

## Summary of Written and Oral Submissions

### R4 Zoning Review, Phase 2

In addition to those outlined in the Consultation Details section of the report, the following outlines the written and oral submissions received between the publication of the report and prior to City Council's consideration:

#### Number of delegations/submissions

Number of delegations at Committee: 10

Number of written submissions received by Planning Committee between August 17 (the date the report was originally published to the City's website with the agenda for the August 27 meeting) and September 10, 2020 (committee meeting date at which the matter was considered): 19

#### Primary concerns, by individual

**Charl-Thom H. Bayer, Chair of Development Review Committee, Manor Park Community Association** (oral submission, and written submission with **Elizabeth McAllister, President, MPCA**)

- the proposed zoning does not provide sufficient measures for addressing a number of key issues, which include insufficient protection for greenspace and tree canopies; lack of provision for family apartments of an appropriate size; ensuring that there is a variety of housing options for the maintenance of demographic diversity in urban residential areas
- appropriately sized family housing and single/ couple apartments at a variety of price points, as well as adequate greenspace is critical for denser urban living and the physical and mental wellbeing of residents in support of sustainable and resilient communities.
- the proposal to require at least 25% of the units in a building with more than twelve units be at least two bedrooms does not go far enough in ensuring that families are accommodated in R4 zones close to the city centre, and the requirement for two bed-room units will only be applied to R4-UC and R4-UD zones, which will produce very little of what could be termed 'family housing' on the market, and will only cater to singles/couples and families with at most one child; expanding this requirement across all four zones would be appropriate, or alternatively, make provision for 25% of apartments to be three-bedroom apartments in zones R4-UA and R4-UB; it is important to ensure that zoning regulations encourage demographic diversity in the

City Centre, despite the fact that approximately 50% of Ottawa residents are singles and couples without children

- the expected size (66m<sup>2</sup>) for a “typical two-bedroom apartment” is very small and not conducive to a healthy living environment and further re-enforces the perception that the provision for two-bedroom apartments will not really provide family housing; the zoning regulation should include specific provisions to ensure that adequate provision is made for family apartments as well, which would include apartments larger than the “typical” apartment referred to above; it is not entirely inappropriate to provide minimum sizes for apartment typologies or even minimum sizes for what may be deemed a bedroom
- the R4 Zoning regulations should encourage the creation of more resilient and sustainable communities; focusing only on the cost and profit per unit in any single development risks overlooking the production of sustainable and resilient communities in the long term
- in conjunction with the reductions in outdoor greenspace for some low-rise apartments, and in the absence of other measures to guarantee access to outdoor landscaping, the zoning regulations should be amended to ensure adequate outdoor/green space for residents; rooftop terraces in three-unit low rise apartments and stacked dwellings would provide the outdoor/greenspace; potential disturbances that may arise from rooftop terraces should be dealt with in accordance with the particulars of the neighbourhood and community circumstances
- with increased densification, access to suitable outdoor space and greenspace go hand in hand and is vital for maintaining physical and mental health; while the R4 Zoning does not deal with other land uses, it is imperative that public amenities and other land use zones are proportionally increased in areas where the zoning densities are increased;
- there should be linkages with the Open Space and Leisure Zones; at the moment it is not clear what strategies are being followed to provide for amenities, open spaces and leisure activities in the areas of increased density; in conjunction with the loss of greenspace, a robust set of international academic research demonstrates that lack of access to green spaces and urban densification are correlated to a significant increase in depression and schizophrenia, anxiety and stress in individuals living in densified neighbourhoods
- it is vital that mature trees are preserved and that new trees are planted; stronger protections should be provided to ensure that trees are not removed/damaged during the building process, and where this does happen, that they are replaced

- the City of Ottawa should engage in an aggressive urban parks, tree and greenspace protection strategy, and ensure appropriate greenspace at the front and the rear of the properties
- there does not appear to be any compelling evidence that the recommendations proposed will lead to any significant improvement in the production of more affordable housing, the loss of which may arise due to short term rentals and infill development with higher rent costs; in the absence of other supporting measures to ensure developers deliver affordable housing, the City must clarify what kinds of affordability targets it is seeking to achieve and provide the regulatory framework for how this will be accomplished; there is also a risk that existing lowrise apartment estates, which often represent green, well-treed and long-time communities, would be replaced by less affordable developments with smaller units that exclude families
- the R4 zoning review, and the general emphasis on intensification (densification), requires that the proposed zoning amendments and intensification efforts be accompanied by appropriate measures to improve access to transport, greenspaces, schools, recreation and retail (food); it is not immediately evident how the zoning process is linked to other initiatives to ensure that the proposed intensification from the zoning amendments does not degrade the quality of life of residents
- the strategy must integrate the provision of the necessary social infrastructure to accommodate a denser population, including parks, recreational facilities (community rinks, pools and community centres, libraries, fresh food and access to government service centres with the proposed zoning densification, a social infrastructure plan must precede the implementation of the R4 Zoning amendments for which the City must be accountable

**Marjolaine Provost and Shay Purdy, Overbrook Community Association** (oral submission and slides)

- expressed general support for changes to encouraging more low-rise apartment buildings with articulation and to discourage flat, box-shaped buildings
- would like to see policy added to the OP to give directions on the Committee of Adjustment and its future interpretations of any minor variance requests for these R4 zoned properties so that they don't go too far out in the variances
- spoke to the necessity of properly designed roof top terraces in Overbrook to provide needed amenity space and recommended staff be directed to start the study as soon as possible; would like to see this lead to implementation of green roof policies

- supported the provisions around maximums for lot size and unit count to avoid oversized low rise buildings, and urged the committee to put a firm cap on the maximum number of units possible, suggesting a cap of 24 on consolidated lots
- recommends increasing the number of two-bedroom (or more) units required from 25% to 33% and adding a requirement for some three-bedroom units, to support family dwellings, and prohibiting buildings with only bachelor or one-bedroom units
- suggests more work is needed, with a report back on a fuller range of mechanisms to ensure there will be sufficient sidewalks/infrastructure to support the intended transformation.

**Susan Young, President, Action Sandy Hill** (oral submission)

- density is a public good, something that belongs to all for the benefit of all, but should be assigned in such a way as to guarantee more affordable housing in better 15-minute neighbourhoods across the whole of Ottawa, by mandating gentle intensification across all the city's residential zones and then incentivizing affordability with a density bonus, using the inclusionary zoning tool and ensuring that every neighbourhood contributes equally to solving the housing problem
- at least 85% of Sandy Hill is R4 and the results of this review will have a particularly large impact on the neighbourhood; over 1000 new units are being added to Rideau Street and Robinsion Village, and on Lees Avenue there's a proposal for another 1600 units waiting in the wings
- recommended that rooftop patios not be permitted as they provide amenity space for only about 4 months of the year and lead to arguments amongst neighbours
- recommended that the recess for front façades be put back to 1.5 meters, as previously proposed, rather than the token 60 cm proposed for articulation
- recommended that inside garbage storage areas be required to help tenants manage their waste and support the new Solid Waste Master Plan
- noted that parking is a big issue in Sandy Hill and will require some attention
- noted that site plan control remains an onerous and ongoing process for Sandy Hill
- based on the increased unit numbers proposed, on lessons learned from bunkhouses, and being very aware of the near-campus market pressure specific to the neighbourhood, recommended that the City allow the already approved 1000+ units for Sandy Hill to be built, adding in density bonusing, and only then applying the new R4 rules in that neighbourhood

