisions		
		III Additional Land Uses Permitted	IV Land Uses Prohibited	V Provisions
[XXX2]	R4UA [XXX2] – h, R4UC [XXX2] – h, R4UD [XXX2] - h			-h holding symbol will be removed upon confirmation by the RVCA that local flood control measures are adequate to mitigate flood risk

Document 2b – Details of the Recommended Zoning continued

I	II	III	IV	V	VI	VII	VIII	IX	X	XI
Sub-Zone	Prohibited Uses	Principal Dwelling Types	Min. Lot Width (m) [Footnote x1]	Min. Lot Area (m ²) [Footnote x2]	Max. Building Height (m)	Min. Front Yard Setback (m)	Min. Corner Side Yard Setback (m)	Min. Rear Yard Setback (m)	Min. Interior Side Yard Setback (m)	End-notes (see Table 162B)
R4-UA		Detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UA		Linked-detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UA		Semi-detached	6	180	10	4.5	4.5	[Per Infill 2]	1.2	10*
R4-UA		Long Semi-detached	10	300	10	4.5	4.5	[Per Infill 2]	1.2/0.6	
R4-UA		Duplex	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	

R4- UA	Townhouse	4.5	135	10	4.5	4.5	[Per Infill 2]	1.2	10*
R4- UA	Three Unit	10	300	11	4.5	4.5	[Per Infill 2]	1.2	
R4- UA	Stacked	14	420	11	4.5	4.5	[Per Infill 2]	1.5	
R4- UA	Low-rise Apartment, maximum of 8 units	12	360	11	4.5	4.5	[Per Infill 2]	1.5	
R4- UA	PUD	NA	1,400	as per dwelling type	4.5	4.5	[Per Infill 2]	varies [1]	1,10*

I	II	III	IV	V	VI	VII	VIII	IX	X	XI
Sub-Zone	Prohibited Uses	Principal Dwelling Types	Min. Lot Width (m) [Footnote x1]	Min. Lot Area (m2) [Footnote x2]	Max. Building Height (metres)	Min. Front Yard Setback (metres)	Min. Corner Side Yard Setback (metres)	Min. Rear Yard Setback (metres)	Min. Interior Side Yard Setback (metres)	End-notes (see Table 162B)
R4-UB		Detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UB		Linked-detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UB		Semi-detached	6	180	10	4.5	4.5	[Per Infill 2]	1.2	10*
R4-UB		Long Semi-detached	10	300	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UB		Duplex	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UB		Townhouse	4.5	135	10	4.5	4.5	[Per Infill 2]	1.2	10*

R4-UB		Three Unit	10	300	11	4.5	4.5	[Per Infill 2]	1.2	
R4-UB		Stacked	14	420	11	4.5	4.5	[Per Infill 2]	1.5	
R4-UB		Low-rise Apartment, maximum of eight units	10	300	11	4.5	4.5	[Per Infill 2]	1.5	
R4-UB		Low-rise Apartment, maximum of 12 units	15	450	11	4.5	4.5	[Per Infill 2]	1.5	
R4-UB		PUD	NA	1,400	as per dwelling type	4.5	4.5	[Per Infill 2]	varies [1]	1,10*

I	II	III	IV	V	VI	VII	VIII	IX	X	XI
Sub-Zone	Prohibited Uses	Principal Dwelling Types	Min. Lot Width (m) [Footnote x1]	Min. Lot Area (m2) [Footnote x2]	Max. Building Height (metres)	Min. Front Yard Setback (metres)	Min. Corner Side Yard Setback (metres)	Min. Rear Yard Setback (metres)	Min. Interior Side Yard Setback (metres)	End-notes (see Table 162B)
R4-UC		Detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UC		Linked-detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UC		Semi-detached	6.0	180	10	4.5	4.5	[Per Infill 2]	1.2	10*
R4-UC		Long Semi-detached	10	300	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UC		Duplex	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*

I	II	III	IV	V	VI	VII	VIII	IX	X	XI
Sub-Zone	Prohibited Uses	Principal Dwelling Types	Min. Lot Width (metres)	Min. Lot Area (m2)	Max. Building Height (metres)	Min. Front Yard Setback (metres)	Min. Corner Side Yard Setback (metres)	Min. Rear Yard Setback (metres)	Min. Interior Side Yard Setback (metres)	End-notes (see Table 162B)
R4-UD		Detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UD		Linked-detached	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UD		Semi-detached	6.0	180	10	4.5	4.5	[Per Infill 2]	1.2	10*
R4-UD		Long Semi-detached	10	300	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UD		Duplex	7.5	225	10	4.5	4.5	[Per Infill 2]	1.2/0.6	10*
R4-UD		Townhouse	4.5	135	10	4.5	4.5	[Per Infill 2]	1.2	10*
R4-		Three Unit	10	300	11	4.5	4.5	[Per Infill 2]	1.2	

Document 2c – Study Area



**This is Schedule XXX to Zoning By-law No. 2008-250
 Annexe XXX au Règlement de zonage n° 2008-250**

This is Attachment X to By-law Number 2020-XXX, passed Month XX, 2020
 Pièce jointe n° X du Règlement municipal n° 2020-XXX, adopté le XX mois, 2020



Document 3 – Public Consultation

Comments from Public Circulation

Public circulation of zoning proposals took place from April 3rd through May 22nd, 2020.

Following discovery of some minor typographic errors, a corrected version was sent on April 17th, with the May 22nd deadline provided to ensure a full 28-day comment period.

Prior to the April 3rd circulation, a Discussion Paper outlining very similar proposals was circulated in November 2019, with respondents asked to comment by February 21, 2020.

The following table summarizes the comments received on both documents. A summary of comments from internal and technical agencies follows the public circulation table.

Where comments came from, or were echoed by, one or more Community Associations, the source is identified in parentheses.

ASH = Action Sandy Hill

Centretown = Centretown Community Association

Carlington = Carlington Community Association

FCA = Federation of Citizen's Associations

GOHBA = Greater Ottawa Home Builders' Association

HCA = Hintonburg Community Association

LCA = Lowertown Community Association

MCA = Mechanicsville Community Association

NECA = New Edinburgh Community Alliance

OOE = Old Ottawa East Community Association

OOSCA = Old Ottawa South Community Association

VCA = Vanier Community Association

Topic	Concern	Staff Response
Affordability	Concerns that R4 developments will take out existing rental accommodation that probably is affordable today, spurring gentrification (OOSCA, HCA)	<p>Data suggest that while such situations do happen, they are comparatively rare and can be addressed through updated Official Plan policies, enabled by <i>Municipal Act</i> powers to prohibit demolition of rental units. The greater systemic threat to affordability, including to existing affordable units, is the overall scarcity of units in the first place.</p> <p>A review of permit records shows that most buildings that are torn down are previously owner-occupied detached houses and are usually replaced (even in R4 zones) with luxury detached, semi-detached or very large and expensive triplex/fourplex units.</p> <p>Conversely, affordable rentals are mostly lost through owners raising the rent between tenancies and, in some cases, actively pressuring existing tenants to leave so they can do so. This is exacerbated by a shortage of units which drives big gaps between current and market rents. (Short-term rentals such as AirBnB are also</p>

		<p>a factor.)</p> <p>For an owner of an affordable apartment building intent on maximizing profits, it is far easier to replace the current tenants than to replace the building.</p> <p>The draft Official Plan includes more directed policies to prevent the displacement of tenants during redevelopment, and to ensure that affordable units are replaced.</p>
Affordability	<p>Feel staff are overselling this as an affordable housing form since in most cases, when it is built, it is not an affordable outcome (OOSCA)</p>	<p>Staff have emphasized that zoning alone cannot make housing affordable, but it can and does make it unnecessarily expensive. We stand by our position that that these amendments are necessary, if not by themselves enough, to address present housing shortages and resulting unaffordability.</p> <p>The present housing crisis is rooted in scarcity which drives up rents, including for existing units that until recently were affordable. All available data supports this. The persistent shortfall of supply vs. demand has now made housing unaffordable even for moderate incomes (i.e. below the 60th</p>

income percentile.) Other City documents, including the new Housing and Homelessness Plan, recognize this.

The R4 Phase 2 study proactively estimated building costs, a level of analysis that was never done in previous zoning studies and compared the costs of building what is permitted under the status quo. The proposals show clear benefits on that basis. If the outcomes under R4 appear disappointing w/r affordability, it is because no one has previously looked at what the status quo was costing.

The City cannot set the rents directly and we can't control the price of land (which has risen for years along with house prices and puts a higher floor under how affordable new housing can be.) This makes it more important to do the things we can do, which is to remove the obstacles that unnecessarily drive up costs. Wood-framed low-rise apartments are the most cost-effective form of housing to build, but zoning has systematically blocked them for decades. R4 Phase 2 will open up opportunities to build more

		units, faster than a concrete build, and provide them for a lower cost per unit, while still covering the finances they need to make the project successful.
Affordability	Any apartment of this density must contain a ratio of accessible units with rent based on income. (MC)	Zoning cannot dictate rents. The number of accessible units is governed by the Building Code.
Affordability	Need to address the diversion of housing from long-term to short-term rental (LCA)	Staff acknowledges this issue. Current zoning treats the short-term rental of a whole unit as a hotel use, which is prohibited in Residential zones including R4. Steps to regulate short-term rentals and prevent diversion of rental stock are being undertaken through other City initiatives.
Affordability	Old buildings are where the most affordable housing is. Encouraging more infill implies removing old houses and replacing them with new buildings. Isn't this counterproductive? (OOSCA, ASH)	Under certain circumstances, older housing *can* be more affordable than new construction. This is because old buildings have paid for themselves long ago; they are often less up to date, with old wiring and insulation, and need more maintenance. All other things being equal, old buildings command less rent than new ones with modern amenities and fixtures. However, when housing

		becomes scarce relative to demand, that stops being true, and any potential savings from the building's age are eclipsed by scarcity driving up market rents.
Affordability	Support the proposals. Ottawa desperately needs more rental stock. It is a source of constant anxiety wondering what you'll do if you get evicted and thrown into bidding wars with ten other couples for one vacant apartment. People objecting to these proposals are mostly homeowners who, all due respect, haven't had to find rental accommodations in several years and don't know what it's like now.	Staff acknowledges this comment.
Affordability	The only apartments allowed should be subsidized housing.	The City is not empowered to control rents, nor to zone based on ownership vs. rental, subsidized versus market, etc.
Affordability	Happy to see these changes. Look forward to new neighbours and more affordable housing.	Staff acknowledges this comment.
Approvals	Concerns about remaining loophole exempting 3-unit buildings from SPC, then adding 4 th unit later. (VCA)	Staff acknowledges this comment.
Approvals	The City should provide assurances that R3 lots will not	Applications to rezone individual lands are

