

**3. Zoning By-law Amendment – 216 Murray Street**

**Modification du Règlement de zonage – 216, rue Murray**

**Committee recommendation**

**That Council approve an amendment to Zoning By-law 2008-250 for 216 Murray Street to permit an eight-storey mixed-use building containing a Community Health and Resource Centre and 48 residential dwelling units, as detailed in Document 2.**

**Recommandation du Comité**

**Que le Conseil approuve une modification du Règlement de zonage 2008-250 visant le 216, rue Murray, afin de permettre la construction d'un immeuble polyvalent de huit étages abritant un centre de santé et de ressources communautaires ainsi que 48 logements, comme l'expose en détail le document 2.**

**Documentation/Documentation**

1. Report from the Director, Planning Services, Planning, Infrastructure and Economic Development Department, dated June 8, 2021 (ACS2021-PIE-PS-0075)

Rapport de la Directrice, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 8 juin 2021 (ACS2021-PIE-PS-0075)

2. Extract of draft Minutes, Planning Committee, June 24, 2021

Extrait de l'ébauche du procès-verbal du Comité de l'urbanisme, le 24 juin 2021

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
24 June 2021 / 24 juin 2021**

**and Council  
et au Conseil  
7 July 2021 / 7 juillet 2021**

**Submitted on 8 June 2021  
Soumis le 8 juin 2021**

**Submitted by  
Soumis par:  
Lee Ann Snedden,  
Director / Directrice**

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

**Contact Person / Personne ressource:  
Andrew McCreight, Planner III / Urbaniste III, Development Review Central /  
Examen des demandes d'aménagement centrale  
613-580-2424, 22568, Andrew.McCreight@ottawa.ca**

**Ward: RIDEAU-VANIER (12)**

**File Number: ACS2021-PIE-PS-0075**

**SUBJECT: Zoning By-law Amendment – 216 Murray Street**

**OBJET: Modification du Règlement de zonage – 216, rue Murray**

## **REPORT RECOMMENDATIONS**

- 1. That Planning Committee recommend Council approve an amendment to Zoning By-law 2008-250 for 216 Murray Street to permit an eight-storey mixed-use building containing a Community Health and Resource Centre and 48 residential dwelling units, as detailed in Document 2.**

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 July 7, 2021," 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 du Règlement de zonage 2008-250 visant le 216, rue Murray, afin de permettre la construction d'un immeuble polyvalent de huit étages abritant un centre de santé et de ressources communautaires ainsi que 48 logements, comme l'expose en détail le document 2.
2. Que le Comité de l'urbanisme donne son approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 7 juillet 2021 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

## EXECUTIVE SUMMARY

### Staff Recommendation

Planning staff recommend approval of the Zoning By-law amendment for 216 Murray Street to permit the development of a new eight-storey mixed-use building containing a Community Health and Resource Centre and 48 dwelling units.

The requested Zoning By-law amendment includes rezoning the site to a Residential Fifth Density, Subzone S (R5S), with site-specific exceptions for reduced yard setbacks, landscaping, amenity area, and visitor parking, and amending Schedule 77 to increase the maximum permitted building height.

### **Applicable Policy**

The proposed development conforms to the Official Plan. The site is designated as Central Area (3.6.6) in the Official Plan, a target area for intensification, and the designation permits a wide variety of uses that encourages enhanced pedestrian-oriented activities and aims to increasing housing opportunities downtown. Viewplane policies for background height control of Parliament, as well as a viewplane protection from Beechwood Cemetery apply. Section 2.5.2 provides policy direction on affordable housing, and the proposal was also evaluated against Sections 2.5.1 and 4.11 concerning designing Ottawa, urban design and compatibility. The proposed development is consistent with the Official Plan and supports a project that will delivery need social services and affordable housing.

### **Public Consultation/Input**

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

During application review approximately 50 individuals/groups provided comments. Some comments were submitted in support of the development, however, most were opposed expressing concerns for safety and security, crime prevention, concentration of social services, supporting housing models, Shepherds of Good Hope (SGH) services and operation, noise, design, heritage, building height, and indigenous consultation.

## **RÉSUMÉ**

### **Recommandation du personnel**

Le personnel chargé de l'urbanisme recommande l'approbation de la demande de modification du Règlement de zonage visant le 216, rue Murray, afin de permettre la construction d'un immeuble polyvalent de huit étages abritant un centre de santé et de ressources communautaires ainsi que 48 logements.

La modification demandée au Règlement de zonage consiste à attribuer à la propriété une désignation de Zone résidentielle de densité 5, sous-zone S (R5S), assortie d'exceptions propres à l'emplacement concernant les retraits de cour réduits, l'aménagement paysager, l'aire d'agrément et les places de stationnement pour visiteurs, et à modifier l'annexe 77 afin d'augmenter la hauteur de bâtiment maximale autorisée.

### **Politique applicable**

L'aménagement proposé est conforme au Plan officiel. L'emplacement est désigné Secteur central (3.6.6) dans le Plan officiel. Il s'agit d'un secteur cible de densification et cette désignation autorise une vaste gamme d'utilisations favorables aux activités piétonnières et destinées à accroître les possibilités de logement au centre-ville. Les politiques relatives au contrôle de la hauteur en arrière-plan du parlement et à la protection des points de vue depuis le cimetière Beechwood s'appliquent. La section 2.5.2 prévoit une orientation politique sur le logement abordable. La proposition a également été évaluée au regard des sections 2.5.1 et 4.11, en ce qui concerne la conception d'Ottawa, le design urbain et la compatibilité. L'aménagement proposé correspond à la vision du Plan officiel et permettra de répondre aux besoins en matière de services sociaux et de logement abordable.

### **Consultation et commentaires du public**

Les membres du public ont été avisés et consultés conformément à la politique en la matière adoptée par le Conseil municipal pour les demandes d'aménagement.

Une cinquantaine de personnes ou groupes ont formulé des commentaires à l'étape d'examen de la demande. Certains de ces commentaires étaient favorables à l'aménagement, mais la plupart y étaient opposés et faisaient état de préoccupations entourant la sécurité, la prévention du crime, la concentration de services sociaux, le soutien des modèles de logement, les services et le fonctionnement de l'organisme Les Bergers de l'espoir, le bruit, la conception, le patrimoine, la hauteur de bâtiment et la consultation des autochtones.

### **BACKGROUND**

Learn more about [link to Development Application process - Zoning Amendment](#)

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

### **Site location**

216 Murray Street

### **Owner**

Shepherds of Good Hope

## **Applicant**

WSP Canada Inc. (Kasper Koblauch / Nadia De Santi)

## **Architect**

CSV Architects (Jessie Smith)

## **Description of site and surroundings**

The site is located on the south side of Murray Street between Cumberland Street and King Edward Avenue in the Lowertown neighbourhood, in Rideau-Vanier Ward (12). The site has approximately 20 metres of frontage along Murray Street and a lot area of approximately 657 square metres. The site is currently occupied by a one-storey commercial building.

The surrounding area is comprised of a mix of low-rise, mid-rise, and some high-rise residential uses, as well as some commercial and institutional uses in close proximity to the subject property. To the north of the site are low-rise residential uses, to the south is a mix of low- to mid-rise residential uses, to the east is the Shepherd's of Good Hope shelter, and to the west is the Fire of God Ministries church.

## **Summary of proposed development**

The applicant is proposing to develop an eight-storey mixed-use building with 48 dwelling units and a community health and resource centre, which will include a low-barrier drop-in centre and commercial kitchen at grade and on the second floor. A 24-hour security desk is proposed to be located on the ground floor.

## **Summary of requested Zoning By-law amendment proposal**

The site is currently zoned R4UD [1667] S77 (Residential Fourth Density, Subzone UD, Urban Exception 1667, Schedule 77), which permits a community health and resource centre, residential uses, and a maximum building height of 21.4 metres.

The application will rezone the site to a Residential Fifth Density, Subzone S (R5S), with site-specific exceptions. Details of the recommended rezoning includes the following and are further detailed in Document 2:

- Rezone the site from R4UD [1667] S77 to R5S [xxxx] S77
- Amend Schedule 77 to apply a new area to 216 Murray Street with a maximum

building height of 33.5 metres.

- Urban exception [xxxx] includes provisions addressing the following:
  - Maintain Community Health and Resource Centre as a permitted use; carried forward from the existing exception (1667)
  - Prohibit shelter
  - Reduce visitor parking from 4 spaces required, to none
  - Permit a total amenity area of at least 220 square metres (288 required), of which 95 square metres can be provided on the property at 256 King Edward.
  - Reduce the minimum front yard setback to zero metres (3.0 required)
  - Reduce the minimum interior side yard setbacks to zero metres for easterly lot line and 1.3 metres for the westerly lot line, whereas the required ranges from 1.5 to 7.5 metres.
  - Twelve per cent of the lot area must be provided as landscape area (30% required).

### **Brief history of proposal**

This zoning by-law amendment has not previously been considered by Council or Committee. However, the proposed development at 216 Murray Street is one of the successful projects receiving funding under the Canada Mortgage and Housing Corporation (CMHC) Rapid Housing Initiative (RHI) program. Council approved the City's spending under the RHI program on November 25, 2020.

The RHI takes a human rights-based approach to housing, and supports the work of the City's updated 10-Year Housing and Homelessness Plan by serving people experiencing, or at risk of homelessness, and priority populations such as women and children fleeing violence, seniors, young adults, Indigenous peoples, people with disabilities, people dealing with mental health and addiction issues, veterans, LGBTQ2S, racialized groups including Black Canadians, and recent immigrants and refugees.