**Chris Greenshields, Vice President, Vanier Community Association** (oral and written submission)

- Vanier is already one of the most densely populated neighbourhoods in Ottawa and they recognize the need to anticipate further intensification, including the more massive developments along their 3 traditional main streets; they welcome this review, as well as Infill II, but caution it must be done right, with a holistic approach, to ensure the new Official Plan is not only words, both in respect of municipal investments and services as well as parks and other public amenities
- the community continues to look for City engagement in addressing the shortage of green space in Vanier, particularly as the investments made by the former City of Vanier in public use of schools are disappearing and access to green space and recreational facilities is declining
- Ottawa, especially post-amalgamation, is a community of neighbourhoods, different one from the other; it is time that neighbourhoods be a focus of attention, as now proposed by staff in respect of 15-minute neighbourhoods, but efforts now need to step up in line with intensification
- a major failure in the R4 review was the preference to try to create fewer subzones in a “one size fits all” approach; despite its 110-year history, Vanier was largely ignored for the mature neighbourhood overlay, and heritage conservation districts proposed by the former City of Vanier were never followed up post-amalgamation, so the neighbourhood lacks some of the planning oversight typical of other inner urban neighbourhoods; however, they are fortunate for past good planning that delivered the large number of low rise apartments in our neighbourhood, the low-rise housing estates, the housing mix which offers wide housing choice and the minimum unit sizes, all in a densely populated square mile.
- Vanier needs to maintain housing choice which is affordable
- given high crime rates, it needs “eyes on the street” so balconies and fenestration are important, all the more so in light of the pandemic; at the same time, facade articulation should not be sacrificed so as to better contribute to the streetscape; they are unhappy about reduced front setbacks as they struggle to restore their tree canopy; lot frontage reductions from Vanier’s 18 m lot frontage to 12 m for low rise apartments in many cases are unfortunate for green space and larger size family accommodation
- Ottawa bylaw and housing standards enforcement is limited and the VCA has supported more bylaw officers so that enforcement can be more robust

- they support Overbrook’s call for reconsideration of the cap on the number of units in the relevant R4 subzone to 24
- they support the points made in the FCA’s recent letter
- they recommend a monitoring plan to establish benchmarks for the review of implementation of the R4 changes in conjunction with Infill II+, including the impact on the building mix and housing choice, number of housing units, their configuration, size and affordability; their vacancy rates, the increase (or loss) of green space, soft landscaping and trees: post-built enforcement action; the per capita park availability and the number of new parks built and finally Committee of Adjustment decisions easing R4 zoning requirements which staff promised would be fixed; regular surveys of residents should be conducted to determine residents’ views on the impacts

**Jay Baltz, Co-Chair, Zoning Committee, Hintonburg Community Association** (oral and written submission)

- There is nothing zoned lower than R4 in Hintonburg so the entire area will be affected by the proposed changes. The Association supports the intent of providing low-rise and multi-unit apartments in the neighbourhood but asks that the minimal set of standards that had been proposed throughout this process, from the Technical Advisory Committee and through public consultations, be restored
  - ❖ Over the course of previous Technical Advisory Committee and community meetings for the R4 study, it was repeatedly emphasized by staff that the impact of the proposed zoning changes would be mitigated by measures intended to mandate a minimum level of design of the front facades that would maintain compatibility with established streetscapes. These minimal measures dictated that 20% of the front façade must be recessed 1.5 meters, to provide some articulation and prevent flat facades with no architectural interest, and that balconies were to be required on the front above the first floor. In the now proposed revisions, even these minimal measures are gone, as the 1.5-meter recess has been reduced to 0.6 meters, which would be barely visible, no recessed façade at all is proposed to be required if there is a balcony, and balconies are no longer required in the front at all.
  - ❖ In the past, the area has been plagued with badly-designed 3- and 4-unit buildings that are essentially boxes built to the maximum permitted envelope with little or no attention to design; it is expected there will now be even more pressure to do this when trying to fit 8 or 12 units onto lots where this number of units can be barely accommodated. A box is also the cheapest structure to build. Once this form is as-of-right, there will be no recourse and therefore, poor design.

- ❖ recommended that, at a minimum, the minimal set of standards previously proposed be restored, and that 1.5 meter articulation of the front façade and balconies on the front be again required to ensure compatibility of this new built form in neighbourhoods where the predominant buildings are articulated and have porches, such as most of the R4 zone in Hintonburg

**Linda Hoad, Co-Chair, Zoning Committee, Hintonburg Community Association** (oral and written submission)

- the recommendations in this report are unfair to the R4 neighbourhoods that will be impacted by the zoning changes proposed, and the report is a betrayal of all those who have spent countless volunteer hours on Infill 1 and 2 as well as the R4 Zoning review; the most recent version of the by-law has removed many of the redeeming design features in the earlier draft and now proposes that 8 units will fit on a 300 square metre lot as well as on a 360square metre lot and still offer reasonable amenity space and unit sizes
- the present proposal is asking too few neighbourhoods to solve the housing affordability problem; both the City and the private sector need to contribute to creating affordable housing for the 'missing middle'
- Council has declared a housing emergency; inclusionary zoning should be implemented now
- there must be consistent and vigorous enforcement of policy to prevent demolitions prior to issuance of a building permit, combined with consistent Property Standards enforcement to discourage this type of loss and help to protect existing affordable housing, especially those units which are taken off the market or demolished while the owner waits for the right time to develop the property
- the private market should contribute to affordable housing by retaining rental units on sites where redevelopment will eventually occur; if the buildings are demolished and replaced by seeding and fencing, or if they are left unoccupied, an enormous amount of staff time and effort are required to enforce the demolition permit conditions or the Property Standards by-law
- temporary zoning requests (new or renewal) for lands with residential or mixed used zoning must be refused
- the City should inform every applicant applying to build rental housing about the Canada Mortgage and Housing Corporation's rental construction financing initiative and encourage them to make use of this program

**Cheryl Parrott, member, Zoning Committee, Hintonburg Community Association** (oral and written submissions)

- the R4 areas will be the only part of the City where there is no per-unit calculation for amenity space on triplexes and low-rise apartments, effectively reducing the required amenity space at a time when we have learned how vital amenity space is in a physically distanced world
- the required amenity space on lots less than 360 m<sup>2</sup> will be the same whether the building has 3 apartments or 8 apartments – just 35 m<sup>2</sup> total amenity area, 25 m<sup>2</sup> of that being usable space (the size of one parking spot for a car), with no requirement for trees and permeable areas, even in a climate emergency
- there must be a minimum per-unit amenity requirement in all zones, whether through back yards, balconies or rooftops
- approved and pending development for Hintonburg and Mechanicsville means the area density will be doubling, and most of the new units will be studio and 1 bedroom apartments, significantly shifting the demographics of a community with 3 primary schools and 1 middle school in easy walking distance; this amounts to about 12% of the required growth in the urban boundary over the next 25 years just in this small area, but there doesn't seem to be an analysis for planned amenities and their timelines and the required physical and social infrastructure to support that growth