	<p>be allowed to spot zone to R4, nor R4 to R5 (NECA, VCA)</p>	<p>independent of this study and would be considered and approved or denied on their own merits by Council.</p>
<p>Approvals process</p>	<p>Concern about the new R4 standards becoming a floor rather than a ceiling of standards – which will be eroded by Committee of Adjustment and rezonings. (Carlington, HCA, FCA)</p>	<p>The main body of this report includes guidance on zoning intent to inform variances and prevent the C of A process from being abused.</p> <p>Current Committee of Adjustment decisions are often hamstrung by lack of clear zoning intent (one of the four tests of a minor variance.) Applications are left to speculation and argument on the C of A floor.</p> <p>In keeping with recent practice (e.g. R4 Phase 1 report) the R4 Phase 2 staff report will lay out detailed guidance regarding the intent of the zoning, to ensure clarity for the CofA and prevent the new rules from being inappropriately varied.</p> <p>Rezonings are Council's purview, who can approve or refuse as they see fit.</p> <p>The current review of the Official Plan presents an additional opportunity to enshrine better guidance as to the intent of the Plan (another</p>

		of the four tests.)
Approvals process	Suggest that sewage facilities be re-assessed whenever new multi-unit buildings are being approved for construction	Assessment of services occurs during Site Plan Control.
Approvals process	Reduce the development fees near LRT stations.	Development charges are beyond the scope of zoning.
Approvals process	Site Plan Control is an enormous expense and disincentive to build apartments. (Contrary view: do not remove Site Plan Control from apartments.) (GOHBA – remove Site Plan Control; NECA, OOSCA, Carlington, FCA – keep Site Plan Control)	This report does not propose to remove Site Plan Control from low-rise apartments. However, we recognize the need to better align the level of review, and the associated costs and delays, with the impact of development.
Approvals process	Once the By-law is enacted is there a two-year moratorium on zoning changes, minor variances?	Section 45 of the <i>Planning Act</i> does provide that once the zoning on a site has been amended as a result of a private rezoning application, variances cannot be entertained during the following two-year period without dispensation from Council. However, as a City-initiated amendment, that provision would not apply to the proposed R4 zoning presented here.
Building and lot size	No/limited lot severances in order to maintain vegetation. (NECA – ban; VCA – limit)	Staff does not recommend banning or limiting severances beyond the minimum lot size requirements in the zoning.

<p>Building and lot size</p>	<p>Does not support the reduced lot size requirements (R4-UA, R4-UB, R4-UC or R4-UD) (ASH, NECA, MCA)</p>	<p>The lot size requirements for apartments were identified early on as a key reason for undertaking R4 Phase 2. Without these amendments, the entire purpose of the project is defeated, and intensification continues to be restricted to small numbers of large units unsuited and unaffordable to most households—particularly the small one- and two-person households that make up over half of all of Ottawa's household units (and over two-thirds in the inner urban area.)</p>
<p>Building and lot size</p>	<p>Does not support the increased unit counts in R4-UA and R4-UB (ASH, NECA, MCA)</p>	<p>Maximum unit counts were identified early on as a key reason for undertaking R4 Phase 2. Again, without these amendments, the entire purpose of the project is defeated, and intensification continues to be restricted to small numbers of large units unsuited and unaffordable to most households.</p>
<p>Building and lot size</p>	<p>Should have limits/controls on lot consolidation to mitigate the effect on character of the street. (NECA - no consolidation; OCA, ASH - limited consolidation)</p>	<p>The proposed zoning includes limits on maximum lot size to limit undue lot consolidation, as well as design standards to ensure that wider buildings resulting from such consolidations continue to respect the grain and lot</p>

		character of the street.
Building and lot size	Recessing 20 per cent of the facade is tricky on a narrower site; recessing by 1.5 metres eats up a lot of floor space and creates problems with the interior layout. (GOHBA)	The goal of the recessed facade provision is to require some articulation in the building face. After due consideration, staff agrees that 1.5 metres is more than is needed for that intent; the requirement has been reduced to 0.6 metres and suggests that this recession is unnecessary when balconies are provided on the front facade.
Building and lot size	Given the intent of ensuring facade articulation and detail, requiring both the 20 per cent recessed facade and balconies is excessive.	After due consideration, the proposed zoning would EITHER facade articulation through recessing part of the facade, OR balconies, but not both. Either of these features, together with the proposed front door and fenestration requirements, are enough at a zoning level.
Building and lot size	Reducing the minimum lot size will allow more lots to become apartments; some concern about how much of the neighbourhood will become eligible for apartment buildings. (ASH)	Minimum lot sizes are not intended to artificially limit the proportion of lots that might otherwise be redeveloped as apartments. However, lot fabric analysis suggests that the proposed rules would generally allow just over half of the lots in any given R4 neighbourhood to become low-rise apartments (under the

		current zoning the figure is 25 per cent or less.) The other half would continue to be effectively restricted to lower density, ground-oriented typologies such as detached, semi-detached and townhouses.
Building and lot size	Harmonizing lot width and size for triplexes and low-rise apartments won't close the door on sequential applications: the cost and time savings of building a triplex, getting it rented and then getting permission for the fourth unit are substantial. (VCA)	After due consideration, staff has determined that seeking to completely harmonize the three-unit and low-rise apartment lot and yard standards causes more problems than it solves. However, the proposed zoning will still impose the same design, facade articulation, entrance, fenestration and balcony requirements on three-unit dwellings as on low-rise apartments.
Building and lot size	Not convinced/object to dropping the current requirement for a 6m side yard after 21 metres depth. (HCA)	The net effect of that provision in most cases is to cut half a metre off the back of an apartment building relative to what a long semi-detached or triplex would be allowed. This serves no valid planning purpose.
Building and lot size	Suggest requiring elevators in four-storey buildings.	Requirements for elevators are established through the Building Code and are beyond the jurisdiction of zoning.

<p>Building and lot size</p>	<p>Suggest requiring underground parking for three- and four-storey buildings.</p>	<p>Parking is not required, and will not be permitted, in apartment buildings on small lots. On larger lots, surface parking will only be permitted once landscaping requirements are met.</p>
<p>Building and lot size</p>	<p>The new R4-UA through R4-UD zones do not only change the standards for multi-unit dwellings but also for ground-oriented typologies e.g. detached, semi-detached, townhouses etc.</p>	<p>The four proposed urban R4 zones would replace fourteen different R4 subzones found in the study area today; these zones are mostly differentiated by slightly different lot size requirements for different ground-oriented forms, quickly producing a multiplication of zones with essentially trivial differences. The new R4 zones necessarily remove those distinctions (as well as distinctions based on front yard requirements that in practice are already superseded by other zoning provisions.) The resulting standards, when applied to those ground-oriented forms, provide reasonable and appropriate standards for those typologies in an urban context. Existing buildings will in any case benefit from noncomplying rights (i.e. are automatically grandfathered under the <i>Planning Act</i>.)</p>
<p>Building and lot</p>	<p>Should consider allowing zero-lot-</p>	<p>At this time, side yards are</p>

<p>size</p>	<p>line (no side yard) buildings, which allow more buildable space and reduce energy intensity</p>	<p>deemed necessary to ensure adequate space to reliably move waste, bicycles and yard equipment from the back yard to the front. Additionally, the staging challenges of building a new infill right on the lot line (necessitating access to the neighbour's property) make it impractical. That said, when a given party owns two adjacent lots and wishes to build two attached buildings, such an approach might be considered by variance provided the core functions of enabling front-to-back access and waste management are ensured.</p>
<p>Building and lot size</p>	<p>We recommend that a further change be made to the proposal that would permit low-rise units of no more than four units to be built on lots of less than 10 metres but greater than seven metres, and that this be applicable to adjoining semi-detached lots without having to consolidate the lots.</p>	<p>Minimum lot size requirements for low-rise apartments have been tested through modelling to ensure that key functions can reasonably be met on those lots. The commenter in this case is seeking to enable both sides of a semi-detached building to have more units added while keeping the properties legally separate. This is not something that can readily be accommodated through general zoning rules.</p>
<p>Building and lot size</p>	<p>Recommend an 11 metres height limit in the R4-UD zone (NECA)</p>	<p>The 14.5 metres height permitted in R4-UD on 15 metres wide lots carries forward the existing 14.5 metres height</p>

		permitted that size of lot in the existing R4T and R4S zones. Permitted building heights are carried forward from existing zoning and are not proposed to be changed. The 10 metres building heights for specified typologies were established through the Infill 2 process.
Building and lot size	Concerned about buildings blocking sunlight/casting shade	The proposed zoning generally permits substantially the same building massing as is currently allowed (usually through a triplex.)
Building and lot size	Given the new maximum lot size in R4-UA, -UB and-UC, what happens to existing lots that are wider than 38 metres and/or larger than 1028 square metres? And, how do these provisions affect PUDS?	The proposed zoning has been amended to clarify that maximum lot size provisions, which are intended to limit undue lot consolidation, do not apply to pre-existing lots, nor to Planned Unit Developments.
Covid-19	Concerned about proposed rules in the context of COVID-19 and social distancing.	The pandemic does not change the fundamental long-term housing issues or needs that this zoning amendment was developed to address. Indeed, by providing for a wider range of housing options in response to demand, the proposed zoning will help many residents better manage the risks of exposure. For instance, while the current zoning tends to push apartment construction

		into large high-rise buildings, the proposed zoning will allow more units in buildings where residents will not have to share door handles, elevators and other surfaces and close spaces with dozens or even hundreds of other households.
Exterior design	Support design standards for façade articulation (doors, windows, balconies) are needed to avoid blank façades. (LCA, MCA)	Staff acknowledges this comment
Exterior design and projections	Concerns about 8- to 12-unit buildings not respecting neighbourhood character if allowed everywhere. (OOSCA)	Restrictions on height and building massing, as well as design requirements in the existing and proposed zoning and the Site Plan Control process deal with character.
Exterior design and projections	HVAC/Air Conditioning should not be left to SPC but required to be located at the rear or on the roof. (MCA)	Staff believes the most effective way currently to regulate HVAC and air conditioning is through Site Plan Control
Exterior design and projections	Recommend that balconies be required for all units, not be less than 25 SF (5'x5') to be useable. (ASH)	After due consideration, staff no longer recommends balconies in all cases. Requiring them for all units would create unresolvable conflicts with other proposed zoning standards and defeat the purpose of the R4 Review which is to enable more low-rise apartments.
Exterior design	All exit stairs should be enclosed within the building envelope for	Requiring exit stairs to remove from habitable area (which has