The RHI funding will support the City's 10-Year Housing and Homelessness Plan's target to develop between 300-570 new housing options annually, eliminate chronic

homelessness, and reduce overall homelessness. The COVID-19 pandemic has highlighted the inequities faced by those who do not have a home and the challenges they face in maintaining their safety, and the delivery of these supportive housing units is critical to support the City's most vulnerable residents.

The City, with funding under the RHI program, has partnered with (SGH) at 216 Murray Street to construct a new low-barrier drop in centre, commercial kitchen, and 48 dwelling units in an eight-storey building next to the Shepherds of Good Hope Emergency Shelter at King Edward Avenue and Murray Street. This proposed development would be the first purpose-built facility of its kind in the City and will further advance SGH's transformation from traditional shelters toward supportive and transitional housing. In addition, SGH has publicly committed to reducing the shelter bed capacity by 40 beds in the adjacent emergency shelter. This commitment does not form part of this application.

## **DISCUSSION**

### **Public consultation**

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

During application review approximately 50 individuals/groups provided comments. Some comments were submitted in support of the development, however, most were opposed expressing concerns for safety and security, crime prevention, concentration of social services, supporting housing models, SGH services and operation, noise, design, heritage, building height, and indigenous consultation.

For this proposal's consultation details, see Document 5 of this report.

### **Official Plan designation**

The site is located with the Central Area designation as shown on Schedule B of the City's Official Plan. The site is also located within the area of background height control as per Annex 8A – Central Area Key Viewpoints of the Parliament Buildings and Other National Symbols. Annex 12 - Viewshed Area of the Parliament Buildings from Beechwood Cemetery also applies.

### **Other applicable policies**

The [Central Area Secondary Plan](#) in Volume 2 of the Official Plan is applicable. Within



this plan, the site is located within the Lowertown designation. The vision for Lowertown is to develop as a predominantly residential neighbourhood, that is pedestrian focused, respects the heritage, and allows for some consideration of mixed-use buildings.

The [Urban Design Guidelines for Transit-Oriented Development](#) apply as the site is within 600 metres of a rapid transit station (Rideau O-Train Station). The guidelines aim to provide a mix of uses and densities that complement both transit users and the local community; ensure that the built form is designed and orientated to facilitate and encourage transit use; manage the safe circulation of pedestrians, cyclists, vehicles and parking; and create quality public spaces that provide direct, convenient, safe and attractive access to transit.

## **Heritage**

The subject property is located adjacent to the Lowertown Heritage Conservation District but is not otherwise designated. The application included a Cultural Heritage Impact Statement and heritage staff have no concerns with the proposed development.

## **Urban Design Review Panel**

The property is within a Design Priority Area and the Zoning By-law Amendment application and Site Plan Control application was subject to the Urban Design Review Panel (UDRP) process. The applicant presented their proposal to the UDRP at a formal review meeting on April 9, 2021, which was open to the public.

The panel's recommendations from formal review are provided in Document 7

The panel was successful in aiding in the implementation of the following:

- Incorporating lighter finishes and more colour accents in the materiality, and building off the indigenous medicine wheel (black, red, white and yellow). Warm yellow and orange tones will be incorporated into the design, such as wood soffits and the main entrance and balcony, shade umbrellas and fencing around the gathering space;
- The rear wall of the stairwell (visible from the street), will include a large mural and the design will incorporate that yellow/orange tones and will be lit at night;
- Further consideration of the lighting strategy within the building stairwell and exterior of the building for wayfinding, safety and avoidance on light spillage in the public realm; and

- The gathering space along Murray Street frontage has been redesigned to increase the size, incorporate tree planting, warmer materials and a better definition of the space for its intended use by residents and visitors.

Staff are confident that the recommendations contained within this report for the Zoning By-law amendments will result in good planning and setup a framework that is consistent with the key items that the panel flagged for further consideration. Final details on the architectural design and public realm treatments will be determined through Site Plan Control.

### **Planning rationale**

#### **Official Plan (OP)**

The site is designated as Central Area, a target area for intensification, and the designation permits a wide variety of uses that encourages enhanced pedestrian-oriented activities and aims to increasing housing opportunities downtown.

With respect to building height, the Central Area designation relies on Annex 8A for view protection as seen from key viewpoints such as Parliament, and Annex 8B is specific to maximum building heights / angular planes. While the proposed development is not located within the area subject to Annex 8B, the applicant conducted a view analysis and demonstrated that the proposed heights are consistent with the policy framework. Policy states that for blocks that do not have angular height planes established on Annex 8B, maximum permitted building heights do not violate the intent and aim of this policy, permitted heights are consistent and compatible with building heights generally in the area where no height planes apply, and permitted heights are in keeping with the intent and aim for those areas that are set out by the Central Area Secondary Policy Plan.

The subject property is located within the viewshed area of the Parliament Buildings from Beechwood Cemetery. The applicant and City staff conducted view analysis and are satisfied the proposed building height is consistent with the policy framework. Section 4.11, policy 3, states that “a building or structure is deemed to obstruct the view if it visually blocks the foreground view or visually changes the background silhouette of the Parliament Buildings when viewed from the identified locations. For each property in the viewshed, no Zoning By-law Amendment or minor variance shall be permitted that would permit a proposed building to obstruct the view unless it is demonstrated that the view is already impacted and would not be further impacted by the proposal”. The proposed building, while slightly above the viewplane, does not alter one’s experience

of viewing Parliament from viewpoints at Beechwood Cemetery. Document 4 shows the views with and without the proposed building demonstrating that views of Parliament are not impacted, and that the protected views are not obstructed. Furthermore, Schedule 77 currently permits building heights of 36.6 metres along King Edward Avenue on the blocks immediately north and south of the subject site. The proposed height of 33.5 metres is consistent with heights permitted within the viewplane and staff are satisfied with policy conformity.

Section 4.11 of the OP references the compatibility of new buildings within their surroundings through setbacks, heights, transitions, colours and materials, orientation of entrances, and incorporating elements and details of common characteristics of the area. The proposed development presents a quality urban design and building architecture that incorporates materiality sensitive to the surrounding heritage context and also includes indigenous art and symbolism within the design. The siting of the building, despite the zoning amendments, fits within the existing yard setbacks along the street and adjacent properties.

Section 2.5.2 - Affordable Housing, recognizes the shortage of affordable rental housing as one of Ottawa's most compelling problems, as well as the need to accommodate social diversity and diversity in the housing supply. This can be achieved through a mix of multiple and single-detached housing, provision of ownership and rental housing, housing affordable to low- and moderate-income groups, and housing appropriate to households with special needs. The City will give priority to the processing of development applications from non-profit housing corporations and housing cooperatives, for housing intended for persons of low- or moderate-incomes. The proposed development, supported by the City and RHI funding, directly responds and provides solutions to the housing crisis and represents a commitment by the City, Shepherds of Good Hope, and other community partners involved in this project to ensure people have a safe, adequate, and affordable place to live, with the appropriate supports to stay housed.

Furthermore, Council's declaration of a housing and homelessness emergency in January 2020 represents a call to action and sets the foundation for increased efforts to improve the housing situation in the city.

## **Secondary Plan**

As per the Central Area Secondary Plan, the site is located with the Lowertown designation. The proposed development is consistent with the designation and

contributes to the neighbourhood remaining as predominantly residential. The subject site is on the edge adjacent to King Edward Avenue where mid-rise buildings are supported, and the proposed height fits within the existing context and planned function. A mix of uses are permitted and specifically noted as appropriate on Murray Street to assist serving local needs. Lowertown will continue to serve as a model of community support and integration, and policy acknowledges that a high level of social service facilities and housing which serve the needs of small households will be maintained and protected.

Furthermore, the secondary plan calls to improve the liveability of Lowertown and permit the provision of social services in the area, and City Council shall ensure that the liveability of Lowertown is improved by enhancing the pedestrian environment and/or through the provision of community-serving uses, through various measures including support for social services such as emergency shelters and drop-in centres. Safety and security is also a key focus of the secondary plan, which will be taken into consideration during developments proposal including appropriate safety and public security considerations and adequate street lighting.

The proposed building is consistent with the secondary plan by providing enhanced social services, having an active building with eyes on the street, security and adequate lighting, and most importantly providing permanent affordable housing for individuals experiencing homelessness, with appropriate social support services to ensure they remain housed.

### **Recommended Zoning Details**

As detailed in Document 2, the proposed Zoning By-law Amendment has the effect of rezoning the subject site into an "R5" zone with site-specific provisions for prohibiting shelter, and reduced setbacks, landscaping, amenity area and visitor parking. Schedule 77 is being amended to increase the permitted building height. The following summarizes the site-specific zoning provisions and planning rationale:

- Amending Schedule 77 will have the effect of increasing the maximum building height applicable to 216 Murray Street from 21.4 metres to 33.5 metres. The proposed height is consistent with similar heights and buildings in the immediate surroundings as well as the planned function of mid-rise buildings along King Edwards and heights up to 36.6 metres in Schedule 77. The height was analyzed against the Beechwood Cemetery Viewplane protection to Parliament, and the proposed development does not impact these important and protected views.