**Emily Addison, member, Zoning Committee, Hintonburg Community Association** (oral and written submissions)

- there is very weak direction to the Committee of Adjustment in the report, which says that everything can be varied as long as garbage can somehow be taken to the street, which in turn takes away any predictability for the community and puts them in a perpetual process of opposing minor variance applications, gives no predictability to communities or developers, and adds costs and delays the process by many months
- privacy of neighbours will be very much reduced if there are 6 balconies looking into the yards of neighbours, especially without the requirement for trees, and privacy and amenity space could be even more at risk if the rear yard setbacks are even further reduced
- staff should be directed to provide strong direction to the Committee of Adjustment not to vary rear yard setbacks, which were increased in Infill II as a result of real impacts the reductions created



**Sheila Perry, Chair, Federation of Citizens' Associations** (oral submission)

- spoke to the importance of: predictability in zoning to support neighbourhoods; sustainability of heritage, character and environment; equity in density to support the 'missing middle', done right within neighbourhood context, to ensure affordability and accommodate families; good and balanced design; parking considerations; housing and amenity inventory
- indicated that close monitoring and review, as well individual neighbourhood solutions, will be crucial to get the desired transformation, and to ensure it does not load onto the Committee of Adjustment with debates, challenges, etc. for a lot of variances.

**Alexandra Stockwell** (written submission)

- cost estimates and favouritism to developers:
  - ❖ the minimal information that has been provided to support the contention that current zoning has inadvertently made creation of walk-up apartment units too expensive to build is unconvincing
  - ❖ the staff report discloses that the City hired a "development consultant" to do analyses on what "break even" rent could be, based on costs of development and assuming a "minimum viable return on investment"; it is known that the consultant, Renfroe Land Management, has close ties to the Greater Ottawa Home Builders Association, which is an obvious conflict of interest that undermines the credibility of the data; in addition, the "minimum viable return on investment" is not disclosed, nor are the estimated costs, and there is no mention of whether any due diligence was done to validate these estimates using non-biased sources; the lack of transparency and due diligence, combined with the conflicted position of the "expert", are foundational problems that the City needs to address before approving the Proposed Amendments
  - ❖ the Phase 2 Report makes it clear that the cost of land is included as a development cost; the inclusion of land costs reveals a bias in the Phase 2 Report in favour of development by for-profit developers rather than organic redevelopment carried out by existing property owners who did not acquire their properties for the express purpose of demolition and redevelopment, and who would not need to count the cost of land in their development costs
  - ❖ considering that there are relatively few vacant lots available for development in the targeted urban neighbourhoods, it follows that the majority of redevelopment is being done by demolishing existing buildings; the report states that Staff's review of 4 years' worth of permit data shows that most

buildings demolished are owner-occupied detached dwellings; taking this at face value, it means the majority of inner-city development is being done by existing owner-occupiers who already own the land; as such, the financial analysis should have been done without taking into account the cost of acquiring land, since the majority of development is done by individuals who bought the property for reasons independent of potential development

- ❖ by seeking to change zoning to address an economic factor (rising land costs) that only impacts one specific type of developer (those who acquire land for the express purpose of demolition and redevelopment), the report reveals that it is, in fact, using changes in zoning not only to influence what gets built, but who builds it—in particular, the changes seek to give an advantage to the development industry in the competitive market of land acquisition, which should not be the role of the City, especially if that advantage is given with nothing offered in return, i.e. no requirements that the development industry will build any affordable (below market) units in exchange
- ❖ it appears that “land cost” was estimated using an average price of all properties without distinction between the types of properties that really require redevelopment (i.e. vacant lots or buildings that are very run-down and require replacement) and properties with existing homes or multi-unit buildings in good repair; by doing this, it seeks to counter or minimize the market forces that disincentivize the acquisition, demolition and redevelopment of perfectly good housing stock; implementing zoning changes that seek to make it easier for developers to acquire and destroy existing viable housing is contrary to the Provincial Policy Statement; it would be more efficient and better for the environment to encourage developers to focus on vacant or dilapidated buildings, which are less costly to acquire, and encourage existing home owners to carry out targeted or limited renovations/expansions to add rental units in detached dwellings
- “family-sized” units:
  - ❖ it does seem to have been fully taken into account in Document 7 that the size of people’s households changes over time; point-in-time census data was used to analyze the number of households formed by 1, 2 and more individuals, but without taking into account the percentage of the population that remain 1-person households for life, compared to those who will eventually be part of larger households; a three-bedroom apartment could accommodate all of those life stages, where a bachelor or one-bedroom could not; one way of improving affordability is building the kind of stock that would accommodate changes in household size needs over time; development that favours the type of housing

that cannot accommodate residents' changing needs over time is planned obsolescence on the housing level

- ❖ to the extent that the data says anything about the comparable demand for different-sized units, it suggests that the scarcity issue is more pressing for 3-unit apartments, yet the report is nonetheless prioritizing smaller units
- ❖ one of the main arguments in Document 7 for not requiring 3-bedroom apartments in R4 areas is that the vast majority of inner urban low-rise (R1-R4) zones is effectively already restricted to family-sized units because in R1-R3 areas new development is limited to 4 units regardless of lot size; which seems to say that the City is actively using zoning to push families out of R4 areas and into other neighbourhoods; otherwise, the more logical solution to the problem would be to change zoning to permit more moderate intensification over a broader area (i.e. in R1-R3), rather than hyper-intensification in just the R4 zones
- summary of comments submitted in May 2020 on the proposed amendments:
  - ❖ most of the proposals set out in the Proposed Amendments should be rejected, significantly revised, or made conditional on certain other factors that may be set out in the City's revised Official Plan; as they currently stand, the Proposed Amendments are built on inadequately supported premises, are unlikely to achieve the City's stated goals, and are more than likely to decrease the quality of life for both renters and owners in the targeted neighbourhoods
  - ❖ there is no evidence to support the assertion that the proposals to increase unit density tied to lot sizes will increase affordability for anyone but the builders, nor that they would provide attractive options for a range of different households, tenures or incomes; in addition, some of the design proposals are unnecessarily restrictive and ill-suited to meet the goals of attracting a range of households and integration with the public realm
  - ❖ the research and data that informs the proposals is limited and of low quality and a disappointing lack of supporting evidence was presented to the public; it is disturbing to think that the City is making major planning decisions and setting policy without adequate independent investigation and discernment, and seems to be relying on advice and data provided by biased sources, i.e. individuals and companies who either are or are closely tied to the for-profit developers and home builders; the undue influence of the building/development industry on City officials is an oft-raised concern and while it does not necessarily mean that any particular individual lacks integrity, if the City has not devoted its own financial and human resources to conducting its own

independent research this would systemically create a situation where City staff/officials have no data or research to rely on other than that provided by the biased building/development industry