<p>and projections</p>	<p>safety, durability, aesthetic and privacy reasons (ASH, OOE, OOSCA)</p>	<p>already been reduced through Infill 1 and 2) places an unjustified burden on the cost and functionality of the building. One of the best models of eight-unit building (comprising all two-bedroom units) becomes unworkable if exit stairs are not permitted as projections. Safety and durability are ensured by compliance with the Building Code.</p>
<p>Exterior design and projections</p>	<p>Concerns about materiality and building design.</p>	<p>Reviews of Design Guidelines for Low-rise Infill and of the Official Plan are under way. These will speak more clearly to materiality and architectural compatibility, to guide decisions at the Site Plan stage.</p>
<p>Exterior design and projections</p>	<p>Concerns about rear staircases becoming de facto rooftop patios (NECA, OOE)</p>	<p>Rear staircases are limited in size and are necessary for health and safety.</p> <p>Rear staircases are the most cost-effective way to meet fire egress requirements under the Building Code.</p> <p>The R4 standards set aside required greenspace in front and rear yards, and in conjunction with prior and proposed infill amendments, place constraints on balconies, decks and other projections into the rear yard.</p>

<p>Exterior design and projections</p>	<p>Should prohibit rooftop terraces in all R4's, not just Sandy Hill as proposed in DP#3. (Carlington, OOE, OOSCA)</p> <p>Also, contrary view: some Community Associations want rooftop terraces and object to the proposed prohibition.) (OCA, VCA, Heron Park, GOHBA)</p> <p>And the middle position: rooftop patios must be conservative. (Centretown)</p>	<p>There is no consensus on this issue, even among Community Associations.</p> <p>After due consideration, the proposed zoning will not seek to prohibit rooftop amenity spaces. Properly designed, rooftops provide useful amenity space for residents.</p> <p>The rules for setbacks from building edges and screening from side yards, introduced in Infill 2, are considered sufficient to mitigate issues. Most issues with rooftop patios are from buildings that predate these rules.</p>
<p>Exterior design and projections</p>	<p>Should require or encourage green roofs. (Heron Park, OCA)</p>	<p>Recent changes to the <i>Municipal Act</i> do enable municipalities to require green roofs. However, any such move is best informed by a dedicated study applied city-wide, rather than in the limited scope of the inner-urban R4 zones.</p>
<p>Exterior design and projections</p>	<p>Conflicting views on requiring balconies:</p> <p>--Balconies will help make buildings interact better with the street</p> <p>--Balconies will constrain design freedom, remove floor area and won't necessarily make buildings</p>	<p>The proposed balcony option, as an alternative to facade articulation, was reached with due consideration for balancing these competing imperatives.</p>

	<p>interact better with the street.</p> <p>--Balconies create thermal bridging issues and make energy efficiency more challenging.</p> <p>(ASH, MCA – require balconies)</p>	
Exterior design and projections	<p>Will bay window provisions allow additional floorspace? Previously the answer was no; is this intended to change? (GOHBA)</p>	<p>Yes. The purpose of the revised bay window provisions is to encourage further articulation of the facade by allowing the bay window to create more usable floor area.</p>
Exterior design and projections	<p>At two square metres, a bay window could extend 0.3 metres into the yard and be about 7 metres wide. Is this the intent? (GOHBA)</p>	<p>The bay window provisions are meant to encourage facade articulation by enabling more floor space. Simply pushing the front wall forward across the entire width of the building is not consistent with the intent, and we would expect Site Plan Control to correct such proposals.</p>
Exterior design and projections	<p>Rooftop patios and projecting staircases will violate neighbours' privacy and create overlook issues. (NECA, OOSCA)</p>	<p>Privacy in an urban setting must be balanced against other imperatives. Up to a point, privacy can and should reasonably be managed; for instance, adjacent buildings should not have windows that are very close and directly adjacent to one another.</p> <p>However, measures to that would put the onus on new development to decisively</p>

		<p>prevent any line of sight into neighbouring yards, especially from semi-private spaces like balconies, are not realistic. Many long-standing buildings have windows and balconies that might allow occupants to see into the neighbour's yard.</p> <p>Urban living demands a certain degree of mutual respect for neighbours; most people don't want to spy on their neighbours or peer into their windows. It also demands a reasonable degree of effort on the part of the potentially seen, by e.g. turning off the lights or drawing the blinds at night. The standard for privacy in an urban setting is not that one resident can never see or be seen from the neighbour's yard or home: the standard is that both parties can reasonably avoid doing so if they don't want to. Staff believes that the standards in this review meet that threshold.</p>
<p>Exterior design and projections</p>	<p>For articulation and entrances requirements, is the measurement on the lot or actual building width? Argue that is should be on building.</p>	<p>The requirement for multiple front entrances is applicable to the lot width, not the building width. Lot width is a strong proxy for building width in infill situations. Tying detail to building width risks encouraging, on wide lots, narrow buildings with side yards</p>

		turned into parking lots, creating a gap-toothed streetscape.
Exterior design and projections	Like with balconies there are cost associated with articulation and they are also less energy efficient (additional heating/cooling costs and considerations). Perhaps exception for green built buildings, ones going for some sort of standard?	The question of whether there is jurisdiction in the Planning Act to impose variable zoning standards based upon the “green” nature of a building was not within the scope of this study and would require further review.
Geography	Will the R4 Phase 2 amendments transfer bunkhouse forms to other areas?	R4 Phase 1 closed zoning loopholes in order to outlaw bunkhouses city-wide. R4 Phase 2 does not change this. R4 Phase 2 will help further by accommodating housing demand in quality, well-designed apartment forms which are largely prevented by current R4 zoning.
Geography	Need to raise densities in R1-R3 zones, not just R4.	Expanding R4 geography will indeed be a priority for the new Zoning By-law after approval of the new Official Plan.
Geography	Should apply changes to R4 zones city-wide, not just in the inner urban area	This review was undertaken in response to specific pressures and concerns applicable in the inner-urban area, with solutions tailored to a dense, transit-rich, pre-World War II urban context.

Geography	<p>Is there an upper limit to intensification? Is there a point at which the City says a given neighbourhood has seen enough intensification?</p>	<p>If the city is growing, and more people want to live in a neighbourhood intensification will continue. Buildings will get old and at a certain point it will make sense to replace them, and what will replace them will necessarily be larger and house more people than what was there before.</p> <p>The alternative to intensification is gentrification, where low- to moderate-income earners, including young people and new arrivals, are completely priced out of the neighbourhood, no matter what their housing needs are. It is not possible to freeze a neighbourhood in time and cost, particularly one deep within the inner heart of the City.</p> <p>Intensification must be managed, which we do through limits on infill massing and by keeping established neighbourhoods to low-rise construction. More importantly, we can shape the rules of intensification so that its benefits are shared more equitably (instead of, as is currently too often the case, producing only luxury infills affordable to a rarified</p>
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		clientele.)
Geography	Some areas should remain single-detached houses.	The present review affects only existing R4 zones. Even then, the lot fabric in R4 areas means that many lots will not be permitted to intensify beyond the low-density, ground-oriented typologies. Lower-density R1-R3 zones are not affected by this review.
Height	Four-storey (14.5 metres) building heights should not be permitted in any circumstances where they are not already allowed. (Carlington, OCA, FCA)	The proposed R4-UD zone would replace only those R4 zones that currently allow that height (primarily the R4T and R4S zones.) 14.5 metre buildings would be restricted to lots that are metres wide or greater, which is the current standard in R4S and R4T.
Heritage	Lax heritage enforcement, little effort by staff to negotiate infill design that harmonizes with the character-defining elements of buildings outside HCDs (ASH)	Development of lands outside of Heritage Conservation Districts are not legally subject to the considerations that HCD's are.
Heritage	Concerned that exempting Part IV and V heritage properties from the proposed design elements (fenestration, front entrances, partially-recessed facades and balconies) creates a loophole whereby, if such a building is demolished, its replacement is neither governed by the Ontario	Part IV buildings are seldom if ever approved for demolition. New buildings on sites within Part V districts would still be subject to review and approval under the <i>Ontario Heritage Act</i> . In either case, Site Plan Control would still apply to apartment typologies, offering another

	Heritage Act processes nor by the zoning-based design standards.(NECA, ASH)	opportunity to manage design.
Heritage	Proposed zoning changes should not apply to Heritage Conservation Districts (NECA, OOSCA)	The proposed zoning exempts heritage properties designated under Part IV of the <i>Ontario Heritage Act</i> , and lands within Part V heritage landscapes, from the proposed design requirements. The <i>Ontario Heritage Act</i> takes precedence over zoning, where there is a conflict.
Miscellaneous	Suggestions to develop greenfield and brownfield sites before considering intensifying existing areas. (ASH, MCA)	Staff disagrees with this approach. The greenfield and brownfield alternatives serve different needs than would low-rise infill in R4 zones.
Miscellaneous	A minimum indoor and outdoor storage area requirement needs to be added in order to make the units functional. (ASH)	Outdoor storage space is not an appropriate matter for zoning, and indoor space is beyond the power of zoning to regulate. Builders and their tenants can decide for themselves how much space to allocate for storage.
Miscellaneous	The current amendments will further shift Sandy Hill's demographic balance from long-term residents towards short-term residents who are far less invested in the continued welfare	Duration of residential tenure is not an appropriate consideration for zoning. The goal of this study is to increase the range of household types whose needs can be met in R4 areas, not to influence who

	of the neighbourhood. (ASH)	chooses to do so. Using zoning to directly or indirectly limit populations of certain groups is discriminatory and wholly inappropriate.
Miscellaneous	Act rather than react to redevelopment plans for Ottawa Community Housing properties in Overbrook. (OCA)	Staff acknowledges this comment.
Miscellaneous	The current prohibition on retirement homes in some R4 zones should be reconsidered. (FCA)	<p>This is a reference to the existing junior R4A-R4L zones, which permit converted retirement homes but prohibit purpose-built ones.</p> <p>Several recent zoning studies, including Residential Conversions (2014) and R4 Phase 1 (2018) concluded that zoning distinctions between converted and purpose-built uses (apartment dwellings and rooming houses, respectively) are inappropriate, ineffective and in many cases self-defeating. The present amendment continues that logic and removes the prohibition on purpose-built retirement homes in what will be the new junior R4 zones, R4-UA and R4-UB.</p>
Off-site issues	Concerns related to parks, recreational facilities, amenities and sidewalks in intensifying areas. (ASH, OCA)	Allowing more units increases financial resources available for public amenities. Development charges and parkland are paid

		<p>for by new development, based on number of new units. Operational costs are funded out of the tax base, again proportional to the amount of development.</p> <p>The Department is reviewing strategies to increase revenues for amenities in high growth areas through the Community Benefits Charge and future Development Charges By-laws.</p>
Off-site issues	Urban communities need more local services, grocery stores etc. (ASH, HCA, OCA, Heron Park)	By enabling more dwelling units, this review will help create the critical mass of residents that is a prerequisite to support more local commerce and services in nearby mixed-use areas.
Off-site issues	The zoning should allow cafes, restaurants, other commercial services in R4 zones. (Heron Park)	Existing small-scale commercial (-c) suffixes are carried forward in R4 zones affected by this amendment. Further expansion of commercial uses in R4 zones is beyond the scope of this study.
Off-site issues	Increase in traffic due to taxis, ridesharing, parcel and food deliveries and commercial waste removal trucks. (HCA)	Increases in density allowed by these proposals will be gradual and modest compared to what is currently permitted. The Official Plan currently under development is also taking a comprehensive approach to managing the use of inner-

		urban streets.
Parking	Prohibiting parking on small lots will encourage lot consolidation. (ASH)	This may or may not be the case. Lot consolidation is expensive and the opportunity to do is rare, and the proposed zoning imposes reasonable limits on lot consolidation.
Parking	Please clarify in the wording of the bylaw amendment that the proposed parking prohibitions apply only to low-rise apartment buildings. (ASH)	Staff confirms that the proposed parking prohibition applies only to low-rise apartment dwellings and stacked dwellings on lots under 450 square metres in area. It does not apply to detached, semi-detached, townhouse or triplex dwellings.
Parking	Would like to see mandatory fenced-in and covered bike parking for rental units. Should divide bike parking into smaller fenced-in units. (ASH)	A more comprehensive review of bicycle parking standards for all uses will be undertaken in the future.
Parking	Concerned about or oppose the prohibition on parking on smaller lots (OOE, OOSCA, ASH) And opposite: Support parking restrictions on lots less than 450 m2 (Heron Park, HCA)	Staff have thoroughly analyzed this issue. Parking for apartments in the study area is both unnecessary and directly at odds with most of the City's planning priorities. Council unanimously voted to abolish minimum parking requirements for up to 12 units in the inner urban area in 2016. This example has since been picked up by other cities as

best practices.