- A shelter is not currently a permitted use, nor is it requested. The applicant specifically requested that Shelter be added as a prohibited use to ensure an understanding that the proposed building is not a shelter nor is there any intent for it to become a shelter. Staff have no concern with this request and will add Shelter as a prohibited use.
- The requirement for visitor parking is being reduced from four spaces to zero. In addition to the location being within 600 metres of Rideau O-Train and in a location that is highly walkable, the building type and function proposed does not typically operate with visitor parking.
- The proposed development provides for a variety of amenity area. The Zoning By-law provides for a requirement of 6 square metres of amenity required per unit, irrespective of the unit size or number of residents. The residential portion of the development are self contained one-bedroom units, and the building has access to a variety of amenity areas, such as the resident lounge (74 m<sup>2</sup>), the dining room (44 m<sup>2</sup>), secondary floor balcony (8 m<sup>2</sup>), and the gathering area along Murray Street (95 m<sup>2</sup>). The design allows for a variety of indoor and amenity area and is suitable for the number of residents. Furthermore, the drop-in centre, although not required, has provided an outdoor amenity area (74 m<sup>2</sup>) in the rear yard for staff.
- Although a minimum 3.0 metres front yard setback is required, Murray Street is characterized by an urban built form with existing buildings built to the edge of sidewalk. The proposed development is consistent with this dominant character and has no adverse impact on the site functionality or public realm.
- 216 Murray and 256 King Edward are respectively owned by the Shepherds of Good Hope and the site design utilizes the efficiency and synergy between these properties. The eastern side yard setback of zero metres has no impact. Furthermore, the western side yard setback varies from 1.3 metres to 1.5 metres and is typical of setbacks within the surrounding context. The abutting property is institutional, and the setback has no adverse impacts on sunlight, privacy, site access and compatibility.

### **Provincial Policy Statement**

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

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

## **COMMENTS BY THE WARD COUNCILLOR**

Councillor Mathieu Fleury provided the following comment:

“I am pleased to see that this application addresses the need for Shepherds of Good Hope to upgrade their commercial kitchen along with a much needed low-barrier drop-in space. This a good example of a building adding to its existing amenities to better serve a community’s needs.

In addition, this application also addresses the change in approach from temporary accommodations to permanent affordable housing. Something I have advocate for, every day.

In relation to the application’s rezoning, there are community concerns raised about the height increase and its relation to the nearby Lowertown West Heritage Conservation District objectives and considerations. We look to City Heritage staff to guide us on these particular concerns and considerations moving forward.

In addition, the applicant has made a number of commitments already, based on feedback from the community, including they will provide increased outdoor amenities for staff and clients, added greenspace to the property and, formalizing their intent to reduce the number of shelter beds directly related to the addition of this housing being built.

My office has received numerous comments on this application that fall outside of planning’s purview. I, like the community take these comments seriously and have and will continue to work with the applicant to address these matters moving forward, if this rezoning were to be approved.”

## **ADVISORY COMMITTEES**

The Accessibility Advisory Committee was circulated the application and provided the following comment:

“From the Accessibility Advisory Committee, it is plausible that this social enterprise has taken a universal accessibility approach throughout the building and will provide living quarters in addition to requiring accessible housing for the homeless. As per records submitted, all “common spaces will be accessible and 62.5 per cent of the residential

units will be barrier free". This development proposes the inclusion of a universally accessible washrooms built at-grade level on the main entrance.

Great project that will contribute to address homelessness and accessible ready housing units for vulnerable individuals in our community."

## **LEGAL IMPLICATIONS**

Should the recommendations be adopted and the resulting zoning by-law be appealed to the Ontario Land Tribunal, it is anticipated that a one week hearing would be required. It is anticipated that this hearing can be conducted within staff resources. In the event that the zoning application is refused, reasons must be provided. Should there be an appeal of the refusal, it would be necessary to retain an external planner.

## **RISK MANAGEMENT IMPLICATIONS**

There are no risk implications.

## **ASSET MANAGEMENT IMPLICATIONS**

There are no asset management implications associated with this report.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications associated with the report recommendations. In the event that the application is refused and appealed, an external planner will need to be retained. This expense would be funded from within Planning Services' operating budget.

## **ACCESSIBILITY IMPACTS**

The proposed building has been designed to exceed barrier-free requirements and provide for a full accessible building. This will be reviewed and confirmed during building permit review. The current design details received positive feedback from the Accessibility Advisory Committee.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities

## **APPLICATION PROCESS TIMELINE STATUS**

This application (Development Application Number: D02-02-21-0028) was processed by the "On Time Decision Date" established for the processing of Zoning By-law amendment applications.

## **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Schedule 77 (amended)

Document 4 Development Concept and Viewplane Images

Document 5 Consultation Details

Document 6 Response to Public Comments: Shepherds of Good Hope

Document 7 Urban Design Review Panel: Recommendations

## **CONCLUSION**

The Zoning By-law amendment is recommended for approval. The proposed development responds to Council's call for Housing and Homelessness plan by providing affordable housing, and in a format that supports that Rapid Housing Initiative program. With respect to the planning merits, the development conforms to the Provincial Policy Statement and Official Plan. The proposed height is consistent with surrounding permitted heights and satisfies the policy framework for view protection of Parliament from Beechwood Cemetery. The design and materiality of the building is sensitive to the adjacent Lowertown Heritage Conservation District, and also incorporates indigenous representation through materiality and art. The building fits within the street context of existing and desirable setbacks and open spaces. Most importantly, the development delivers social services and affordable housing in accordance with the Central Area Secondary Plan.

## **DISPOSITION**

Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.



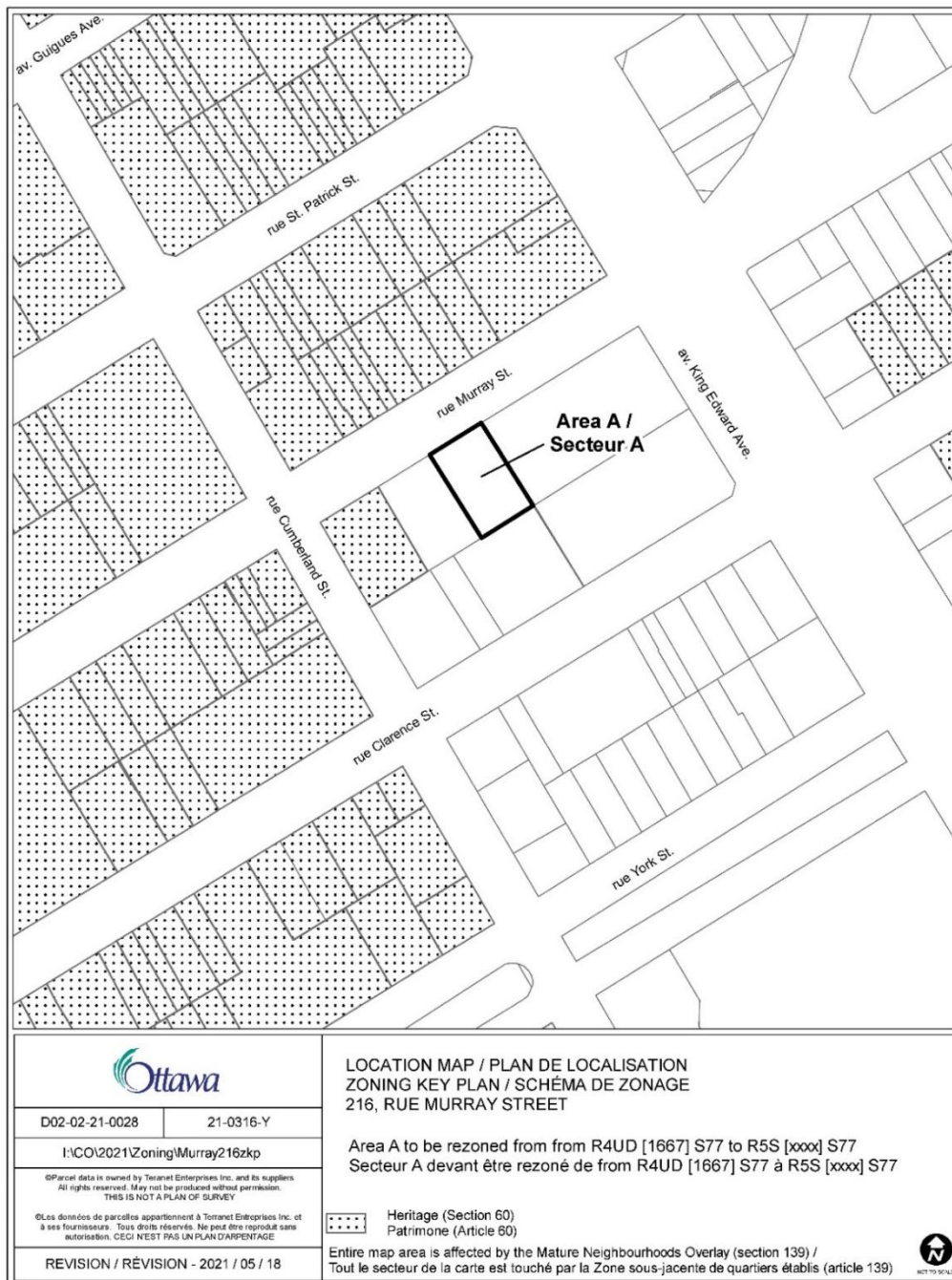
Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