- ❖ it is objectionable to tie increased unit density to lot size, as density is not defined, not measured, and not conducive to some stated goals
- ❖ there isn't necessarily strong evidence of social/public/environmental benefit resulting from the City's intensification efforts to date, and instead it seems that changes have mostly benefited profit-motivated private enterprise; the benefits are not "trickling down", which suggests that a major change in how the City approaches intensification is necessary to achieve its stated goals
- ❖ even setting aside the dubious benefit of densification generally, the difficulty in claiming that any proposal can meet the City's stated goal meeting a need for a "missing middle" of mid-density urban infill is that the goal itself is ill-defined; from the descriptions provided by the City, it appears that the "missing middle" means low-rise apartment buildings: something between single-family homes (including duplexes and triplexes) and high-rises, however, no quantification is provided in terms of how many units currently exist in each building type, nor what the goal distribution should be
- ❖ the term "mid-density" is similarly ill-defined and unmeasured in real numbers and/or other measurable elements; while it is not necessarily helpful to measure density in terms of the ratio (or range of ratios) of households per hectare, the City has not set a clear goal in any terms, whether it be households per hectare or using other metrics; a more useful way to measure and set goals for density is by considering how many green spaces, libraries, arenas, schools, community centers, medical care facilities, grocery stores, and other businesses per area or per number of households are required for healthy, high quality-of-life density; road usage and congestion should also be taken into account, which would appear to be consistent with expert studies; the City does not currently have well-developed, specific targets for these types of measures of density, nor does it have any (publicly available) metrics of the current density of each of the neighbourhoods that would be impacted by the zoning change, and under these circumstances, it is impossible for citizens to provide truly informed support for the proposed amendments
- ❖ the proposed amendments only address unit density tied to lot size (how many units per 10m, 12m and 15m wide lots), without any contextual analysis of the density of the rest of the street or neighbourhood, or the capacity of existing infrastructure and amenities to support the potential new households; this

approach to intensification is not suitable to meeting the City's stated goal of creating a range of housing attractive to a wider range of households, tenures and incomes; studies have shown that neighbourhood design and qualities of the specific dwelling determine the character and liveability of a residence, and access to green spaces has been considered as the single most important neighbourhood factor for improving the appeal of compact living; correspondingly, experts attach great importance to proximity and easy access to institutions of local supply, jobs, co-working communities, and local services/facilities; any measures or policies designed to increase density with a goal of creating attractive, vibrant urban neighbourhoods with mentally and physically healthy residents must therefore take a contextual approach; the prohibition on rooftop terraces is directly contrary to the finding that access to green space makes a densely-built area more livable and thus attractive to a wider range of potential residents; rooftop terraces can be built in a way that does not infringe the privacy of neighbours, through required set-backs from the edges and screens

- ❖ if it is not possible to build such a contextual analysis into the zoning rules, then such rules should not be changed to allow the increased number of units as-of-right; it is illogical and contrary to the evidence regarding relevant factors to set or change density rules on a lot-by-lot basis without connecting that density to that of the broader neighbourhood/context; in the meantime, builders should have to continue to apply for variances where hopefully the opportunity will exist to do the contextual analysis required for resident-focused healthy neighbourhood development
- ❖ proposals designed to enable and encourage compact, 1-bedroom and 2-bedroom apartments is inherently incompatible with the City's stated goals of increasing affordability and suitability for a wider range of households; no evidence has been provided to support the claim that the proposals will make it easier for families to stay in the city; on the contrary, many of the properties acquired and buildings demolished to make way for the new apartment buildings are single-family homes with yards and parking spaces, and the types of compact apartments the proposals would encourage (there is no requirement to build 3-bedroom apartments, and the City acknowledges that it is most profitable for builders to build more smaller units) would not be suitable for families, but would instead target single- person households; they would not be suitable for aging-in-place or accommodating major life changes like a single person getting married or having children; this encourages more frequent turnover, as people need to find a different home for each stage in their life, and

allows the landlord to increase rents more frequently, exacerbating the affordability problem. It is planned obsolescence on the housing level, and will not advance the City's goals regarding affordability or meeting the needs of a broad range of households, particularly families.

- ❖ the documentation accompanying the proposed amendments claims that the proposals will increase affordability for renters, but buried in an Appendix to Discussion Paper #3 was the disclosure that the idea of "affordability" targeted is a two-bedroom apartment that "could ultimately rent for as little as \$1677 a month", but many people would agree that "affordable" is something far lower in price; the proposed amendments offer nothing, and are not seeking to offer anything, for those who could not afford such rent; a far more effective method of achieving true affordability (of the nature that would help address the City's recently declared housing emergency) would be to adopt inclusionary zoning, or requirements for any multi-unit developments to include a minimum percentage of below-market rent units; increased unit density would be much more supportable if that were the case
- ❖ the most transparent statement regarding affordability in the documentation accompanying the proposed amendments is this one: "The purpose of this study is to amend the zoning to enable this scale of apartment building to be built [...] as affordably as possible [...]"; this makes it clear that the goal is affordability for builders; while no consultants or experts appear to have been consulted to determine what is needed from a resident's perspective for a neighbourhood, building or apartment to be "viable", Renfroe Land Management, a company with close ties to the Greater Ottawa Home Builders Association, was consulted "to estimate the development costs and the minimum amount the resulting units could rent for while still keeping the project financially viable."
- ❖ there has been no disclosure of Renfroe's assumptions regarding the costs of construction - the amount of profit for the developer is built into the notion of "viability" - nor the period of time over which it distributes the costs of development (remembering that rents will be collected indefinitely into the future); the claim that the price of building needs to be spread over the number of units, as if there were no other option, is misleading: the cost could also be spread over time, but obviously developers want to make back their money as quickly as possible; it is not the City's mandate to ensure that developers get whatever they want;
- ❖ the Discussion Paper also fails to provide any evidence for the figure of \$500K as the "typical" price to acquire land; in theory, developers should be in the

market to buy run-down or underutilized lots that are selling at below-market prices; there is no need or public benefit in developers buying perfectly viable properties at market prices only to tear them down and build infill and the fact that developers are doing so is part of the problem driving prices up and making homes unaffordable to regular buyers, and should be discouraged rather than enabled by the City; the obvious bias and conflict of interest inherent in adopting a developer or home builder's own assessment of what is "viable", without at the very least closely scrutinizing, independently vetting, and transparently disclosing the assumptions used in such assessment, strips all credibility from the claims regarding "viability" and what is "affordable" for builders; the City should be gathering its own data from objective, unbiased sources and using that information for its financial modelling; similarly, there are other impartial experts who can advise on the profit margins required to make a business viable

- ❖ one of the most foundational premises of the proposed amendments is that making units more affordable to build will lead to them being affordable to rent but there is absolutely no empirical evidence to support this inference; on the contrary, it appears to rely on a fallacy similar to "trickle-down economics", whereby governments excuse commercial entities from taxes or otherwise reduce the costs of doing business with the hope (but without imposing any obligation) that the commercial entities will pass those savings down to consumers, a theory that has been debunked many times over; commercial entities translate those cost savings into bigger profits for themselves and bigger dividends to their shareholders, and the same applies here - commercial developers will translate the cost savings that the City proposes to create for them into bigger profit margins for themselves, and will continue to price their properties highly; while the City asked Renfroe Land Management to estimate "the minimum amount the resulting units could rent for", there is no reason why a developer or management would rent for those prices if the market allows them to set higher prices, and the City has not imposed any requirement to make units available at those minimum prices
- ❖ In order for the City's theory to be even notionally valid, it would need to have some way of ensuring that its proposed changes would create enough supply to make a measurable difference in the supply-demand dynamics. No evidence or data was cited by the City for how many units would need to be built, in hard numbers, to make this difference. There is also no data presented (for example, no historical data or data from other cities who have implemented similar changes) to show that the City could expect its proposed zoning changes to

create measurably more supply than the amount that would be generated under current zoning rules. Given the historical rate of growth on the “demand” side, the higher likelihood is that demand will continue to far outstrip supply, allowing developers to price all the new units at very high “luxury” prices, and pocket all the cost savings. Given that, it is all the more important that zoning rules be enforced to ensure that whatever buildings and units are built meet high standards for design, community integration, and livability.