Ample data shows that:

- detached- and semi-detached residents do usually have cars, however, apartment dwellers and renters are far less likely to have vehicles;
- empirically, tenants without vehicles seek out units without parking, especially in inner-urban neighbourhoods with good transit and nearby services;
- time restrictions on street parking, even if imperfectly enforced, strongly discourage car-owning residents from relying on urban street parking (you'd have to move your car about two thousand times a year;) and
- inner-urban development generally attracts only as many vehicles as we provide parking for.

Surface parking and softly-landscaped, treed yards are, in the context of small, expensive urban lots, mutually exclusive.

Over decades, requiring parking on-site has resulted in

		poor landscaping and tree conditions, and overly large lot requirements that in turn have exacerbated the present scarcity of housing units.
Parking	Front-yard parking must not be allowed. (Centretown)	The proposed amendment does not allow front yard parking and requires the front yard to be equipped with physical barriers to prevent the encroachment of illegal parking.
Parking	Prohibition on parking may not always be appropriate e.g. what if there's a back lane? (GOHBA, Carlington)	Guidance contained in this report regarding the intent of the zoning will inform the Committee of Adjustment in determining variances for unusual circumstances e.g. rear lane access.
Parking	Can existing parking spaces be grandfathered? If there was permitted and provided parking prior, those should be able to remain once redeveloped. This would not introduce any additional parking, even if units increased.	A new use on a lot is subject to the zoning standards applicable to that use. Accordingly, a new low-rise apartment building, or the conversion of an existing building to same, is expected to meet the minimum lot size, yards, setbacks etc. for the new use. The prohibitions on parking on small lots are part of those standards, and so, no, existing parking spaces would not be grandfathered.
Site Plan	Support the requirement for a minimum area of soft landscaping in the rear yard, however, the	The proposed minimum landscaped areas have been selected to appropriately

	<p>amount of soft landscaped area in the rear yard is insufficient and should require more. (HCA, NECA, ASH)</p>	<p>balance the need for greenspace with functional uses of the rear yard. The minimums are slightly less than what will usually be feasible, to ensure enough flexibility in layout and site conditions, but not enough "wiggle room" to allow parking to be shoehorned into other functional or green spaces. In practice, the Site Plan Control process will ensure that every part of the rear yard not needed for functional hardscape, will be green space.</p> <p>The 30 per cent current standard referenced does not actually apply in Hintonburg currently (nor indeed in any of the Junior R4 zones, which limit apartments to four units, because four-unit buildings are currently exempt.) The current 30 per cent standard effectively only applies on lots over 15 metres wide in the senior R4M-R4ZZ zones.</p>
<p>Site Plan</p>	<p>Landscaping requirements should apply to all built forms in the newly proposed R4 zones, but particularly should be applied to long semis, as these are often functionally four unit dwellings (including the secondary dwelling units.) Thus, the landscaping</p>	<p>The proposed front-yard landscaping requirements do apply to long semis, through the recent Infill refresh. Otherwise, introducing more stringent standards to non-apartment typologies is outside the scope</p>

	provisions for multiunit dwellings (triplexes and up) need to apply to semis are well. (HCA)	of this amendment.
Site Plan	Bollards, bicycle racks, raised planters and ornament fences should not be accepted as parking prohibitors, as these would be potentially unsightly and out of character for the streetscape. (ASH)	Staff believes that the noted features are appropriate for inclusion in front yards and provide a broader range of options for blocking inappropriate parking.
Site plan	Front-yard averaging (per zoning S.123, whereby minimum front yards may be reduced to align with adjacent properties) results in a shallower front yard than otherwise required by the zoning. Because of this, and to provide more greenspace and tree canopy in the rear, the rear setback should be increased by the same amount that the front setback is decreased when) is applied. (HCA)	Infill 2 introduced differentiated rear yard requirements based on the required front yard. Further changes to rear yard requirements were excluded from the scope of R4 Phase 2 and are not recommended here.
Site plan	Concern about drainage infrastructure in some areas to support this, particularly with more of the lot becoming impermeable.	New R4 rules do not allow any more hardscape or building footprint than do currently permitted typologies (e.g. semi-detached houses.) Prohibition on surface parking on small apartment lots will remove a major source of impermeable surface compared to current rules for semi-detached etc.

		<p>While drainage is looked at in Site Plan Control for low-rise apartments, all infill is required to provide a Grading and Servicing Plan for review and approval as part of the building permit process.</p>
<p>Site plan</p>	<p>Concerns about amenity space, how much there is, and where it is deployed. Concerned/object to removing the 30 per cent landscaping minimum and/or amenity area calculations. It's not enough to say that everything that isn't walkways, garbage management etc. has to be greenspace; we need to see a number. (Most Community Associations)</p>	<p>The current landscaping requirements are suited to large, suburban greenfield sites but are problematic in an urban infill context. R4 Phase 2 will introduce focused standards appropriate to, and practical in, a compact urban infill environment.</p> <p>Revised front- and rear-yard green space minima are now quantified. Numbers have been carefully tailored to what is practical on an urban lot, tested through model site plans, and balance the need for waste management, bicycle parking, and opportunities for tree growth and/or intensive landscaping.</p>
<p>Site plan</p>	<p>Trees in the front yard are important (VCA)</p>	<p>Trees are being facilitated and encouraged through revised Infill rules and other By-laws. R4 Phase 2 aligns with these initiatives.</p> <p>Parking is the single biggest competitor for tree space on an</p>

urban lot. R4 Phase 2 puts explicit restrictions on surface parking. That plus required soft landscaping will accommodate a healthy and substantial tree that can contribute to the urban forest canopy.

In December 2019 the City passed a revised Urban Tree By-law that significantly strengthened the ability for our Forestry Department to advocate for tree retention, replacement and renewal through infill projects.

In line with the new Urban Tree By-law, the Zoning Unit is introducing front yard soft landscaping requirements that will require a dedicated area in the front yard, sized for a substantial tree. All infill will be subject to this.

There are a number of streets across the inner-urban area that have no trees at all, and no room for trees on the street right of way. These proposals will open room on the front and rear yards, and in combination with the Urban Tree By-law, increase opportunity for new tree plantings to gradually improve the treed streetscape.

Site plan	Front-yard setbacks must be respected so as not to crowd the sidewalk. (Centretown, VCA)	Front yard setbacks are established regard for, among other considerations, the framing of the public realm.
Site plan	Will there be limits on the size of accessory structures (if not, they could end up crowding out greenspace.) (GOHBA)	Existing limits on accessory structures through Section 55 will continue to be in force and will not justify exemptions from green space requirements.
Site plan	Does soft landscaping preclude stone patios? (GOHBA)	Yes. Stone is not soft landscaping.
Unit types, counts and sizes	To provide a diverse range of dwelling types, ASH suggests that for dwellings with 12 units or more, in addition to one unit out of every four requiring at least two bedrooms, one unit out of six should be required to have three bedrooms. For dwellings with eight units or more, one unit should be required to have two bedrooms and one unit to have three bedrooms. (ASH)	Staff has recommended that two-bedroom units be included on any lot over 450 m2 in area. We strongly recommend against any further requirement for individual buildings in R4 zones to include more large units, larger units, or on smaller lots, for reasons detailed in Document X (Family-sized units.) Doing so would introduce conditions that block as-of-right apartment development and effectively downzone R4 zones to R2-R3 through the back door.
Unit types, counts and sizes	Zoning should focus on encouraging more family-friendly typologies e.g. townhouses (ASH)	Current R4 zoning already allows large-unit, predominantly ground-oriented and family-friendly typologies such as detached, semi-detached and townhouses, almost to the exclusion of anything else. The

		<p>proposed amendment will not prevent development of such typologies but will also allow a wider range of housing typologies (i.e. apartments) to suit a wider range of household types and housing needs, including the over 50 per cent of Ottawa households who are singles or childless couples needing smaller units.</p>
<p>Unit types, counts and sizes</p>	<p>R4 Review will incentivize demolitions wholesale demolition of existing ground-oriented housing and create monocultures of apartment neighbourhoods. (NECA, ASH)</p>	<p>To the extent that an apartment buildings draws a higher revenue than a comparably-sized house or semi-detached, this is offset by higher development soft costs, high land costs, development charges, condominium fees, site plan approvals and operating costs, as well as the delayed income from renting rather than selling right after construction. The financial modelling undertaken as part of this study suggests that a small low-rise apartment dwelling ends up being no more attractive an investment than building a pair of semi-detached houses for sale. There is very little risk of a sustained mass redevelopment of existing neighbourhoods.</p> <p>In any case nearly half of all lots in R4 zones will continue to</p>

		<p>be restricted to low-density typologies, due to minimum lot sizes in the zoning. Indeed, the greatest risk is not that the new zoning will trigger an explosion in apartment development, but rather that even the more permissive zoning will still not be enough to overcome the comparative cost advantages (particularly avoiding Site Plan Control) enjoyed by large semi-detached infills.</p>
<p>Unit types, counts and sizes</p>	<p>Concerned about there being no limit on the number of permitted units in the senior R4 zones (currently R4M-R4ZZ zones, proposed R4-UC and R4-UD zones.) (OCA; proposes maximum 24 units)</p>	<p>Number of units is still limited by building height and envelope, all the functional requirements of a low-rise apartment under Building Code, and by e.g. planning requirements to provide parking once the building is more than 12 units.</p> <p>The Senior R4 zones with no explicit limit on unit counts on large lots have been zoned to allow this for decades. The apartments to be allowed on smaller lots in the Senior R4 zones will have unit caps appropriate to the smaller lot sizes.</p> <p>Extensive modelling through the R4 exercise has demonstrated that it is very hard to get more than 12 units</p>