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 – Location Map

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

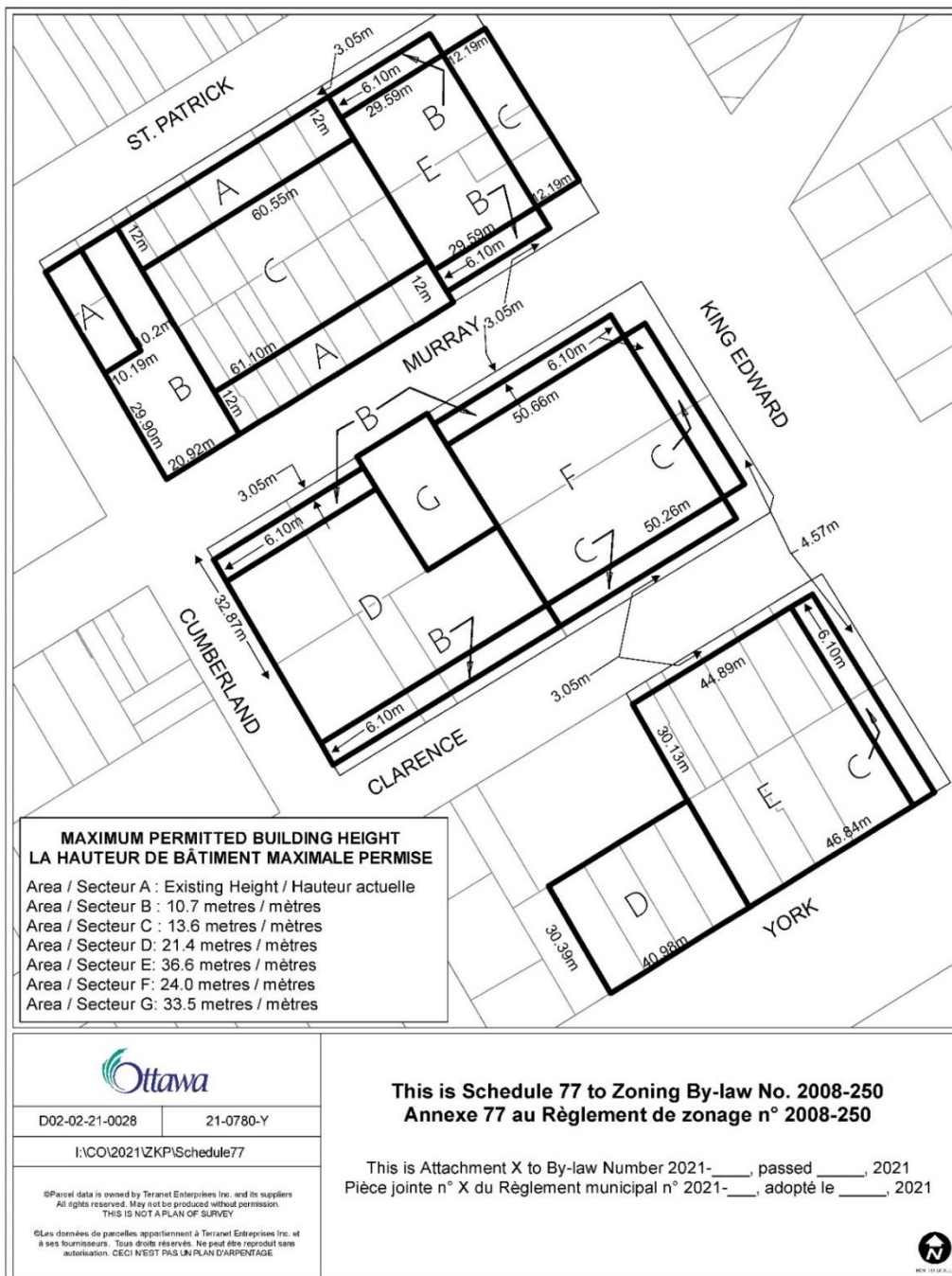


## **Document 2 – Details of Recommended Zoning**

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 216 Murray Street.

1. Rezone the lands as shown in Document 1 from R4UD [1667] S77 to R5S [xxxx] S77
2. Amend Part 17, Schedule 77, with a revised Schedule 77 as shown in Document 3.
3. Amend Section 239, by adding a new exception [xxxx] with provisions similar in effect to the following:
  - i. In Column III, add 'Community Health and Resource Centre' as an additionally permitted use.
  - ii. In Column IV, add 'Shelter' as a prohibited use.
  - iii. In Column V, add the following provisions:
    - Maximum permitted building height as per Schedule 77
    - Despite Section 102, visitor parking is not required.
    - Despite Table 137, Total Amenity Area, the minimum required amount of amenity area is 220 square metres, of which up to 100 square metres may be located on the property municipally known as 256 King Edward Avenue.
    - Minimum front yard setbacks: 0 metres
    - Minimum easterly side yard setback: 0 metres
    - Minimum westerly side yard setback: 1.3 metres
    - Minimum percent of the lot area provided as landscaped area: twelve per cent (12%).

Document 3 – Schedule 77 (amended)

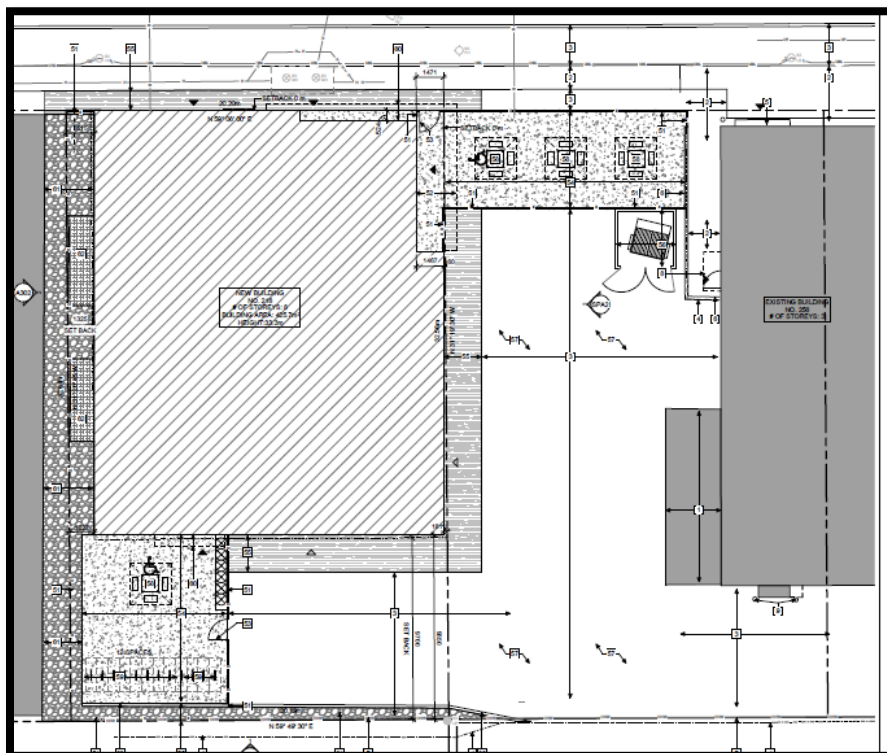


## Document 4 – Development Concept and Viewplane Images

Building entrance and gathering area design concept along Murray



Site Plan excerpt





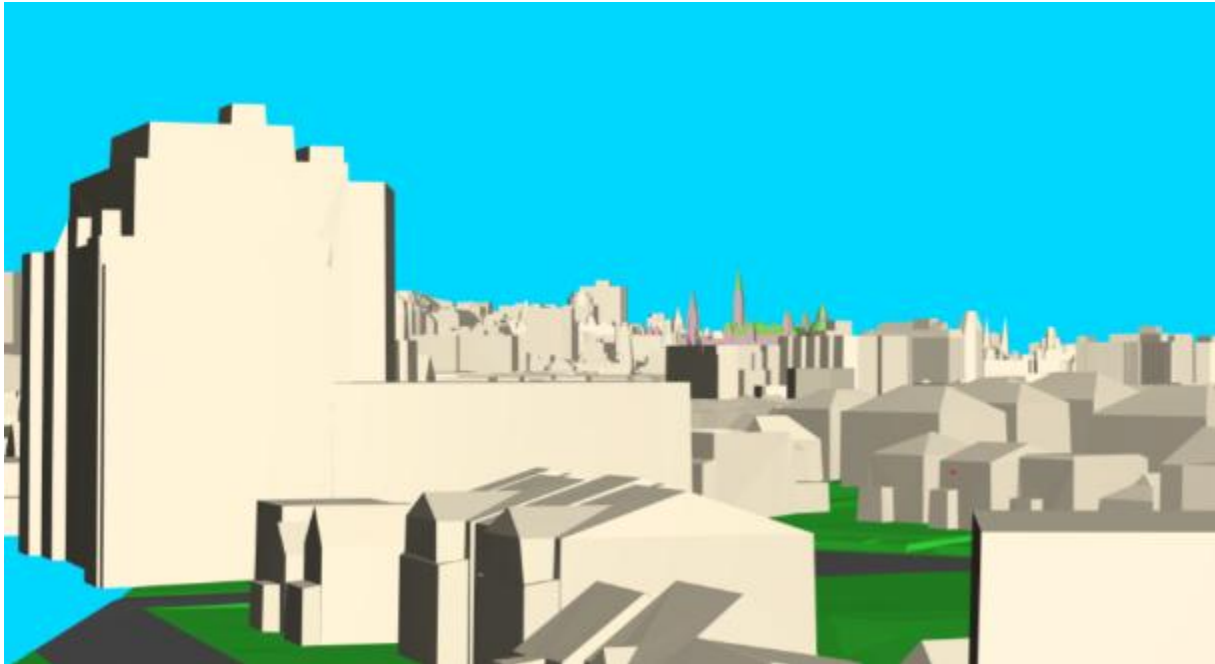
## Beechwood Cemetery Viewplane comparison

Existing 1



Proposed 1





Existing 2

Proposed 2



## **Document 5 – Consultation Details**

Notification and public consultation were undertaken in accordance with the Public Notification and Consultation Policy approved by Council for development applications.