- ❖ for all of the reasons above, she disagreed strongly with sections of the proposed amendments that would allow a maximum of 8 or 12 units on lots that have minimum widths of only 10, 12 or 15m in all of the new R4 sub-zones, and suggested the most that should be allowed as-of-right would be a maximum of 4 units on a minimum 10m or 12m wide lot (i.e. no change from existing), and a maximum of 6 units on a 15m wide lot; any more significant changes should not be done except as part of a much more contextual analysis and ideally with minimum inclusionary (i.e. true affordability) requirements applied
- ❖ balconies and storage:
  - the proposed amendments only requires balconies on the front of the building, which is purely about imposing a particular aesthetic to the street-facing façade of the building; a better reason to require balconies is the quality of life and viability of the proposed units for the people who will live there, an objective not accomplished under the proposed amendments
  - although floor plans are not part of the proposed amendments, the floor plans presented in the documentation and presentations accompanying the report reveal that the tiny units in an 8 or 12 unit building have a severe lack of storage (no closets, at least on the designs for 10m-wide lots shown at the public meeting at the Hintonburg Community Center on February 11, 2020)
  - studies have shown that good storage and access to a balcony or rooftop deck contribute to the “livability” of a compact urban apartment; as such, the balcony requirement should be revised to require one balcony (on any side of the building) for each above-ground level unit, and the prohibition on rooftop terraces should be changed to allow for rooftop terraces, subject to setbacks and screening to protect the privacy of neighbours, which can replace the need for balconies for some of the units; there should also be a requirement that each unit in an apartment building have adequate storage (minimum of one closet per bedroom)



❖ front-facing entrance:

- The requirement to have at least one active entrance on the front facade is oddly and overly restrictive, as there is nothing inherently attractive about a front-facing entrance and nothing inherently unattractive about an entrance on the side of the building; the orientation of the entrance also does not necessarily facilitate or hinder integration with the public realm; the proposed rule could be relaxed to allow the main entrance to be on the side, perhaps conditional on including some other feature that adds to the visual interest/public integration of the front façade; if accessible entrances are typically or most efficiently on the side of the building (to allow an adequate approach by ramp), creating a zoning rule that would inherently disqualify the accessible entrance from being the main/primary entrance seems contrary to the principles of accessible and universal design

❖ requirement for low window sills on front façade:

- the requirement for bottom window sills of windows facing the public street to be located no higher than 75cm (2 ½') above floor level was clearly not motivated by the principles of universal design (to make it easy for people in wheelchairs to see out), because it is only required on the front facing façade, and it is unclear what this requirement is designed to achieve—it doesn't create a feeling of integration with the street and it creates a feeling of awkwardness for passers-by; if a building has a front yard and balconies facing the street, there is enough of a connection to the public realm; in a front yard or on a balcony, a person is in a semi-public space, and can easily interact with their neighbours; seeing someone through a window doesn't enable interaction, especially since developers often install windows that don't operate; the minimum glass requirements are beneficial, however, both for exterior attractiveness and interior light

❖ parking:

- while the proposed prohibition on parking spaces for low-rise apartment buildings on lots of less than 450 square meters, other than bicycle parking spaces, makes the units less desirable and in theory could bring down the price, it is doubtful that it would be enough to balance the high demand; the Discussion Paper mentions that in 2016, buildings of up to 12 dwelling units were exempted from minimum parking requirements, in part to enable and encourage car-free households to find housing downtown, near rapid-transit stations and main streets, and as a first step to enable more affordable housing, but no evidence has been provided to show if

the exemption achieved any of the intended results, and absent any such evidence it can be assumed it has not; Ottawa has a lackluster public transit system, and it also doesn't provide adequate biking infrastructure, especially in winter, which are necessary prerequisites to encouraging any households to give up their cars; one of the City's stated goals for these proposals is to build urban infill housing suited for a wider range of households but studies have shown that "heavy restrictions on car use [are] a severe obstacle to increasing the attractiveness of urban environments to wider groups of people."; tandem parking is perfectly manageable in an apartment building with a reasonable number of units and does not require sacrificing green space in the front yard, especially if the main entrance could be on the side of the building, accessible by the walkway/ramp; on the whole, parking for apartment buildings of up to four units should be allowed, with 4 being the maximum number of units for lots with widths of 12 meters or less, and parking should be prohibited for all low-rise apartment buildings of between 4 and 6 units, which would only be permitted on lots with a minimum width of 15 meters

**Angie Todesco** (written submission)

- asked Council to bear in mind while making its decision that zoning is often an instrument that promotes inequity in neighbourhoods, and to not keep widening the gap
  - ❖ R4 zoning intent has been to protect residential rights to property that is extensive in comparison, say to R5, that limits the number of dwellings, that cannot be subdivided, that is protected from proximity of roadways and traffic, that conforms to certain aesthetic qualities
  - ❖ it promotes exclusivity
  - ❖ it probably expects services to be within a 15 minute distance but not in its backyard
  - ❖ it will support social housing and other mixed uses outside of its zone, even manage resource centres funded by the city and province to support the disadvantaged
  - ❖ it supports intensification in zones like R5- to protect the environment, even though these zones become crowded, polluted and even dangerous

**Anne Tokarew** (written submission)

- questioned what considerations are being made for parking in R4 zones, noting she lives on a residential street where one side is deemed R4 and has a good number of

rentals on that side of the street (maximum 2 story buildings with an average of 4 units on approximately 15 meter wide lots), and that parking is already an issue there; noted there have been times during the winter when ParaTranspo vehicles can barely drive between the cars parked on either side of the street; worried congestion will increase if this proposed possible doubling of rental units is approved on residential streets in R4 zones

**Diane Morin** (written submission)

- concerns that rooftop patios may cause privacy concerns, which could be solved by installing the railing 4 to 6 feet away from the edge of the rooftop
- porous driveways should be required as a way to ease the stormwater runoff, as new builds now cover what used to be the front lawn, and sidewalks are enlarged, reducing the area of soil that used to absorb the rainwater; given there is a problem with overloaded sewers and overflow of e-coli material in the rivers, rooftop gardens and porous driveways can compensate to some extent for the permeable areas lost to development

**Robert Brinker, Chair, Planning and Zoning Committee, Federation of Citizens' Associations of Ottawa** (written submission)