		<p>on anything but a very large lot.</p> <p>R4 subzones that retain a unit cap will reasonably increase the number of units within the existing already permitted volume, allowing developers to build smaller units that are priced more affordably to a wider market range.</p>
<p>Unit types, counts and sizes</p>	<p>Need more options for unit mix to allow families to live in them and avoid a monoculture; should require more two-bedroom units, should require three-bedroom units, and/or requirements for larger units should apply to all buildings, not just those over a certain size/unit threshold. (MCA, NECA, OOE, OCA, VCA, ASH)</p> <p>Contrary view: Zoning should not dictate unit sizes as doing so would interfere with providing units actually sought by the market; risks classism by imposing minimum sizes that many households could not afford. (GOHBA)</p>	<p>R4 Phase 2 will increase options and allow development to meet actual housing demand.</p> <p>The proposed zoning will require a certain minimum number of larger (two-bedroom) units where building and lot sizes make it practical to do so. More demanding requirements (i.e. for three-bedroom units, or to require large units on smaller lots) is excessive and risks creating a standard that cannot reasonably be met on a small lot, defeating the purpose of this exercise.</p> <p>This requirement in apartment dwellings, combined with the diversity of large-unit typologies both existing and permitted in R4-zoned areas, will provide more options to meet the broadest possible range of</p>

		<p>housing needs.</p> <p>Even with the proposed amendments, about half the lots in R4 zones, and about 80 per cent of the land in all inner-urban R1-R4 zone, will effectively still allow only large-unit, family-friendly typologies.</p>
Unit types, counts and sizes	<p>Concerned that units will be very small. (HCA, LCA, OCA)</p> <p>Zoning should specify minimum unit sizes in terms of floor area (VCA)</p>	<p>Nothing in this amendment would prevent a development from including fewer, larger units; indeed, such units are already readily permitted throughout most of the R2, R3 and R4 zones, in the form of long semi-detached, triplex and/or fourplex buildings. However, large units are inherently more expensive to build and rent, and a larger unit is of no use to someone who can't afford it. Tenants will choose the trade-off between price and size that best suits their needs and budgets. The purpose of this review is to enable more choices that currently are prohibited.</p>
Unit types, counts and sizes	<p>Having no limit on number of units could result in lots of very small units in a building and cater to a more transient or unstable population (MCA, ASH)</p>	<p>How long someone lives at the same address, and implications about what kind of people move frequently, is not an appropriate consideration for zoning.</p>
Waste	<p>The discussion paper is unclear</p>	<p>Buildings of six or more units</p>

	<p>regarding garbage in units with more than six units.</p>	<p>are subject to the Solid Waste By-law which requires containerized collection (dumpsters.) The Site Plan Control process has been adequate to ensure proper waste management for buildings of this scale.</p>
<p>Waste</p>	<p>Want stronger rules on waste management (MCA)</p>	<p>Waste management was a primary consideration in revising the R4 rules.</p> <p>Staff believe that the combination of waste storage requirements introduced through R4 Phase 1, Site Plan Control processes, and the Waste Management By-law are enough to address waste storage issues.</p> <p>Proposed rear-yard landscaping requirements (area and/or percentage) and minimum side yards have been selected first and foremost with the goal of ensuring there is enough space to store and manage waste.</p> <p>Observed waste problems in R4 areas are largely a function of permitted building typologies (generally triplexes/fourplexes) not being eligible for containerized collection (i.e. dumpsters.)</p>

		Proposed R4 rules will drive buildings that are required to have containerized collection per City requirements.
Waste	If there are narrow side yards, prefer to see garbage stored inside buildings.	The side yard requirements (1.5 metres for low-rise apartments) have been retained to ensure that appropriately sized waste containers can be moved through them. Beyond that, waste management is addressed on a site-specific basis through Site Plan Control.

Comments from Technical Agencies

Rideau Valley Conservation Authority

RVCA expresses concern about permitting higher densities in those R4 zones located within the flood fringe (identified as Area-Specific Provisions in the Zoning By-law.) In these areas the Zoning By-law does not prohibit development outright the way it does in the flood plain. These include several lots in the Windsor Park, Brewer Park and Old Ottawa South areas, as well as near Kingsview Park in Vanier, which rely on physical flood control measures such as berms and dikes. RVCA points out that these flood control measures may not be enough to prevent flooding and is concerned about allowing higher densities in such areas without confirmation of the adequacy of the flood works. While the Zoning By-law stipulates that any development in the flood fringe is subject to the approval of the Conservation Authority, RVCA argues that Conservation Authority legislation does not empower them to deny an application on grounds that are otherwise within the ambit of the *Planning Act*. RVCA recommends that the proposals in these areas be amended so as not to increase the permitted unit counts, and to consider prohibiting below grade units as these are the most vulnerable form of development in a flood-prone area.

Staff response to RVCA: The R4 areas within the flood fringe are now proposed to be rezoned, but with the addition of an –h holding symbol and zoning exception that

provides that the holding symbol may be removed upon confirmation by the RVCA that flood control works are adequate to mitigate flood risk.

Heritage (Right of Way, Heritage and Urban Design Services)

The proposed design standards (minimum fenestration ratios, minimum sill heights, required balconies and front-facing principal entrances, and front wall step-backs) may not be appropriate when applied to properties designated under the *Ontario Heritage Act* (individual Part IV properties and Part V districts.) Such standards might require changes to the facade of an existing low-rise apartment dwelling or triplex being renovated, or other building to be converted to one that would erode the heritage character of the building and/or district.

Staff response: The proposed zoning amendment has been changed so as to exempt Part IV properties and lands within Part V districts from the fenestration, front entrance, partly recessed facade and balcony requirements. We agree that such requirements would, on balance, be unnecessary and possibly counterproductive given the mechanisms available to regulate such lands under the *Ontario Heritage Act*.

Building Code Services

With respect to the minimum 75-centimetre height of the windowsill above floor level: The Building Code has requirements for protecting openings when units are stacked above one another or windows are located within 100 centimetres of the finished floor in public areas above the first floor. Consideration should be given into aligning minimum sill heights with the OBC to alleviate unappealing alteration to the fabric of the neighborhood's contextual dependence.

Staff response: The minimum windowsill height has been amended to 100 centimetres above the floor, rather than 75 centimetres.

Document 4 – Early Comments from Apartment Hunters, from spring 2019

One in three households in Ottawa (34 per cent) rents their dwelling. However, in the inner-urban area addressed by the R4 Phase 2 study, the figure is much higher, with about 60 per cent of households renting.

Standard consultation processes reliably reach homeowners, who tend to be overrepresented in Community Associations, even in predominantly rental neighbourhoods. Given the importance of the R4 Zoning Review to renters, and the potential for markedly different perspectives between the two groups, project staff felt it appropriate to directly target people who rent their dwelling.

To this end, Planning staff placed an advertisement on Kijiji.ca in the "Apartments For Rent," advising that the R4 study was underway and encouraging renters to contact the City with their input. By so doing, staff was able to gain the perspective of people who were then seeking rental housing, and who had the most direct and recent experience of Ottawa's rental housing market. The ad ran for several months in the spring of 2019 and was re-posted for a month in the fall. The following is a condensed sample of responses to the ad.

- "I'm currently a middle-aged prospective renter and/or condo buyer with a child, with a healthy enough income, that is sharing the same struggles as we would have first setting out away from our parents place when I was 16 years younger." (Keith)
- "I live and work in downtown Ottawa. I have considered moving and have changed my mind due to lack of availability and the sheer cost of a one-bedroom rental for a single person." (Christina)
- "I am a single 50-year-old woman and I am so concerned about finding affordable housing that I am considering applying for subsidized housing despite earning \$40k a year. I simply cannot afford \$1500+ for rent and there aren't many options for single professionals. Knowing the waiting list for subsidized housing for a single person with a salary is almost 10 years, I feel it would be short-sighted of me not to get ahead of the problem now because in 10 years, I won't have the time to wait for a decent unit. I was raised in Ottawa and love it here, but if I can't afford to live here, I will have to leave. That's a pretty sad thought and doesn't really give me much hope for a future here." (Lora)

- "Hey, I'd like to be kept in the loop when public consultations happen, as most of my friends and I live in Centretown and have been affected to varying degrees by these issues. Thanks!" (Gabrielle)
- "I am replying to this ad as I am desperately looking for a 2 bedroom apartment to accommodate my family of 4 people (2 adults and 2 children). We are newcomers to Canada as Permanent Residents. I have preceded the family to find a house before they follow me, but it is really getting hard, as the rents are very high. I want to know more about your ad." (Christelle)
- "It's impossible to find housing that doesn't cost a fortune." (Natalie)
- "I retired early a few years ago for medical reasons. I would ideally like to have an affordable 2 bedroom unit because I need to store carts and other items that help with day-to-day life. I currently rent a 1 bedroom unit in a well kept building near Elmvale Acres. The location is great for bus accessibility and amenities. The unit is older and does not have proper kitchen and bathroom storage... I am afraid that in another 3-5 years, rent increases will put this place beyond my budget. I have applied to the social housing registry and to some co-ops around the city to get on the waiting list. I am grateful that my housing need is not immediate, but I am looking towards the future and what options may be available." (Sultana)
- "My husband and I have both lived in multiple apartments around Centretown and the Glebe over the past ten years. We had a place on James together that we lived in for 3 years, before work took us away for one year. And so, we gave up that apartment. Now we are trying to move back and are faced with much higher rental prices and viewings that turn into 'open houses' with 30-some-odd people turning up. We don't yet live in the city, making it hard to look for a place and have drive the 6+ hours from London 3 times now, and have put in applications for every apartment we can happen to get a viewing for. What's more, we are dismissed by landlords for having two cats. They continually site allergies, but I don't remember there being such a ban on pet-ownership in my past apartment searches. We want to live centrally, because we both want to walk/bike to work. We've never had a problem before. We're in our late 30s, we have a high household income and we can't find an apartment." (Emily)
- "Hard time, yes. I'm on disability and nothing. How about more affordable rent? I can't even get my own place. I'm 38 had to start over." (Amanda)

- "I hope that Ottawa U will be able to add affordable family housing on/near campus. There are a number of families who moved to Ottawa to pursue academics and we are the forgotten ones. We don't qualify for student housing, nor is there a place where it would be appropriate to have kids. This leaves us spending over \$15,000 for housing which is extremely burdensome." (Sandra)
- "Finding apartments is very hard right now and all the new builds tend to be quite expensive. I am in the middle of this as I'm on the hunt right now and expect to be renting for some time. I'd be interested anytime there's a proposal to increase supply and choice." (Devyn)
- "I'm looking for a two-bedroom. It's not easy at all. It's too expensive. Three years ago the ceiling fell in on my head. Today I find myself in another that's likely to fall down. We're desperate as we want to get out of here before there's another accident. Help us find a safe place." (Marlene)
- "It's impossible to find anything decent unless you want to live really far from downtown or with roaches. Almost all apartment buildings have insect problems and the city does nothing to force the owners to fix it. The owners ignore you, the city takes a year to reply and when they finally contact the owner nothing really happens. The owner pretends and the city forgets about you. So much to say. Ottawa is not for poor people." (Faridath)
- "I have been looking for an apartment for 4 months now. Can you suggest something I can afford." (Kathy)
- "Ottawa desperately needs more rental stock. It is a source of constant anxiety wondering what you'll do if you get evicted and thrown into bidding wars with ten other couples for one vacant apartment. People objecting to these proposals are mostly homeowners who, all due respect, haven't had to find rental accommodations in several years and don't know what it's like now." (Emma)

Document 5 – Indoor Waste Storage

Staff were asked to explore the possibility of requiring waste (garbage, recyclables and green bins) to be located inside the main building for apartment buildings.