During application review approximately 50 individuals/groups provided comments. Some comments were submitted in support of the development, however, most were opposed expressing concerns for safety and security, crime prevention, concentration of social services, supporting housing models, Shepherds of Good Hope (SGH) services and operation, noise, design, heritage, building height, and indigenous consultation.

## **PUBLIC COMMENTS AND RESPONSES**

The following summarizes, in no particular order, a list of comment topics and items raised by members of the public in response to the application:

### **Comments in support of proposal**

- I am in full support of this proposal. It is badly needed. On another note, I hope that the development at 333 Montreal Road goes through as well. That is badly needed as well.
- Support this project. My one suggestion is to please allow the creative design to be implemented in full, and that individuals who have not studied architecture / design or city planning should not be commenting on the physical appearance of the building (No suggestions of red lines running up the side as I've seen in previous design amendment suggestions).

### **Response:**

Planning staff are recommending approval as per this report and agree that this is housing is needed. The design has been updated and further detailed for staff reviewing, including urban design review panel.

### **Safety and Security**

- Safety and security of the residents must allow for safely entering and exiting the building and not directly onto such a main city artery with cars that travel along Murray Street. The drop-in centre and food kitchen will bring additional foot traffic to the area on the south side of the street.
- The density of units is much too large to adequately provide safety and security



for the residents of the proposed build and ability to safely manoeuvre the sidewalk for visitors and neighbours.

- Expansion without any support outside the premises of 216 Murray/ Shepherds of Good Hope facilities creates an unsafe neighbourhood for all and further isolates this already disadvantaged population. The deteriorating safety and security in the neighbourhood antagonizes the very community into which this vulnerable population is supposed to integrate. The \$219 million project to revitalize the market under the City's Byward Market Public Realm by making it a pedestrian friendly safe and inclusive destination attractive to families is in direct contrast with the increase in the shelter population concentration of homeless services in the Lowertown.
- I believe this application should be rejected pending resubmission by the applicant. The Lowertown neighbourhood is experiencing an increase in violent activities (especially harassment and breaking & entering), drug selling and use, and vagrancy (especially in the form of tents and loitering). The proposed building, particularly the combination of its size and mixed-use characteristics, is attempting to solve all of these problems at once, which I believe will cause it to ultimately fail at addressing client needs and the neighbourhood's issues.
- Where is the safe access to the bike parking?
- Where will security cameras be placed? Emergency phones?
- Does the city have any regulations relating to or ensuring neighbourhood safety in this zone?
- I always think why do I have the right to live in a safe neighbourhood and the people who frequent The Shepherd's do not. Would it not make more sense to build housing for them away from the drug dealers and pimps? I hope you would consider another site for the residential part of the Shepherd's expansion. I think with any decision that city planners make, consideration of would you want to live there should be part of the decision.
- I am writing today to oppose this proposal for the new build at 216 Murray Street made by SGH because there is no mention of safety and security in their application. This is the biggest problem for adding a new building at that location. The safety and security of SGH clients, volunteers and neighbours are already at risk, so can you imagine adding 48 more beds? Adding this new building will only

increase the number of clients, that is already in an over capacity state in this area.

- I implore you as City Planner for this project to consider the safety and security concerns for all in this ill-conceived plan. The timelines of the related development application within Development Review are being expedited and not allowing full review of the needs of the people to be housed here and the residents and businesses in the community.
- Almost 20000 discarded needles were picked up in Lowertown last year. When Ottawa Inner City Health received the \$2 million to expand the supervised injection site with a 24 hour/day opening the Executive Director said the permanent site “will move a lot of outside activity inside”. This has not happened. We are told the SIS has a minimum of 1500 clients who use the site and where do they go afterwards? In a late 2018 report to Health Canada, Ottawa Inner City Health stated that “Safety and Security continues to be the main challenge we face”. In that report the authors talked about “fronting” which “has greatly increased the violence experienced by people who use drugs as drug debts accumulate.” The evidence is abundant that this area is becoming ever more unsafe.
- We fully agree that the programs the SGH currently offer in conjunction with the Ottawa Inner City Health are needed for the well-being of people suffering from homelessness and addictions on our streets. We are grateful for the caring and very difficult work their staff perform every day and thank them for that, but building housing immediately adjacent to the shelter, the SIS, the TED program (Targeted Engagement and Diversion), the safe supply outlet, and on this very rough and violent corner is unconscionable. One of the pillars of Ottawa’s own housing and homelessness plan is “recovery.” Why would you house people, women, indigenous women, at this location if you believed there was hope for their recovery? The Mayor says the SGH are building “homes.” I would ask: whose home is located above a low barrier drop-in centre in an area steeped in drugs and infested with dealers and others whose intent it is to cause harm?
- The City of Ottawa declared a Housing and Homelessness Emergency last year, and rightfully so. It is deeply troubling for me to see how homelessness has taken hold in Canada. We need to move forcefully and quickly to ensure every Canadian has a roof over their head. Supportive Housing is one very important strategy to address the emergency and we must develop and establish it for

everyone who needs it. It is very good that governments are starting to allocate long overdue funds to alleviate the housing crisis and that officials want change to come quickly. It also makes sense that the Shepherds were allocated money to establish more supportive housing. With the Rapid Housing Initiative announcement, the Honourable Catherine McKenna said that this funding was designated for safe, permanent housing for “the most vulnerable of the vulnerable” and these are the people the Shepherds exist to help. However, what I simply cannot comprehend, is how anyone could think this is a good place to house these vulnerable women even on a “transitional” basis if an alternative were possible?

- Over the past years, the operations of the SGH and the drug injection site operated by Ottawa Inner City Health, have had devastating effects on the surrounding communities. 24/7 violence, drug dealers, shootings, stabbings are the norm in Lowertown and the Byward Market. Our community is barely livable, and we are afraid for our families and children the moment we step out the door. Almost 20000 discarded needles were picked up in Lowertown last year!! UBER does not allow their drivers to make stops on Clarence Street near KE!! Their app actually prohibits it due to safety concerns for their drivers! Prominent businesses and restaurants are leaving the area (including Tim Horton's on one of the busiest streets in the city – KE Ave), Winterlude celebrations were moved to other areas, long-time residents are selling their home and leaving, and people from other parts of the city will no longer visit the Byward and Lowertown area due to fear for their safety. However, I have looked through the 18 documents provided for this submission and found only 3 sentences on page 4 of the Design Brief document relating to security and CPTED study that will apparently solve all security problems generated by the operations of these private companies (SHG and OICH) by providing “eyes on the street” ONLY directly in front of this proposed building. The SGH have publicly and unapologetically stated that they accept no accountability for anything that happens outside of their walls. Why is the city holding these two private companies (SGH and OICH) to a different standard than any other private company when convenient for them? How is it possible for the City to not DEMAND that a complete security assessment of this project including impacts on the city, surrounding communities and the proposed building residents be completed as part of this project? It is obvious from the lack of responses received from Councillor Fleury or the Mayor to multiple enquiries from the community about the security of our families and the community, that

they do not want these significant issues to be widely known. The city does not seem to want anyone to know how ridiculously out of control and dangerous our downtown core has become. What a violent embarrassment it has become.

- An unexpected outcome emerged with the injection site: Shepherds of Good Hope clients are now crossing Murray Street anywhere between Cumberland and King Edward, whether the traffic light is red or green. This jeopardizes enormously clients and drivers' safety. This problem would be even greater with a new building.
- Illegal activities are on the rise in the immediate neighborhood of SGH.
- Ottawa needs more affordable housing. Addressing homelessness requires both increasing density, and building increased density throughout the city, including in Lowertown. Supportive housing is the best long-term solution to chronic homelessness but, unfortunately in this case, is being opposed because of people's past negative experiences with the existing shelter. The irony is that those against this project are fighting against the best long-term solution, and hence inadvertently preserving a status quo they are not happy about. This project is not in the safest location it could be, but the location is zoned for residential development, and supportive housing is certainly better than a shelter. The existing problems at this site will not be solved by stopping this project. In fact, the project provides an opportunity to improve the situation, but without any guarantee, so we all need to find those missing puzzle pieces. In summary, this is not the best, but it is an improvement on what we have now. This project alone will not solve the problems, but the problems will not be solved without supportive housing like this, and even in locations like this. So, I support the proposal, but with several concerns that I expect the city and SGH will address.
- Most residents are concerned that existing safety & security risks at the site could worsen, rather than improve. The Planning Rationale's assertion on page 10-11 that the drop in, outdoor patio and soup kitchen would reduce activity on the Murray St. sidewalk is presented without any evidence, so is not convincing. Safety risks are real and present dangers now, so residents are justified in expecting both the city and Shepherds of Good Hope to better address those dangers for prospective new residents of the building. Litter and waste pickup needs to be formalized and frequent; police presence needs to increase; mental health services must be proactive rather than reactive.