- because there are R4 subzones outside the inner urban area, there is no need to restrict the by-law solely to that part of the City overintensification within the Mature Neighbourhood Overlay, as opposed to a balanced distribution of intensification throughout the City, is a vital concern for FCA members; there are concerns about the guidance written into the by-law, which might lead to misinterpretation of Council's intent by the Committee of Adjustment; lot widths and setbacks are just some examples
- a more substantial commitment to Site-Plan Control is needed in order to provide the appropriate level of oversight in the many areas which the report states are to be controlled through the Site Plan process
- softening the requirements for front façade articulation, balconies, rooftop patios, which found support in many communities, since publishing the discussion papers is not supported by the majority of the FCA membership
- elimination of parking may be appropriate in some communities but impractical in others; a city-wide prohibition must be preceded by transitional policies governing parking and alternative transportation options
- various communities have raised concerns about the lack of impact that years-long discussions with City staff have had, and with the lowering level of standards from

earlier drafts, as with the degree of façade articulation for example, to the detriment of communities

**Heather Smith** (written submission)

- Ottawa must explore and learn the lessons, as other cities across the world are, from the impacts of Covid-19 in respect of the organization of our cities - how many people will return to their workplaces, how many will need larger living spaces to include workspaces - especially since these changes affect the already densest parts of our city and nowhere else
- these changes will lead to her second life sentence of increased property taxes, the first being the decision to increase development outside the boundaries [of Hintonburg, her home], leading to a tax increase (and likely a service decrease) as Ottawa tries to pay for the new infrastructure, and second being allowing many more dwellings on every single lot in Hintonburg, which increases (already has) the value of all the properties in the neighbourhood and their taxes
- cities all over the world have heritage overlays in its older neighbourhoods; Ottawa already lost the Lebreton Flats history and charm, and this will be a huge loss to the diversity of housing and uniqueness of Ottawa
- questioned whether Ottawa's declared climate emergency has any planning implications or is just window dressing; such intense development will have two unnecessary and negative impacts - the heat during our heat waves from reflected buildings and lack of green spaces will increase, and with built and paved spaces filling lots, every lot, all rainwater, much of which is currently able to be absorbed into the ground, will flow into storm sewers and then into the river; a huge decision like this should not be made by city planners without evaluating & reporting on these impacts
- a city like Utrecht is showing the world what smart planning looks like - a plan, research, best practices, vision, goals, not starting with what developers 'need'; even though that city is super green and bicycle centric, it is building new neighbourhoods with some parking because they understand that even with great transportation systems and healthy lifestyles, there are still needs for autos
- these proposals will make this neighbourhood into a monolithic dormitory, unsuitable for families

**Jeremy Silburt** (written submission)

- prohibiting roof top patios is a huge lost opportunity to support green roofs and gardens, additional amenity areas and low cost bonus features for buildings; they can be a source of escape while living in a dense city; they can be designed to be

invisible from the street and rear back yards but still provide a source of sun and fresh air that sometimes is lost when buildings are densely packed in R4 areas; the issue surrounding noise is a bylaw enforcement issue and can be handled with bylaw legislation and enforcement

- the unit typology restriction that states “In the case of a low-rise apartment-dwelling with 12 or more units, at least one unit out of every four must have at least two bedrooms.” is overly restrictive; it is important the market dictate the unit types that are built; in a post COVID-19 world, we don’t know how people’s preferences will change in regards to living with roommates in urban areas and we need to allow flexibility in the market to adjust to the demand; restricting unit types could render some projects not feasible and instead the land will remain underutilized
- the proposed 1.5m recess requirement for building façade is excessive. a more reasonable 1m recess seems to make more sense to achieve the goals of providing depth to the buildings without removing a large part of the buildable area; this requirement will make some small buildings look bunny with such a small step back, but every foot counts in small buildings like 8 plexs

**Kevin Pickles & Nickie Brodie** (written submission)

- it is unfair that parts of the ward closest to the LRT should bear the brunt of intensification; residents in these wards have to contend with the noise of heavy machinery at least 6 days of the week, often from early morning until early evening
- one of the unwanted results of intensification in these confined areas is the disappearance of large trees and yard space, which compromises the existing ecosystem and is a loss to the city as a whole – urban environments require greenery for healthy lungs
- there is no consideration for the impact of the increased presence of cars; Hintonburg in particular is characterised by narrow streets where parking is already problematic, especially in winter; new residents will often be car owners, whether they have allocated parking space or not, and the rising congestion on the roads (Wellington, Scott, and the Parkway in particular) will inevitably worsen if the R4 proposal passes; the proposed high-rises along Scott and at City Centre will have a massive impact of traffic as it is
- the current pandemic has created a shift in work patterns and the prevalence of working from home is likely to remain even after covid-19; some of that empty office space could be utilized for housing, instead of demolishing existing housing stock
- the social fabric of the neighbourhoods bordering the LRT is being compromised; while the City talks about affordable housing, in actual fact low income renters are

forced out, their former homes destroyed and replaced with luxury apartments; if the City is serious about affordable housing there should be binding legislation to oblige developers to cater to all income groups; when the Mayor and many councillors allow developers to cover much of their campaign expenses, it is difficult to have confidence that profit motive will not take precedence over community interest

- it is ironic that one of the neighbourhoods scheduled for wholesale destruction under the R4 proposal is an example of what this City could aspire to if there was a genuine sense of social solidarity at City Hall - Hintonburg, formerly known as Manchesterville (*historical details provided, as referenced in the Kitchissippi Museum blog*); a city with foresight would protect such an important historical emblem of community-mindedness and a progressive city would cherish and publicise the idiosyncratic architecture of neighbourhoods such as Hintonburg and Mechanicsville, as these are precisely the neighbourhoods that visitors from Canada and abroad would wish to explore, and tourism could support local business; on the other hand, If the R4 proposals are accepted, there will soon be little to see but the increasingly uniform, cheaply built (but expensive to rent) “storage units” that pass for homes

**Lorry Moller** (written submission)

- while there are justifications for the decision to prioritize small units, there is no plan for families that want to rent; diversity is important for a healthy neighborhood, and many families can't afford to live in the suburbs (under-served by transit)
- lack of family units is already a problem; the most relevant statistic quoted in the documents is vacancy rate, the data quoted showing vacancy rates for families units in the R4 zones being that 4 of the 13 neighborhoods have too few family units to be statistically significant and 6 of the remaining 9 neighborhoods have a lower vacancy rate for family units than other units, four neighborhoods having a 0.0% vacancy rate for family units; this indicate they are under-served
- the report uses census data to conclude that there are too many large residences, and concludes (without direct data) that renters are therefore forced to rent oversized units, but this census data is not just for rentals, it is for all housing in Ottawa; an alternate (and perhaps more likely) conclusion is that seniors and empty nesters own these oversized homes, rather than people renting oversized units; when these homes are later sold at current rates (driven by apartment speculation), by the document's own calculations they won't be economical to be renovated into family rentals and will instead be sold to the high-income families that can afford them, or they'll be torn down for micro-apartments; so despite this 'oversupply', these

family homes aren't in the family rental market and likely won't enter the family rental market in the future

- the analysis only deals with current housing and doesn't forecast the rate and mix of rental units entering the supply, information that planners have from current development applications and which could be used to determine if declining family units is a crisis that must be prepared for now
- the proposed zoning changes will see existing buildings with family units torn down for more micro-unit infills, so we will actually be losing family units over time; small units are needed, but there should also be a plan for families in a diverse neighborhood as well