After due consideration and analysis, including modelling floor plans, staff recommends against imposing such a requirement through the zoning.

The overarching argument against requiring the waste to be stored inside the main building is that it is disproportionately expensive and unnecessary, passing on substantial costs (monetary and otherwise) to the residents for little or no planning benefit. An accessory building is enough in any case; even then, once a building has more than six units, the garbage is fully contained in a steel box from the time it is thrown out to the time it is collected.

"Contained" in the Waste Management By-law context means contained in a front-end loader bin, also known colloquially as a dumpster: a steel, animal-proof box with a lid and wheels or casters, and sleeves on the ends that allow it to be picked up and emptied into a truck by hydraulic arms. At the scale of building under discussion, i.e. seven to twelve units, the containers can be what is known as a "yard bin" i.e. a narrow dumpster 90 centimetres wide that can fit through a 1.5 metres side yard, rolled out to the curb on collection day, and moved back into place for the rest of the time. The details of storing and moving waste containers are determined through Site Plan Control, which always applies at this scale of building.

The R4 Phase 1 Zoning Review introduced a zoning requirement for indoor waste storage, either inside an accessory building or in the main building, only for those buildings that are neither required nor eligible for containerized collection under the Waste Management By-law. This was deemed necessary because, for a large three- or four-unit building that is usually built under the current R4 zoning, garbage would otherwise be uncontained and piled up as individual bags and cans, exposed to animals and prone to being knocked over and scattered. It is just such buildings that have triggered most waste-related complaints.

However, once waste is containerized, to then have it take up floor space built to human habitation standards (i.e. within the main building) is expensive and essentially diverts liveable space to something that doesn't need it. The resulting incremental cost is comparable to adding about \$60 a month to the rent on each unit and/or by making tenants pay the same rent for that much less space. Moreover, it introduces several

design compromises in the building that disproportionately undermine both affordability and livability:

Putting all the waste inside the main building envelope diverts otherwise-habitable space from two levels (the basement and the ground floor), which in turn forces those units to be smaller. Depending on the exact lot size, this can often make the difference between a two-bedroom unit and a one-bedroom unit, or a one-bedroom unit and a bachelor unit.

It is not just a matter of lost floor space, but of lost wall space as well. Exterior wall that is occupied by a garbage storage room can't be used for an apartment's windows or doors. In the best-case scenario, this makes the affected units darker and less livable than they would otherwise be; at the extreme, they can prevent basement units from meeting Building Code with respect to egress and fenestration.

The knock-on effect of making the lower units smaller/darker means that those lower units probably rent for less than they otherwise would. Given the current rental market, the builder can probably just pass the costs on to the renter, but it is questionable whether this is a desirable outcome. The affected units include the ground floor, which would otherwise be the most desirable unit for families, but instead are forced give up space to dumpsters.

In any case, every square foot of the building must be paid for through rents, whether someone gets to live in that space or not; covering those costs means some combination of some residents paying more for less living space, and/or raising the rents on upper/larger units make up for space lost in the ground and basement units.

Building a one-storey projection into the rear yard is less of an issue with respect to interior floor space because it occurs outside of the otherwise-permitted building envelope. It is essentially an accessory building that is attached to the main building. But it still takes up wall space and causes similar issues w/r opportunities for fenestration etc. at the basement and ground floor. It also puts some constraints on the functionality of the rear yard, by making a structure you must go around. There are probably some circumstances where it might be desirable to allow a projecting garbage room. However, to require it would be problematic, especially on smaller lots; doing so generally costs a bedroom in each of a ground-floor and basement unit.

All these issues may become less pronounced on large lots, but such lots are in practice quite rare in the inner-urban R4 zones (the misalignment between actual lot fabric and minimum lot sizes being a primary reason for the R4 zoning review.)

The Summer 2019 design exercise developed several workable solutions to waste management. Generally, they put some or all the waste containers in an accessory building or low sheds at the back of the lot. In one building configuration, where both side yards are blocked by accessibility ramps and stairs, a narrow waste container ("yard bin" or skinny dumpster) would go in a small nook near the front of the building. Requiring waste storage inside the main building is unnecessarily expensive, causes design and livability problems for the units, limits the size of units (especially on the ground floor) and may sterilize some lots w/r apartments by prohibiting otherwise adequate waste management solutions.

Document 6 – Affordability and Supply

A key reason for the R4 Zoning Review, and recurring theme throughout consultations, has been housing affordability, particularly with respect to rentals. The importance of this issue was reinforced by Ottawa City Council's unanimous resolution of January 29, 2020 recognizing a housing emergency in Ottawa.

Housing affordability is a complex issue with many causes, some of which lie outside the control of zoning or of the City of Ottawa's powers generally. Zoning alone cannot make housing affordable, but it can inadvertently make housing more expensive than it needs to be, and it is staff's view that the R4 zoning as currently written does just that.

Accordingly, there are several factors that zoning can and should address. These factors boil down to:

- undue and inappropriate limits in the zoning that prevent construction of low-rise infill apartments in R4 zones; and
- zoning that instead channels intensification into inherently expensive forms that are poorly aligned with actual needs or household budgets.

Scarcity of units exacerbated by zoning

The current R4 zoning has exacerbated an ongoing shortage of units over several decades, by inappropriately restricting the construction of wood-frame, walk-up infill apartment buildings in established R4 neighbourhoods. The most problematic aspects of the zoning are detailed in the main body of this report, so we will not repeat them here.

A healthy, balanced rental market has a vacancy rate of about 3 per cent. Ottawa's vacancy rate has been consistently below that figure for at least ten years.³ The same is true in almost all of the inner-urban neighbourhoods affected by the R4 Zoning Review. (Table 1.)

³ Here and elsewhere, we refer to "at least ten years" because CMHC neighbourhood-level data only goes back to 2010. However, City-wide vacancy data goes back to 1990 and low vacancies have persisted for much of that time.

**Table 1: Rental vacancy rates, Ottawa and selected neighbourhoods, 2010-2019.
(Source: Canada Mortgage and Housing Corporation)**

	2017	2018	2019	Average, 2010- 2019
Carlington	1.7 per cent	1.5 per cent	1.3 per cent	2.1 per cent
Chinatown/Hintonburg	1.6 per cent	1.3 per cent	1.7 per cent	2.3 per cent
Downtown	1.1 per cent	1.4 per cent	2.6 per cent	1.8 per cent
The Glebe	0.2 per cent	1.1 per cent	1.3 per cent	1.3 per cent
Lowertown	3.6 per cent	2.2 per cent	4.0 per cent	3.8 per cent
New Edinburgh/Manor Park/Rockcliffe Park	1.3 per cent	3.5 per cent	0.4 per cent	1.5 per cent
Old Ottawa South	0.2 per cent	0.1 per cent	0.7 per cent	0.5 per cent
Overbrook/Castle Heights	1.6 per cent	3.8 per cent	2.1 per cent	2.8 per cent
Sandy Hill	1.6 per cent	0.6 per cent	1.9 per cent	2.1 per cent
Vanier	2.0 per cent	*	1.3 per cent	2.8 per cent
West Centretown/Fisher Park	0.7 per cent	1.5 per cent	2.0 per cent	1.8 per cent
Westboro North/Tunney's Pasture	1.5 per	1.4 per	3.0 per	1.6 per

	cent	cent	cent	cent
Westboro South	0.6 per cent	0.6 per cent	0.2 per cent	0.7 per cent
Ottawa	1.7 per cent	1.6 per cent	1.8 per cent	2.3 per cent

* denotes data not considered statistically reliable.

These low vacancies are seen across all unit sizes, not just among the larger, family-sized units. (Figure 2.) The widely held perception that an abundance of small units comes at the expense of family-friendly units is not supported by the data.

Table 2: Average vacancy rates by unit size and neighbourhood, Ottawa and selected neighbourhoods, 2010-2019. (Source: CMHC)

	<i>Bachelor</i>	<i>1 Bdrm</i>	<i>2 Bdrm</i>	<i>3 Bdrm +</i>	<i>All</i>
Carlington	2.2 per cent	2.6 per cent	2.8 per cent	3.1 per cent	2.6 per cent
Chinatown/Hintonburg	0.8 per cent	2.1 per cent	1.3 per cent	*	2.1 per cent
Downtown	0.7 per cent	1.0 per cent	1.2 per cent	*	1.0 per cent
The Glebe	0.0 per cent	*	0.6 per cent	0.0 per cent	1.3 per cent
Lowertown	1.2 per cent	4.1 per cent	4.4 per cent	0.0 per cent	3.5 per cent
New Ed./Manor Pk/Rockcliffe Pk	0.4 per cent	1.0 per cent	1.2 per cent	0.0 per cent	0.9 per cent
Old Ottawa South	0.0 per cent	0.6 per cent	0.3 per cent	0.0 per cent	0.4 per cent
Overbrook/Castle Heights	*	2.0 per	2.7 per	1.4 per	2.1 per

		cent	cent	cent	cent
Sandy Hill	0.2 per cent	1.3 per cent	1.7 per cent	3.2 per cent	1.4 per cent
Vanier	*	2.0 per cent	1.1 per cent	0.4 per cent	1.5 per cent
West Centretown/Fisher Park	1.5 per cent	1.7 per cent	0.3 per cent	*	1.2 per cent
Westboro N./Tunney's Pasture	1.2 per cent	0.1 per cent	0.6 per cent	1.2 per cent	0.4 per cent
Westboro South	1.3 per cent	0.3 per cent	0.6 per cent	*	0.5 per cent
Ottawa	0.9 per cent	1.6 per cent	1.7 per cent	2.9 per cent	1.7 per cent

* denotes data not considered statistically reliable.