- The development restricts servicing to the rear of the building to avoid conflicts with pedestrians and does have direct views from interiors to the street, but these are not sufficient for safety. The development arguably does not adequately support a safe, animated and positive pedestrian street experience, largely because the existing situation is so bad that it is difficult to expect any building to improve the situation. Where are the measures to address the crime and violence which is a part of the normal experience on this street?
- I know many people who do not want to come to the Market Area anymore, due to the risk of violence, homeless loitering, noise, theft, trespassing, toileting (everywhere), garbage on the streets and private properties, being approached by aggressive panhandlers, observing drug deals and vulnerable homeless people with mental health issues who are intoxicated / drugged, being threatening and intimidated by homeless population, break ins, etc. The people that live here, have to deal with this - daily! We can't leave and go home at night – this is our home! We are entitled to have the quiet enjoyment and safety of our home and community. This is no longer the case and every year the issues escalate, and it is time that the Residents are heard and our City acts on behalf of the Residents of Lowertown and Market area. We have experienced this with the installation of the Self Injection site(s). The people that use these sites, roam the streets and our private properties after they inject drugs and nothing positive happens after someone is intoxicated. The deteriorating safety and security in the neighbourhood impairs the very community in which this vulnerable population is supposed to integrate.
- The suitability for housing whether it is permanent housing or transitional in this location is not effective or safe. It is a Band-Aid solution. Band aid solutions never put out fires they just mask the issues.
- Determine how the set-up for the security personnel monitor the access points to the drop-in, monitoring access to the private facilities in the stairs, monitoring 24 hours a day who comes in and out of the building.
- Review the courtyard setup security requirements of picnic tables next to the pedestrian sidewalk in the small courtyard and next to the SIS.
- One small balcony east facing for 48 people, potential danger.
- Safety for workers and volunteers - on floors 1 & 2, what exit can they use?

- Safety regulations in each micro-unit exits appear to have 1 door 1 window, hallway and set of stairs. Does this meet code?
- In case of fire or other emergency are there adequate entrance/exits and other safety measures?
- Will the SGH allow Agent Status to OPS?
- Complexity of the potential build and clients will require heightened safety requirements.

**Response:**

The new building has been designed with an active entrance and glazing facing the public realm for full visibility and relationship with the public realm. The building features 24/7 security desk as well as adequate lighting and security cameras. A new gathering space and amenity area is setback and removed from the City sidewalk so that this activity is concentrated on private property for residents of the building and visitors/users of the drop-in centre. Bicycle is provided within a secured and gated access within the rear yard.

Furthermore, many of the concerns raised are beyond the purview of a planning application. The applicant/owner has provided a response in Document 6.

**CPTED (Crime Prevention Through Environmental Design)**

- The only reference to a CPTED in the documents was a reference on p.4 of the Design Brief (see below).
- Will the Ottawa Police Service be expected to evaluate the comprehensive elements needed for safety both inside and outside the building?
- The Salvation Army CPTED provided a comprehensive assessment with design strategies to be incorporated into the facility. For example:
- separate access for different groups; deterrents for loitering and unauthorized access; staff offices with oversight of gathering places; electronic access control for residents in housing; etc.
- Activating the public realm requires a Crime Prevention Through Environmental Design (CPTED) approach but the only mention on page 4 of the design brief is cursory at best. Simply claiming that “increasing animation at pedestrian level

and eyes on the street” will be enough to prevent crime at this location does not make it happen. Who, and what mechanisms, will prevent littering, drug trade and violence at the outdoor patio, and spilling out onto the sidewalk?

- Ensure that a full CPTED is completed and adhered to in all phases of the build and post build for residents of the shelter, proposed housing and surrounding community.

**Response:**

Ottawa Police Services (CPTED unit) reviewed the application and noted “there appears to be good sightlines to the property from Murray St. Video surveillance and good lighting around the exterior of the building will be important for safety purposes and to assist police with criminal identification. Proper signage indicating “Surveillance” and “No Loitering” will also be very important. Keep in mind good sightlines with entrances and windows. Try and avoid alcoves (if possible) around the exterior of the building as these create spots for loitering, drug use, etc. No major issues were identified from a Police/CPTED viewpoint with this plan.”

Planning staff agree with this assessment and also acknowledge the commitment from the Shepherds of Good Hope for video surveillance and lighting. These details may be shown within the Site Plan approval.

**Impact on Neighbours**

- There are no garbage receptacles in my area and I realize there are probably reasons for this; mainly that the homeless would not use them or would rummage through them. It might help if SGH would not allow their clients to pick up food in containers to eat outside to then throw these containers all over the place.
- TRESSPASSING: A major problem here... SGH could and should put more awareness programs in place so that their clients are made aware that it is not acceptable for them to do drugs on our properties. SGH clients do not care about others or respect our spaces. SGH should put in place some sort effort to educate or communicate to their clients that it is in everyone's interests to respect the neighbourhood.
- At a recent meeting of the ByWard Market BIA, several store owners complained of having to escort patrons into and out of their stores due to homeless persons, usually impaired in some fashion, making themselves at home in store

entrances. In the morning when they arrive to open their shop, they often have to clean up fecal matter, used needles and other garbage from their doorways. Many of the business owners are discouraged, but fear that making the matter a high-profile issue will only dissuade potential clients from coming to the Market. Several have already left as a result while others are known to be considering their options.

- Residents in surrounding homes and condominiums near the Shepherds of Good Hope also often find their entrances/exits blocked by people sleeping or sitting on their doorsteps. At times, these people can be aggressive, and police need to be called to clear the way before residents can safely exit.
- On the advice of the police, the neighbourhood is becoming festooned with "No Trespassing" signs and an increasing number of fences so that there will be a legal remedy when people enter their yards. However, police will not intervene unless a crime (other than mere trespass) is being committed.
- Passersby near the Safe Injection Site (SIS) at the Shepherds on Murray Street will usually see people injecting drugs on the sidewalks around the SIS -- perhaps because they did not wish to wait to get into the site or they felt they were close to emergency assistance should anything happen, so why stand in the line-up. Drug dealing is conducted openly everywhere in the vicinity.
- Police and bylaw are often unable to respond in a timely manner to calls for help for illegal and criminal activity. There are no proactive programs either municipal or provincial to protect the neighbourhood from the adverse impacts associated with SGH operations. Despite their speculation, this proposal to expand SGH facilities at this location will only result in additional adverse impacts.
- The approach to dealing with these neighbourhood issues is wrong headed. We need a multi organizational, multi-disciplinary proactive approach to deal with homelessness, mental illness, and drug use. Chasing after offenders is not effective nor is it a solution. Establishing diversion programs, treatment facilities and counseling options are what is needed.
- We have concerns related to safety, privacy, trespass, theft, vandalism, intimidation, toileting and drug use on our private property. The SGH have no capability or authority to deal with these issues that fall outside the bounds of their property, on public property i.e. sidewalks and parks nor on private property.



We are also impacted by ongoing activities that take place on SGH property – noise, and privacy concerns. Any expansion will exacerbate these problems.

- Businesses and residents at their own expense have had to hire additional cleaning staff and security and build gates and fencing to protect themselves from trespass and illegal activities. This has been escalating in the past 2 decades and this project will exacerbate the problem.

**Response:**

These are broader in nature and do not related to the planning applications before the City, nor are they within the purview of this application review. The concerns are noted and acknowledged for public record. The applicant/owner has provided more detailed response in Document 6.

**Concentration of Services**

- The increase from one storey commercial building to 8 storey mixed use building with 48 dwelling units presents the following problems: The increased concentration of services for the homeless right beside the area whether the city's drug traffic is concentrated is not good for the community nor for those experiencing homelessness. Isolating the homeless into a high rise further hinders their integration into society and the community. Expansion without any support outside the premises of 216 Murray/ Shepherds of Good Hope facilities creates an unsafe neighbourhood for all and further isolates this already disadvantaged population. The deteriorating safety and security in the neighbourhood antagonises the very community into which this vulnerable population is supposed to integrate. The \$219 million project to revitalize the neighbourhood under the City's Byward Market Public Realm by making it a pedestrian friendly safe and inclusive destination attractive to families is in direct contrast with the increase in the shelter population concentration of homeless services in the Byward Market.
- Although my degree is in Arts and Humanities, I have been reading a lot about social work, vulnerable populations and local solutions to end homelessness especially as highlighted in the City of Ottawa's 10-year Housing and Homelessness Plan 2020-2030. As the main goal is to shift from managing homelessness to a system focused on ending it, there needs to be a move from crisis responses like shelters and soup kitchens to permanent, appropriate, safe

and affordable housing with the support necessary to sustain it.

- I oppose the SGH expansion because I don't believe that it is the proper solution. It's been tried again and again with mediocre results at best. I'm sure there have been many studies on this subject and they should be consulted before doing this counterproductive expansion. Also, concentrating the homeless population in the market area is bad policy. There are already three in the market area and more capacity is not what is needed.
- I believe this application should be rejected pending resubmission by the applicant. The Lowertown neighbourhood is experiencing an increase in violent activities (especially harassment and breaking & entering), drug selling and use, and vagrancy (especially in the form of tents and loitering). The proposed building, particularly the combination of its size and mixed-use characteristics, is attempting to solve all of these problems at once, which I believe will cause it to ultimately fail at addressing client needs and the neighbourhood's issues.
- Rejecting this application is not a rejection of the need for housing solutions for the homeless and vulnerable population in Lowertown. More housing options are desperately needed. However, this particular application is attempting to rush solutions to both the demand for housing and support services. The proposed building's community resource centre, commercial kitchen and housing units are not compatible given the proximity of the safe injection site. Mixing populations that are using drugs, requiring community services, and living in housing units makes no sense, particularly in a neighbourhood that is bearing the costs of a concentration of services. Solutions for all three are needed yet having them in one place under one roof next to an injection site is an unacceptably suboptimal solution. It merely moves the problems around and encases them in a shiny new building. My own apartment building has spent tens of thousands of dollars on safety and security over the last 2 years and I believe this will continue or even worsen without a sufficient solution that addresses the housing issue and the neighbourhood's challenges.
- Rejecting the proposal would enable the applicant to reconsider the proposal and submit an application for a housing unit-only building that can better serve the needs of clients who are seeking to leave behind drugs and homelessness. This is paramount considering that the injection site is not slated for moving. Either the shelter moves the injection site and proceeds with this proposal, or it can submit a proposal that better considers the existing circumstances. The proposed

building, particularly the combination of its size and mixed-use characteristics, and an injection site next door are completely incompatible.