**Richard Slowikowski, President, Old Ottawa South Community Association** (written submission)

- the submitted report identifies the expansion of R4 geography as a priority for the new Zoning By-law after approval of the New Official Plan and changes to R4 zoning need to happen as part of that process, for two reasons.
  - ❖ R4 zoning changes may become a precedent for future changes to other zones and to Old Ottawa South; matters in the proposed R4 zoning related to parking and other matters may be presented as “tried and true” when other multi-family zones are later revised
  - ❖ the purpose of zoning is to implement the official plan; it also works in concert with design guidelines, neighbourhood plans and other tools to achieve the plan's objectives; these too are expected to change as part of the new Official Plan, with some neighbourhood plans and heritage provisions revised or deleted altogether; it is therefore difficult to assess the merit of the proposed zoning changes now if the new Official Plan—especially its vision for the future of mature neighbourhoods—is still under development
- context: while the earlier discussion paper stated that “The R4 Phase 2 Zoning review will help improve housing affordability and choice in neighbourhoods...by enabling and encouraging the development of small, affordable and context-sensitive infill apartments...”, neighbourhood level context is not addressed in the final report; sensitivity to the context of diverse communities, from Carlington to Centretown to Overbrook, requires that R4 Zoning By-laws design be studied and tailored to those contexts; a four-sizes fits-all approach will not likely result in reinforcing the diversity that defines Ottawa's neighbourhoods; a more sensitive approach to locations for 8- to 12-unit apartments based on a community plan may be needed instead of an across-the-board increase in density; residents have

highlighted their desire to protect the character of their neighbourhoods, but the new Official Plan to date is silent on preserving community character and instead refers to policies that are sensitive to the “context” of large areas like the inner urban area

- affordability and gentrification: in response to concerns that the R4 will take out existing rental accommodation that probably is affordable today, spurring gentrification, the report states that “the greater systemic threat to affordability, including to existing affordable units, is the overall scarcity of units in the first place.”, however, in many instances, intensification spurs gentrification; rents will be set at market rates regardless of costs and likely will be high - according to the 2018 CMHC Rental Market Report, rents on units built in the last 15 years in Ottawa on average are 26% higher than rents for comparable other units; while they understand that the intention is not to create “affordable housing”, defined in the Official Plan and elsewhere, as housing for which low-income households (households in the lowest 30% income group) are paying no more than 30% of their income, they support policies that encourage the creation of truly affordable R4 housing
- heritage: New Official Plan proposals for a Heritage Management Plan may include changes to some Heritage Conservation Districts and Heritage Overlay areas, yet there is no mention of R4 Heritage Overlay areas; this oversight may leave existing heritage overlay R4 areas, currently protected, vulnerable to infill developments that are inappropriate to and inconsistent with the existing heritage context
- landscaping vs. parking: the R4 proposals prohibit surface parking on lots less than 15 m (50 feet) in width or 450 m<sup>2</sup> in area, and all areas not required for walkways and other specified uses must be landscaped; while the parking ban would likely deter some prospective tenants and increase demand for street parking, it would also potentially support on-site infiltration, urban trees and backyards for tenants; they have not taken a position on parking, but object to the proposed exemption from the 30% landscape requirement for smaller lots, as an increase in the number of units and people on a small lot suggests a greater need for landscape area, or at minimum, maintaining the current 30% requirement
- building façades: OSCA supported staff’s earlier R4 proposals that together created a varied building façade and avoided a box-like structure, which included a requirement that a portion of the front façade be recessed and an allowance for a bay window projection into the front yard; the severe reductions in façade articulation requirements and the elimination of these altogether when front-facing balconies are provided, as per the final R4 Phase II Zoning Bylaw amendment proposal, will result in an ever-poorer urban streetscape environment



- rear-yard projections: as proposed, R4 Phase II will allow projections of 2.2 m (7 ft) into the required rear yard to accommodate a three-storey exterior stair well, which would substantially increase the mass of the building and would also reduce the rear yard, landscaped areas, and outdoor privacy in adjacent properties; it is precisely in urban areas, where population densities are increased, that greater emphasis must be placed on privacy imperatives and more stringent protections prioritized; a rear stair projection cannot be considered a balanced approach to privacy when the alternative requirement for stairs to be contained within the building envelope can be implemented; while the report states that such stair containment “places an unjustified burden on the cost and functionality of the building”, a building design that cannot accommodate vertical circulation within its allowable zoning by-law envelope places an unjustified privacy burden and cost on its neighbours and on the amount of rear yard and soft landscaped area available for building residents
- rooftop terraces: some communities favour a prohibition on rooftop terraces as they are a source of noise and nuisance, while other communities see benefit; as it will be difficult for by-law to enforce noise and other regulations when violations take place on a rooftop, additional consideration should be given to community sensitive solutions tailored to the context of individual neighbourhoods
- garbage and site plan approval: solutions for waste storage at the rear of R4 properties refer to implementation through the Site Plan Control process, a process which is also referred to as the means to require overall landscaping; the location of air-conditioning units; to ensure site accessibility; assessment of site services; issues of materiality and character compatibility, and other matters; while the R4 review does not propose removing Site Plan Control from low-rise apartments, it does “...recognize the need to better align the level of review, and the associated costs and delays, with the impact of development.”; in consideration of the many aspects of development regulated through Site Plan Control noted in the report, OSCA supports maintaining the current level of review and, in some cases, increasing it; Site Plan Approval is a proven, necessary and effective control mechanism

**River He** (written submission)

- as an investor in the city with land that falls into R4 rezone proposal scope, has concerns about a gap when addressing land that is 12.5 m wide; the report indicates that in the R4-UD subzone, for lots that are 15m+ wide, you can build unlimited units with height up to 13.5, and that for lots that are 10m+, you can build up to 8 units, but it lacks a description of lot width that is between 10m and 15m; on a lot that is 12.5m wide, it is possible to fit in 10 2-bedroom units and 10 2-bedroom + 2 1-

bedroom units but in the current proposal, this will only happen if a minor variance is granted, which will greatly impact the project budget and length

- 12.5m+ should be considered separately, as 10+ and 15m+, to allow 10 units as the upper limit; this will enable more lots in the intensification area

## Primary reasons for support, by individual

## Primary concerns, by individual

### **Charl-Thom H. Bayer, Chair of Development Review Committee, Manor Park Community Association** (oral submission, and written submission with **Elizabeth McAllister, President, MPCA**)

- The MPCA supports the following proposed amendments:
  - ❖ the recommendation to reduce the 14 R4 zones to 4 R4 Zones as proposed based on lot sizes for the construction of low-rise apartments
  - ❖ the revised requirements for landscaping of amenity areas and green spaces, that includes the revised minimum requirement for greenspace, including the additional provision for trees
  - ❖ the recommendations to improve the street facing façade of the low-rise apartments
  - ❖ the recommendations on the partial prohibition on surface and underground parking for lots less than 15m wide and less than 450m<sup>2</sup> in area, and the requirements for natural barriers to protect the street facing open space from parking
  - ❖ the removal of the prohibition on retirement homes and subjecting them to the same zoning standards as low-rise apartment buildings

### **Murray Chown, Chair, Infill Council, for Greater Ottawa Home Builders' Association** (oral submission)

- acknowledged staff efforts around consultation with the industry and other stakeholders on these significant changes to the Zoning By-law
- GOHBA is generally supportive of the exercise and the intention to see more housing on smaller lots and the improvement of housing affordability; members to have some concerns with the details, but GOHBA is willing to see how the zoning changes play out and whether there will be significant take-up by the industry and whether the changes lead to the desired outcomes