Ottawa added approximately 9,500 tenant households from 2001 to 2016⁴, but only 6,400 rental units over the same period.⁵ That gap of 3,100 units is the equivalent of 2.5 per cent of Ottawa's stock, a meaningful gap in the context of a city-wide 1.7 per cent vacancy rate.

The ongoing shortfall of supply relative to demand is at least a major contributor to sharply rising rents. The Canada Mortgage and Housing Corporation provides data on average rents, which show a steady increase over the past decade. However, even these figures obscure the state of the current rental market, since average rents include units that have been occupied for years and whose tenants have benefited from restraints on rent increases. In other words, average rents are considerably lower than the asking rent on a vacant apartment today.

To estimate the current market, staff examined a custom tabulation from the 2016 Census that differentiates the average rent paid by tenant households, based on whether the household moved in the previous year or not. This provides a useful

⁴ Statistics Canada, 2001 and 2016 Census.

⁵ Canada Mortgage and Housing Corporation, Housing Data Portal.

estimate of how much more new tenants pay compared to those who moved in years ago under less acute rental shortages.

The resulting figures for inner-urban Ottawa suggest that when a unit becomes vacant, the rent increases by 12 per cent-17 per cent. This is an extraordinarily sharp increase for a single year.⁶

Table 3: Difference in average rent paid by households who moved in the previous year, Ottawa and selected sub-areas. (Source: Statistics Canada, 2016 Census custom tabulation.)

City of Ottawa Sub-Areas	Rented Dwellings	Average rent: "did not move in the past year" (to May 2016)	Average rent: "moved in the past year" (to May 2016)	Difference	One-year "Moving Premium"
Central Area	4,090	\$1,273	\$1,430	\$157	12 per cent
Inner Area	28,835	\$1,031	\$1,202	\$171	17 per cent
Ottawa East	14,455	\$972	\$1,101	\$129	13 per cent
Ottawa West	9,300	\$1,078	\$1,254	\$176	16 per cent
City of Ottawa	128,280	\$1,107	\$1,261	\$154	14 per cent

The sharp difference between average and current-market rents is corroborated by other data points. For instance, while the average rent on a two-bedroom apartment in Ottawa was \$1,409 in 2019, the City of Ottawa Strategic Plan cites \$1,900 for the same year.

The threat extends even to existing tenants who may be paying lower rents. The imbalance of supply and demand creates a strong incentive for some landlords to "renovict" long-term tenants and replace them with newer tenants willing to pay much higher current-market rents.

⁶ New construction is more expensive than older buildings so, all other things being equal, the higher "recently moved" rents could have been explained this way, IF there had been a significant amount of new rental construction relative to normal rental turnover. However, as of the reference year (2016) there had been almost no recent rental construction in the inner urban area. So, the difference cannot be attributed to all or even most of those one-year movers occupying new, more expensive buildings.

Development channelled into more expensive forms.

Regardless of supply and demand, you can't sell something for less than it cost to build it. Development costs impose an initial minimum rent needed to make a project viable for the builder. Ideally, zoning would enable the most cost-effective kinds of construction to minimize the unavoidable costs to the end user.

On a per-unit basis, low-rise, wood-framed apartment buildings of less than four full storeys, and up to 13 units, represent the single most cost-effective response to land and development costs. Within those limits, the more units can be built on a lot, the less land cost adds to the cost of each unit.⁷

Because such buildings are effectively blocked by the R4 zoning that is supposed to enable them, intensification is disproportionately driven into inherently expensive forms, namely:

- (a) low-density forms such as semi-detached and triplex units which, because of the very high land costs distributed over very few units, result in very expensive units well in excess of most households' needs or budgets; or else
- (b) high-rise towers made inherently expensive due to the cost of steel and concrete construction among other factors. A consultant engaged by the City estimates that steel-and-concrete construction adds \$250 to the break-even monthly rent on a 700-square-foot apartment.

It is for this reason that low-rise apartments in the eight-12-unit range have been identified as the "missing middle" in Ottawa's new housing stock. Again, zoning is not the only factor. Semi-detached dwellings enjoy a significant procedural advantage by being exempt from Site Plan Control, while high-rise towers benefit from procedural "risk economies" of scale where one development application secures the right to build dozens or hundreds of units at once. However, zoning can and does exacerbate these tendencies.

This polarization has the knock-on effect of discouraging rental construction specifically. Because both semi-detached and high-rise buildings can easily accommodate parking, they are more attractive to buyers, who are more likely to insist on having a parking

⁷ Wood-frame construction is approximately 25 per cent cheaper than steel and concrete construction. Buildings of three full storeys or less (a habitable basement does not count as a storey) fall under Part 9 of the Building Code and involve less costly standards. At 13 or fewer units, compliance with accessibility requirements can be met with a ramp instead of needing an elevator.

space to ensure resale ability. So, in addition to being more expensive, the typologies that are favoured by the current regime are also those that are least likely to add to rental stock. (Conversely, tenant households are significantly less likely to have or need vehicles and have little reason to insist on a parking space that they do not themselves need "just in case.")

Low-rise apartments on small lots, without parking, serve an enormous latent demand for housing in dense neighbourhoods near transit: a demand that zoning has systematically frustrated for decades.

In short, the main benefit of R4 Phase 2 to affordability is to increase the supply of rental units, and to minimize the unnecessary costs of doing so. The immediate benefit is in adding desperately needed supply to limit the pressure on rent on all the other units-units that until recently were affordable, until a rental housing shortage made them not.

How affordable, and for whom?

There are two relevant definitions of "affordable" rental housing for policy purposes. In both cases the threshold is that the reference household should not have to spend more than 30 per cent of its gross income on housing.

- In the case of current Official Plan, the reference household is the 30th percentile of all households (owner and renter.) "Affordable" rent in this case would be \$1442/month.
- In the case of the 2020 Provincial Policy Statement, the reference household is the 60th percentile of renter households specifically, which puts the affordability threshold at \$1538/month.⁸

As part of this review, the City engaged a development consultant to produce several model pro forma analyses for an eight-unit building configuration on a typical infill lot. The consultant was asked to assume a minimum viable return on investment, and to thereby estimate the minimum "break-even" rent:

- on a sample two-bedroom, 714 square foot unit in an eight-unit building on a 360 square metres lot, break-even rent is \$1677/month.

⁸ Although we should not give too much weight to these affordability thresholds. Using percentiles of gross household income, while a common rule of thumb approach, is problematic for several reasons. And if you can only afford \$1200/month, it's cold comfort indeed to know that that \$1500/month apartment is technically affordable.

- on a sample two-bedroom, 555 square foot unit in an eight-unit building on a 300 square metres lot, break-even rent is \$1423/month.

For comparison, average city-wide rents on two-bedroom apartments are \$1,409 as of 2019.⁹ However, this is not reflective of actual market rents, since average rents are weighted by units that have been occupied for a long time and have benefited from rent control. City-wide, the asking rent on a two-bedroom apartment is currently \$1900, almost \$500 higher than the city-wide average. Asking rents in the inner urban area are even higher. Viewed this way, most urban apartment hunters would be happy to find a two-bedroom unit in the \$1450-\$1700 range.

This exercise is the first time the City has modelled the costs and financial impacts of zoning regulations. If \$1677/month or even \$1423 seems expensive, it is still more affordable than all the options permitted by the status quo, which have never been subject to such analysis. This should be a profoundly sobering realization, illustrating for the first time that **housing is expensive to produce even under the most favourable possible zoning**. But the smaller units resulting from allowing more units on smaller lots represent a significant improvement to affordability.

The concern about affordability to low-income households is real, but this is a deeper, systemic issue of market failure. Inclusionary zoning policies can begin to help this lowest-income demographic, where permitted by Provincial legislation.¹⁰ However, the rental supply issue in Ottawa has festered for so long that even middle-income tenant households consistently have problems securing suitable housing, and this is a demographic that the proposed zoning amendments can help.

In any event, a fundamental constraint to affordability, regardless of zoning, is the cost of land.¹¹ Any discussion of housing affordability needs to acknowledge that the past

⁹ Canada Mortgage and Housing Corporation Housing Data Portal

¹⁰ As would a more comprehensive and permissive approach to rooming houses, which DO represent a potentially affordable way to house low-income individuals (who make up a disproportionate share of low-income households.) The 30th percentile of renter households can afford \$779/month, a threshold that can only be met by rooming units. However, neighbourhood opposition to rooming houses (or to their related form, the so-called "bunkhouse") poses a significant obstacle. The R4 Phase 1 amendment, which effectively outlawed bunkhouses, also closed off a viable form of housing available to individuals of low income. Given the findings of Phase 2 around affordability and costs, this may need to be revisited at some point.

¹¹ Following presentation of model apartments to the Technical Working Committee during the summer of 2019, we were asked to conduct a similar analysis of other forms including townhouses and six-unit apartment dwellings: that is, buildings that placed fewer units on the same lot. The resulting "break-even" rent on townhouse units was between \$3500 and \$5000 a month (depending on whether it included secondary dwelling units.) The break-even rent on units in a six-unit, two-storey building (rather than otherwise-identical units in an eight-unit, three-storey

several decades (since the current R4 zoning was largely established) have added upwards of half a million dollars to the starting cost of any infill development, just for the lot. The sharp increase in house values over the past twenty years, that has directly benefited early homeowners, translates directly into much higher costs for infill lots and thereby for new apartments.

Demolitions and effect on existing housing affordability

During the consultations, staff were asked by the Hintonburg and Mechanicsville Community Associations. "How do we know these changes won't actually hurt affordability, by encouraging developers to demolish existing rentals and replace them with more expensive apartments?"

In response, Staff examined four years' worth of recent permit data in those neighbourhoods, including demolition and construction permits, and found that:

- Most of the buildings that are demolished are owner-occupied detached dwellings, not affordable rentals.
- While zoning cannot and does not prevent people from demolishing buildings and replacing them with new ones, it can influence what goes up in their place. Under the current zoning regime, the most likely replacement is very expensive semi-detached or even detached houses. (In some neighbourhoods, the usual pattern may be to replace a house with three or four large, expensive rental units.)
- Demolitions account for the loss of one rental unit in a thousand each year.

These findings are likely typical of urban R4 neighbourhoods. It is usually detached houses that are replaced; the zoning status quo produces fewer units, and the units that are built, are unaffordable to most households.

It's far easier to replace a tenant than to replace a building. In a low-vacancy market some landlords may seek to increase turnover of rental units and bring in new tenants at higher rents or demand higher rent increases than may be specified by provincial guidelines, knowing the existing tenants are at a disadvantage. Short-term rental platforms that divert housing stock away from long-term use likely make things worse; the City has been taking steps to curb this.

building) was \$2162 rather than \$1677—a premium of almost \$400/month due directly to the same land cost being spread over fewer units.