- Rejection pending resubmission would also provide the applicant with an opportunity to reconsider their plans for 233 Murray, which is being designated solely for administration. Given the need for solutions and the increase in demand for services, especially during the pandemic, a building designated only for administration makes no sense. 233 Murray already houses a kitchen. Moving it to the proposed building is an ill-considered and unnecessary decision.
- The Lowertown neighbourhood is suffering, as are the shelter's clients, and solutions that are not long-term and sustainable must be rejected. Consider also that the ByWard Market is slated for over \$100 million of investment. Doing so next to a community that is undergoing significant challenges and is not receiving appropriate solutions risks being a waste of money.
- To finish, Lowertown absolutely needs housing as proposed in the new building. Yet this proposal, particularly the combination of its size and mixed-use characteristics, is not an appropriate solution. I urge you to reject this application so the applicant can better consider options for the proposed building that make sense for the neighbourhood and for the clients seeking housing solutions. I would be happy to live next door to a housing solution that works to solve the housing problem rather than slaps a band aid over existing challenges.
- If the city continues to encourage the growth and concentration of services for the homeless in Lowertown it seems inevitable that it will become LTES (Lowertown East Side) and, as with DTES (Downtown East Side, Vancouver), will *become the site of a complex set of social issues including disproportionately high levels of drug use, homelessness, poverty, crime, mental illness, and sex work*. As well, Ottawa, like other Canadian cities such as Vancouver, seems set to experience the emergence of tent cities in its parks filled with people who prefer tents to shelters. These can spring up in a matter of days and take years to dismantle.
- Best practices in a "Housing First" model show that it is not a place for organizational empires. No single agency can employ all the specialists or offer the services required to tackle the hard problems in the manner or scale that is required. Interagency and intergovernmental cooperation are necessary, along with cooperation and coordination from many agencies. The solution is not to

replace interagency cooperation with vertical integration of services within an organization.

- The 216 Murray project, along with the many exemptions it requests, is far from this, it is another step back. The increased concentration of services for the homeless right beside the area where the city's drug traffic is concentrated is not good for the community nor for those experiencing homelessness. Isolating the homeless into a high rise further hinders their integration into society and the community. Expansion without any support outside the premises of 216 Murray/ Shepherds of Good Hope facilities creates an unsafe neighbourhood for all and further isolates this already disadvantaged population. The deteriorating safety and security in the neighbourhood antagonizes the very community into which this vulnerable population is supposed to integrate. The \$219 million project to revitalize the market under the City's Byward Market Public Realm by making it a pedestrian friendly safe and inclusive destination attractive to families is in direct contrast with the increase in the shelter population concentration of homeless services in the Lowertown.
- Expansion and concentration of facilities for homeless people in a milieu of shelters and a SCS with large numbers of people gathering to access services and meals, buy and sell drugs and panhandle perhaps, can be interpreted as maintaining the distinct identity of the area but for the surrounding residential and business community, it is reduced once again to defending oneself against a further onslaught of trespass, intimidation and crime that destabilizes the character of the neighborhood. Residents and businesses at great expense have erected gates, fences and security systems in an attempt to protect themselves from escalating street activity. They also avoid walking on sidewalks in the vicinity of the SGH campus and visiting local parks that are regularly used for drug consumption and outdoor toilets.
- The 216 Murray St. Shepherds of Good Hope project, along with the many exemptions it requests, will be putting the residents here and our community at further risk. The increased concentration of services for the homeless, right beside the area where the city's drug trafficking and using drugs is happening is not good for the community nor for those experiencing homelessness. Isolating some homeless people into a high rise (next to a homeless shelter?!) further hinders their integration into society and the community. Expansion without any support outside the premises of 216 Murray/ Shepherds of Good Hope facilities

creates an unsafe neighbourhood for all and further isolates this already disadvantaged population.

- The \$219 million project to revitalize the market under the City's Byward Market Public Realm by making it a pedestrian friendly safe and inclusive destination attractive to families is in direct contrast with the increase in the shelter population concentration of homeless services in the Lowertown.
- We keep hearing the people are here as the Services are downtown. That is not true, other facilities are located in other areas of the city. Many services visit the SGH. I will not quote although did hear that mental health services come once or twice a week; housing personnel similar, social services personnel take clients to appointments by taxi. Why not buy a bus or small van that may cost \$50-75k a bus driver \$50k the clients can be driven to appointments, services or for outings that would be meaningful to them? Also, many service organisations are being built around these shelter locations ... how many services are in the downtown core?
- It is a further concentration of social services in an area already over saturated a fact recognized in .... when a bylaw was enacted to limit the number of such developments in Lowertown
- Housing for vulnerable populations (especially women) should not be in the same facility or adjacent to shelters and the SCS.
- The proposition will best suit the tenants if located in another area that is not in an over concentrated location of vulnerable persons.

### Response:

The proposed development is focused on the Shepherd of Good Hope repurposing some of their existing services into a purpose built building with access to the Community Health and Resources Centres services as well as well as residential dwellings units in the form of affordable housing shifting away from a system of shelter beds into proper housing. The density is appropriate for this central location and helps fulfill the housing requirements subject to the Rapid Housing Initiative.

### Shelter vs. Supportive Housing

- This project is not a housing project it is **the construction of another shelter** in the Byward Market / Lowertown area which contravenes existing bylaws for

Ward 12 : [RIDEAU-VANIER WARD 12 INTERIM BY-LAW STUDY AND ZONING BY-LAW AMENDMENT \(ottawa.ca\)](#). I have included a summary of the points related the bylaws that are being contravened at the very end of this message. The bullets below address this issue based on information on the documents submitted for site plan control.

- The Design Brief document as well as other documents identify this project as 'supportive housing' so that they can access the RHI funding and avoid adhering to the existing bylaws of the City of Ottawa. Why have bylaws if we let councillors and private businesses like the SGH just change wording to avoid them without being challenged and held accountable? Just because the SGH and councillor Fleury decided they will call this by a different name does not make it so. They could have called it an all-inclusive resort with meals included as well, but that is not what it is. **The wording used is just to avoid the term SHELTER...**which is what this is...again. Funding that is supposed be earmarked for building real housing to help people in need, so they can heal and rebuild their lives is being used by the SHG to re-build their kitchen, build another drop-in center and more shelter rooms immediately adjacent to a drug injection site. Would you really expect positive outcome for anybody in the situation? If the city continues to support these types of projects, none of the people in need and none of our communities will heal. This will be a never-ending pit of funding without actual positive outcomes. Build true housing to help people recover, heal, and stop perpetuating this vicious cycle. If not, your legacy will be creating Ottawa's own 'Skid Row' for generations.
- The UDRP Design Brief document further proves this point as it outlines the floorplans for this project. Having four walls around a tiny space and bathroom, located directly above a drop-in center for people also mostly with mental health and substance abuse issues, coming in and out all night, requiring a constant security presence due to the dangers, and a common shared kitchen, really does not sound like 'housing does it'??....**it makes it a shelter**. The amount of outdoor space for residents is ridiculously small. Are all 48 residents going to share a balcony the size of a postage stamp on the second floor, as demonstrated on the floorplan of this document? Shared kitchen, shared balcony....**this is another institutional shelter and that is how it should be treated in this review**.
- The Design Brief document outlines that this project is targeted for indigenous

women. However, visitors and children are not allowed and next to no outdoor space away from the most violent, dangerous, street in our entire city, surrounded by predators, right outside their front door. How are people supposed to heal, and thrive in this type of environment? **This is not housing it is another shelter.**

- While you say you are seeking to include a provision prohibiting a shelter as a permitted use on this site, is the design and intention of this structure the continuation of an out-dated, institutional style model – indeed a shelter upgrade?
- While logic suggests that shelters are the main starting point of contact for most of the homeless, the solution to ending it need not reside or end there. There must be many pathways and participants to a “Homes First” solution. To prevent further harm and do some good, the city needs to stop focussing its resources on shelters as a solution to homelessness and redirect resources to a comprehensive "Housing First" initiative which is not captive to organizations that depend on operating shelters for their raison d'etre.
- This proposal to build and operate additional facilities flies in the face of the current moratorium on the expansion of social service facilities in Ward 12. This moratorium, residential bylaw 2008-250 pt.5 sect. 134 Shelter Accommodation was enacted in recognition of the growing problem and that further expansion would be detrimental to the fabric of the community.
- As highlighted in the City of Ottawa's 10-year Housing and Homelessness Plan 2020-2030, the main goal is to shift from managing homelessness to a system focused on ending it, there needs to be a move from crisis responses like shelters and soup kitchens to permanent, appropriate, safe, and affordable housing with the support necessary to sustain it.
- SGH is building too many shelter buildings in Lower town, with new 216 Murray St. Development.
- There is no absolute promise that SGH by developing this new property will retire their other sites. This potentially is a permanent enlarging expansion. This means they can hold more clients. It sounds commendable that SGH staff will be able to house more clients but should not be at the expense of the well-being of other socially housed low-income neighbours. Many of us are trying to live safely

nearby, with no other choice due to limiting income and therefore our only option is to remain in place. Or even for the public who are visiting our nation's capital, while must safety be forgotten at moment of housing/ shelter for poor. For example, each summer in Ottawa crime picks up near the SGH because other poor/ homeless looking for shelter from other cities such as Toronto and Montreal begin migrating through to Ottawa in search of new shelter. These new clients often clash with our SGH long-term clients. They find the long-term SGH clients because everything about the SGH lower town site is all together in one place! The consequence is a rise of drug trafficking, violence, stabbings and shootings May to September, in this concentrated area. This is additional, to regular nuisances of human waste on neighbouring entry ways, or crack smoking of clients that blocks the only entry/ exit of neighbouring homes. Car break-ins, home break-ins, and paraphernalia such as daily drug needle clean-ups and other of blades and hand-gun hidden on neighbouring properties.