**Jason Burggraaf, Executive Director, Greater Ottawa Home Builders' Association**

(written submission)

- GOHBA is supportive of this exercise and the intention to see more housing units built on smaller lots, and actively supports intensification in existing neighbourhoods and the improvement of housing affordability, which go hand-in-hand
- GOHBA strongly supports the efforts of staff to facilitate the “as-of-right” development of low-rise apartments with more units on smaller lots than currently permitted in By-law 2008-250, and commends city staff for their efforts in developing the amendments and their consultations with stakeholders; now is the time to take bold steps to increase density and the variety of infill projects that will be developed, and truly push the envelope for as-of-right development in order to meet the aggressive intensification goals the City has agreed to
- these R4 amendments will provide greater flexibility and the opportunity to create “missing middle” building forms - new, intelligent, intense building forms that can be imagined in creative ways by design professionals

**Effect of Submissions on Planning Committee Decision:** Debate: The Committee spent 3 hours and 45 minutes in consideration of the item

Vote: The committee considered all submissions in making its decision and carried the report recommendations with the following amendments:

Motion

THEREFORE BE IT RESOLVED that Planning Committee recommend to Council to amend the report for the R4 Zoning Review, Phase 2 as follows:

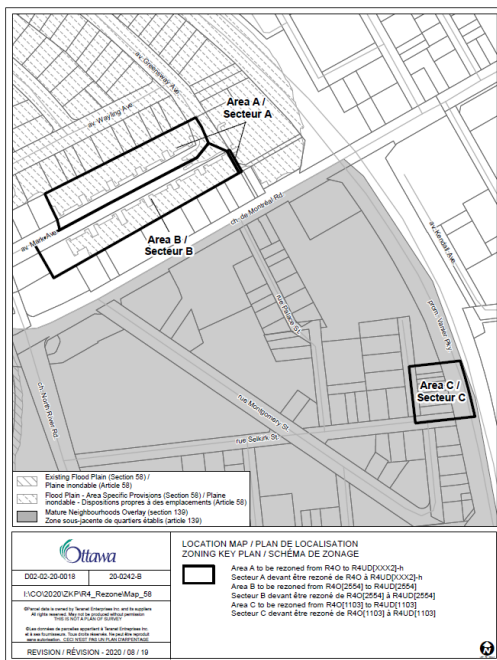
1. Amend the report number to ACS2020-PIE-EDP-0016
2. Amend Document 2a of the report by replacing Map 58 with the attached Map 58;
3. Amend Document 2a of the report by replacing Map 67 with the attached Map 67;
4. Amend Document 2a by adding the following as Recommendation 3d:
  - "(3d) Amend Table 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."
5. 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."
6. Amend Document 2b by appending the following rows to the end of the table:

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

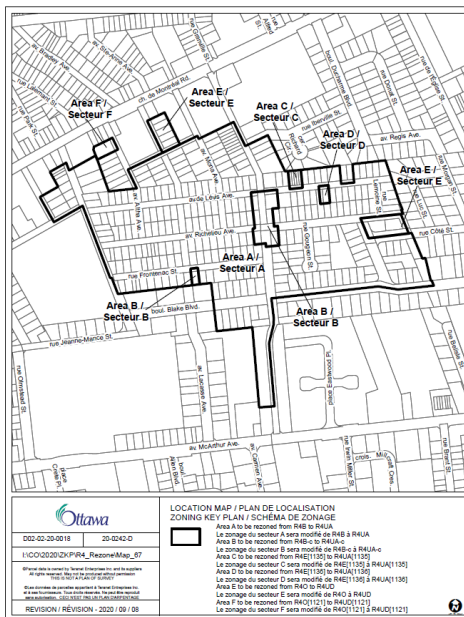
7. Amend Document 2b by replacing, in Column XI (Endnotes) of the zone standards tables, all references to Endnote 10 with Endnote 18.

AND BE IT FURTHER RESOLVED that pursuant to the *Planning Act*, subsection 34(17), no further notice be given.

### Map 58



## Map 67



### Motion:

THEREFORE BE IT RESOLVED THAT Planning Committee recommend to Council that Document 2ba of the staff report ACS2020-PIE-EDP-0015 be amended by

1. deleting Recommendation (10)
2. by adding the following as (5)(X1)(o)
  - "(o) No rooftop amenity space is permitted within the area shown on Schedule 383."

AND BE IT FURTHER RESOLVED that pursuant to the *Planning Act*, subsection 34(17), no further notice be given.

The following motion was also put to Committee and Lost:

THEREFORE BE IT RESOLVED THAT Planning Committee recommend to Council that the staff report be amended as follows:

1. Amend Document 2ba of by adding the following as (5)(X1)(p)
  - "(p) Within the R4-UA and R4-UB zones on Schedule 383, a low-rise apartment dwelling is restricted to a maximum of four units."

AND BE IT FURTHER RESOLVED that pursuant to the *Planning Act*, subsection 34(17) no further notice be given.

In addition, the Committee 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

## **Ottawa City Council**

Number of additional written submissions received by Council between September 10 (Planning Committee consideration date) and September 23, 2020 (Council consideration date): 0

### **Effect of Submissions on Council Decision:**

Council considered all submissions in making its decision and carried the report recommendations with the amendments approved by the Planning Committee. In addition, Council approved the following Directions to Staff:

A. That staff be directed to:

1. monitor development in inner-urban R4 zones after the coming into force of the R4 Phase 2 amendments, with particular attention to any parking issues arising from multiple-unit development without on-site parking, and
2. explore facilitating or expanding the residential on-street parking permit program in R4 areas where multiple-unit development is permitted without on-site

parking, beginning with policy support in the new Official Plan currently under development.

- B. That the General Manager of Planning, Infrastructure and Economic Development be directed to report back to Council 18 months after the amendments to the R4 zones come into force as to:
1. The number applications on consolidated lots within the study areas defined in the R4 Zoning Review;
  2. The number of units to be built on these consolidated lots; and
  3. The number of applications on these lots that required a variance seeking relief from setbacks in order to accommodate more units; and
  4. The number of units throughout the study area to be proposed that are greater than 2 bedrooms in both actual number and percentage of all units being built; and

further, that staff incorporate into the work being done around the Official Plan a clear analysis of the projected intensification pressures to occur within the original study area and that when examining the transition of existing communities to a walkable neighbourhood an inventory of required hard and soft infrastructure to support this intensification is completed.

- C. That staff be directed to:
1. ensure, in the development of Inclusionary Zoning policies and zoning, that the resulting Inclusionary Zoning regime also apply to any R4 zones located within the designated Protected Major Transit Station Areas, to the extent permitted by Provincial law; and
  2. include requirements for green roofs in the scope of the new Comprehensive Zoning By-law to be developed starting in 2021 and/or the High Performance Standards that will come as an outcome of Energy Evolution"
- D. That staff be directed to:
1. encourage the use of front balconies or French balconies in site plan discussions with new R4 buildings; and
  2. ensure that staff providing comments to the Committee of Adjustment are trained and coordinated to the new policy; and
  3. apply the "landscaping first" approach that's described in the new infill rules to these rear-yards as well.