We agree that the City is losing affordable rentals. However, demolitions and infill are at most a minor contributor compared to the scarcity of units that drives up rents in bidding wars.

In any case, the new draft Official Plan will incorporate measures enabled under the *Municipal Act* to prohibit the demolition of rental units.

Document 7 – Family-sized Units

Several commenters, including Community Associations, have requested that the proposed zoning include a requirement that a certain number of units in a building be "family-sized." This is generally taken to mean units of three or more bedrooms.

It is important to ensure that a range of unit sizes can reasonably be built in any given neighbourhood according to actual housing demand. A supply of family-sized units is all but guaranteed by minimum lot size requirements that, even with the proposed R4 amendment, will still limit nearly half of R4 lots to detached, semi-detached, triplex and townhouse forms.

To go further and generally require a certain proportion of family-sized units at the individual building level is not advisable. Doing so would be, at best, unnecessary and heavy-handed; and at worst, would completely defeat the purpose of the R4 Zoning Review, which is to enable more apartments to be built.

Pursuing such a measure would hinge on several questions:

- (1) Is there a demonstrable shortage of family-sized units alongside an overabundance of smaller units (in other words, is there a shortage of a particular size of unit, rather than of units generally?)
- (2) If there were such a shortage, to what extent is that shortage attributable to some obstacle or perverse incentive built into the zoning?
- (2) If we were to amend the zoning to correct that shortage, would doing so have unacceptable side effects?

(Before proceeding with this discussion, we must make explicit that using zoning to specifically encourage more of a certain resident or household types to locate in a neighbourhood, and implicitly to have fewer of other resident or household types, is discriminatory and inappropriate. We explore the topic of families in the downtown simply to respond to the oft-stated belief that there would be more families who choosing to move downtown, but for zoning that frustrates that desire.)

Supply vs. demand for large units in the inner-urban area.

On balance, rental vacancy data do not show a lack of large units relative to smaller units. Rental vacancy rates for all unit sizes have been consistently low throughout the inner-urban area. In some areas, the rates for large units are lower than for smaller

units, and in others the reverse is true. The vacancy rates are almost all unacceptably low and have been for years. Almost nowhere in this area is there an overabundance of any unit size.

More broadly, an analysis of Census data on households and dwelling units generally (regardless of tenure) in Ottawa suggests that it is in fact smaller units (i.e. bachelor and one-bedroom apartments), and not family-sized units, that are particularly undersupplied.

Census data provides a breakdown of families and households by composition.¹² It also provides counts of dwelling units by bedroom count. This allows us to make some informed guesses about how many households need a particular size of unit, and how the actual supply aligns with those needs.¹³

	City of Ottawa		R4 Phase 2 Study Area	
	#	per cent	#	per cent
Units by bedroom count	373,760	100 per cent	108,325	100 per cent
Bachelor or one-bedroom	55,975	15 per cent	38,455	35 per cent
Two-bedroom	77,025	21 per cent	33,700	31 per cent
Three or more bedrooms	240,755	64 per cent	36,195	33 per cent

	City of Ottawa		R4 Phase 2 Study Area	
	#	per cent	#	per cent
Households by household type	373,755	100 per	108,085	100 per

¹² For the purposes of this estimate, we treat each census family as its own household. Strictly speaking this is inaccurate, since households and families are tallied separately, and roughly 5,700 households in Ottawa are multi-family households. We don't know the structure of the families within those multi-family households and cannot confidently translate them into household counts. However, it doesn't matter: 5,700 represents about 1.5 per cent of the 374,000 households in Ottawa, and thus is not enough to materially affect the conclusions, as we will see.

¹³ The key word here is "need." Certainly, many households may choose larger units and more bedrooms if they can afford it. In this model, we assume that every unattached adult, couple or single parent needs their own bedroom. We also assume that each child needs their own bedroom.

		cent		cent
Singles	105,745	28 per cent	49,235	46 per cent
Couples without children	99,685	27 per cent	24,740	23 per cent
Couple and lone-parent families w/ one child	66,740	18 per cent	13,150	12 per cent
Couple and lone parent with 2+ children	88,350	24 per cent	13,335	12 per cent
Roommates (non-family household, 2+ members)	19,190	five per cent	8,260	eight per cent

What do these figures tell us about the balance of supply and demand for small or large units?

	City of Ottawa	R4 Phase 2 Study Area
Zero or one-bedroom units	55,975	38,455
<ul style="list-style-type: none"> • Single-person households only 	105,745	49,235
<ul style="list-style-type: none"> • Single-person plus childless couple households 	205,430	73,975
Zero-1bdrm unit shortfall (relative to core need)	-49,770 to -149,455	-10,780 to -35,520
Three-or-more bedroom units	240,755	36,195
<ul style="list-style-type: none"> • Families with two or more children 	88,350	13,335
<ul style="list-style-type: none"> • Families with 2+ children, plus all 	107,540	21,595

roommate households		
3+ bedroom unit surplus (relative to core need)	+107,540 to +152,405	+21,595 to +22,860

City-wide, Ottawa's housing stock is already overwhelmingly concentrated in large, family-sized units. Nearly two-thirds (64 per cent) of Ottawa's housing units are three or more bedrooms.

Conversely, only 15 per cent of Ottawa's units are bachelor or one-bedroom units, compared to single persons who make up 28 per cent of households, or the 55 per cent of Ottawa households whose core housing need is for one-bedroom units (i.e. single people and childless couples.) This means that anywhere from 13 per cent to 40 per cent of all Ottawa households are "overhoused" in units that are larger than they need.

Many of these small households may well choose larger units because they want, and can readily afford, more space. Some childless couples may not plan to be childless for long; some people may want guest rooms or a home office. But given this very large gap, and given the high cost of all housing, it is hard to avoid concluding that a significant number of households in Ottawa are left with no choice but to settle for housing that is more than they need and/or can afford.

The same holds true in the inner-urban area, where there are more small units, but also many more small households. Even with the most conservative estimate, 49,000 inner-urban households are single people, in an area with just over 38,000 bachelor or one-bedroom units, a shortfall of about 11,000 small units.

Meanwhile, the number of inner-urban family-sized units is about 22,000 more than the kinds of households who need them. If there are relatively fewer families in the inner-urban area, it cannot be ascribed to a lack of large units.

Does the current or proposed zoning discourage or prevent family-sized units from being built?

Zoning is contributing to a shortage of apartment units, but it is not contributing to any specific shortage of family-sized units. If anything, the current zoning favours large units at the expense of providing smaller ones and has for decades.

Measured in land area (hectares or square metres), the vast majority of inner urban low-rise (R1-R4) zones is effectively restricted to family-sized units, because:

- Three-quarters of that land area is zoned R1, R2 and R3, which limits any new development to at most four units regardless of lot size. Within the permitted building envelopes, such unit counts necessarily produce very large units easily suited to a family that can afford them (though unaffordable to most families.)
- Furthermore, in the R4 zones, at least 75 per cent of lots are currently restricted to large-unit typologies due to minimum lot size requirements.¹⁴ Under the proposed R4 zoning this proportion would drop to about 45-50 per cent. The remaining lots would still be too small for apartments even under the proposed zoning, and therefore would effectively be restricted to R1-R3 uses and family-sized units.
- Overall, over 90 per cent of the inner-urban R1-R4 zones are effectively restricted to family-sized units. The proposed changes to the R4 zoning would bring that figure to about 80 per cent.¹⁵

Would more large units bring more families into the downtown?

So, zoning is unlikely to pose an obstacle to families living downtown. Far more likely, it is the cost of land and construction, which makes large, family-sized units prohibitively expensive for many families, particularly considering that childbearing years are seldom a couple's highest earning years.

Empirically, large units in the inner-urban area have been as likely to be occupied by groups of roommates as by families. The bunkhouse model of development, now outlawed, is best understood as a means of providing housing that is affordable to single people, when zoning does not permit bona fide apartments but instead drives small numbers of large units. The economics of building large units on a \$600,000 lot means that each such unit must rent for at least \$3,500. Almost the only households that can pay that are groups of four to six rent-paying individuals, i.e. roommate households.

Unintended consequences

¹⁴ And of the R4 lots that are considered "large enough" for apartments under the current zoning, many already have apartments on them, and thus are not available to build more on. And, many such lots are occupied residents who are perfectly happy to stay there in the existing building. Thus actual opportunities for low-rise apartment construction become a fraction of a fraction of an already-small fraction of the inner urban area.

¹⁵ We have excluded the mid- and high-rise R5 and mixed-use zones from these calculations, because the cost of building high-rises makes the units inherently expensive. In practice, of course, most of the small units that do get built, are built in such towers. But directing all small households to either take over larger low-rise units than they need, or go pay more for less space in a concrete tower, is deeply problematic.

All housing choices involve trade-offs between price, location and floor area; increased floor area is directly at odds with affordability. Several commenters have already noted with some dismay that a minimum rent of \$1677 for a 714-square-foot unit is less affordable than might be hoped. Mandating still larger units would necessarily make them more expensive.

However, the more serious issue has to do with the physical limitations of a small site and building footprint, and the resulting challenges of complying with applicable law. On a small lot and a small building footprint, providing large units becomes physically almost impossible in a building over four units. This is because of the limited building footprint, and how the demands of exit stairs, accessibility ramps and other features cut up that available floorplate. The constraints are not just floor area, but also linear dimensions (such as the length needed for a wheelchair ramp with a Code-compliant slope).

Requirements applied to one floor constrain how the other floors can be configured. (For instance, bathrooms typically need to all be above each other because they all connect to the same pipes. A different floor plan on two different levels complicates this immensely.)

As a result, there is almost never such thing a small building with "just a few" large units. You can build four four-bedroom units (one on each floor) or you can build eight one- and two-bedroom units, but it is impractical to build some mix of the two. The decision to require some large units prevents any smaller ones from being built.

Conclusion

The proposed R4 zoning does introduce a requirement for 25 per cent of units, on lots over a certain size threshold, be two or more bedrooms. We consider this justified because

- (a) two-bedroom units are a particularly versatile size suited a relatively wide range household types; and because
- (b) 25 per cent, given a sufficiently large lot, is not an unreasonable or onerous standard to meet. Furthermore,
- (c) the lot size threshold (15 metres wide/450 square metres or larger) was chosen because it makes large units easy to provide. It also aligns with other standards in the proposed amendment, namely the threshold at which parking becomes

permitted. The same size of lot where larger units start to be required, is also the threshold at which parking (perceived by some as particularly necessary for families) can be accommodated.

However, going further and requiring still larger units and/or more of them, is neither necessary nor appropriate. Doing so on smaller lots would be disastrous given the goals of the R4 Zoning Review and would have the same effect as downzoning most R4 lots to R3 or lower. This in turn would continue to exacerbate Ottawa's rental apartment shortage, particularly for the thousands of households whose core need is for one-bedroom units.