**Response:**

The proposed development is a mixed-use building containing a Community Health and Resources Centre and Dwelling Units, both of which are permitted uses and staff are satisfied that this development meets the definition of these lands uses. Furthermore, the application specifically prohibits shelter. The housing proposed in this case is intended for Affordable housing and will support the Rapid Housing Initiative.

**SGH Services**

- What is the maximum accommodation for the drop-in centre at any one time? (governed by fire regulations?)
- How many people will be served each day at the soup kitchen?
- Where will clients congregate while waiting for mealtime? At present there is a large waiting area in front of 233 King Edward, the site of the present soup kitchen. However, people waiting on the street for service at 216 will mingle with clients waiting to access the Supervised Consumption Site.
- Will there be furniture in the drop-in area?
- How will the toilet areas be monitored? (Rideau Branch Ottawa Public Library has a dedicated security person outside their toilets.) Are there sufficient toilets to service the anticipated uses? What governs this?



- From info on the website, the kitchen serves about 1000 meals per day. What regulations govern a kitchen with this output - hotel? restaurant? other?
- How many clients access the food services each day?
- The SGH have indicated all 48 beds added to this new proposed project would be permanently reduced from the current building. I do not notice any mention of this in the documents submitted. I could have missed it due to the massive amount of information. There is such a lack of transparency to the community regarding the SHG operations, that it is extremely difficult to get any information.
- Can you confirm if this is part of the proposal?
- Can you confirm how many beds are currently in the current SGH shelter?
- Can you confirm how the city would monitor the number of beds in the current shelter and what repercussions the SGH would face should they increase the number of beds above the prescribed number?
- The SGH have stated they will reduce the number of beds at the current location but what is that number? We know they are drastically overcrowded so what is the baseline from this overcrowded scenario ... can this number be provided? Our expectation of a shelter reduction would be only for those requiring beds and they would be housed or relocated to a transition facility within a couple of months. No more long-term stays!
- While the SGH have received a windfall of capital funding for the project there is no assurance that they have in place the operational funds and resources to operate it in a safe and manageable manner that will limit adverse impacts to clients and neighbours.
- The SGH proposition does not mention about what will happen to the 48 vacant beds at SGH shelter. And this is a huge problem being already over capacity with 300 individuals so can you just image the scenario, there appears to be no cap agreement with the city for the capacity.

**Response:**

The day-to-day operations of Shepherd of Good Hope services and details of concerns noted do not all within the scope of review for a planning application. See Document 6 for response from the Shepherds of Good Hope.

## **Noise**

- Vehicular access to/from the site from King Edward will create traffic disruptions on an already busy road and truck route.
- Garbage pickup and truck movement and deliveries at the rear of the building will produce excessive noise and traffic at all hours right next to residential units.
- There is no noise by-law in the Market area but what is noise, or acceptable noise? I suspect the lack of a noise by-law is because of the bars in the area. That said, something must be done about the constant screaming and yelling which is quite a public nuisance.
- Noise abatement strategies and appurtenances to protect neighbours should be an integral part of the design and construction of any new facilities.
- Roadway Traffic Noise Assessment Report: This report generally assesses the impact of traffic and mechanical systems noise on residents both outside and inside the proposed development and specifies what measures should be taken reduce the impact of noise. No evaluation of the noise generated by heavy and medium weight delivery and garbage trucks has been undertaken for the site or for the impact to neighbouring residential properties to the south. Nor is there an evaluation of noise from rooftop mechanical systems on neighbouring residents.
- Will the proponent undertake additional noise studies related to delivery and garbage trucks servicing the site?
- The 60-meter lane way proposed on the north side of the building at 256 King Edward Ave that is necessary to service the proposed building and the adjacent turning and maneuvering area will be source of disruptive noise. Garbage trucks currently accessing the 256 King Edward property produce noise levels unacceptable to residents in the condo to the immediate north. SGH have not come up with an acceptable solution.
- Noise is currently generated from garbage truck engines and mechanical, dumping garbage bins and the backup beepers. This is an existing unresolved issue for residential neighbours that will be exacerbated with increased traffic serving the proposed facilities. There will also be compressor noise from reefer trucks delivering food; they also have back up beepers.

- Backing trucks have beepers that intentionally produce a loud signal in the auditory range that is intentionally irritating to the human ear and meant to warn pedestrians. These beepers operate at about 1000Hz and sound levels in the 97-112 dB range. The best noise mitigating strategy is to limit these garbage trucks to specific times and certain days. Currently garbage removal takes place as early as 05:00AM – at great irritation to some neighbours.
- Will the proponent limit truck activity to the hours of 7:00AM to 11:00PM as required by municipal by law?
- Will a flag person accompany trucks to illuminate the need for back up beepers?
- An additional consideration is that these sounds will reverberate off the hard surfaces of the adjacent buildings and the asphalt paving that covers the entire area between the buildings.
- Will the proponent install mitigative sound barriers or employ other sound attenuation measures along the south side of the laneway to protect neighbours from truck-generated noise?
- Bylaw requirements of the delivery vehicles in the vicinity next to condo south side of build may cause noise and fumes from the vehicles running.
- Drop-in open 16 hours per day. This is potential Bylaw noise or other activity police review.
- Noise and air pollution and garbage from commercial activities will adversely affect residential neighbours.

**Response:**

Many of these concerns are regulated by the Noise By-law and operations such as construction, deliveries and waste collection shall be accordance with the by-law, as amended. Delivery and waste vehicles do not form part of a noise study, and these activities are regulated by the Noise by-law, such as restricted times of day.

**Design and Heritage**

- The summary provided in the Design Brief is too brief to be useful for residents in the proposed housing and for residents living near the proposed facility.
- How does it meet the compatibility requirements of the HCD across the Murray?

- The proposed height is not consistent with the existing average grade in this mature neighbourhood and would significantly alter the dominant character of the surrounding heritage neighbourhood, including the streetscape character of the block immediately opposite the proposed building. A low-rise (1 to 4 storeys) building would be more appropriate for the current and future residents and visitors to the area.
- This building would stick out like a sore thumb and be completely out of context with all the lower heritage adhering buildings on that side of KE.
- Does it complement the surrounding neighborhood, in style and bulk? Many buildings along Murray Street and environs are constructed of brick and most are generally built close to, or at, the front lot line. While existing buildings on this section of Murray Street (between Sussex Dr. and King Edward Ave.) are generally 2-3 storeys, taller buildings are located close by, for example, 309 and 312 Cumberland and 215 and 145 Clarence. However, unlike those mid-rise buildings, the south and west walls of the proposal are largely blank walls - giving a prison-like feeling, with no sense of complementing neighbour's views.
- Building Massing, Design & Materiality: The overall massing contributes to the creation of a human-scaled ground floor and base - but this is only on the north and east sides. South and west sides are walls, with only small windows, but no human scale at ground floor or base. Setbacks from the west side are problematic if that adjacent Church is ever developed with higher density - as the windows of each building will be directly facing each other building's walls. Amenity space provided for residents is likely adequate since they have an indoor resident lounge and balcony, as well as sharing the patio with the shelter residents. However, the outdoor patio is very small and will be crowded and unsafe.
- Building design is too modern considering it is adjacent to a Heritage Conservation District.
- Adjacent façades of the building should help animate the patio space by including glazing at grade. They avoid blank walls, exhaust vents, and mechanical equipment. But why is garbage storage required beside the outdoor patio? And other questions remain: will the balcony create risks of falling debris for patio users? Will seating, lighting, and landscaping ensure that the space is comfortable for all users?

- Review the West side of the build. Will the windows be limited to light and view (potential new build or any future adjustment west of 216 Murray Street?)
- Accessibility and mobility on city streets must be clear for pedestrians, no gathering or lining up to get into facility from Murray Street to be allowed. To ensure wheelchairs, strollers, pedestrians do not have mobility problems or concerns.
- Height of the building and number of units is a major concern.
- Unfortunately, the proponent focuses largely on the minutia of the building's interior and exterior elements (1,4,5 and 6) and does not address the broader issues of the development's relation and impact on the community.
- With respect to building height transition:
- Directly to the north is the Lowertown West HCD and within sight of the proposed development. Almost all buildings are less than 4 stories, within the zoning for the area.
- Within the Murray/ Patrick St. corridor west of King Edward Ave. the streetscape is predominantly 2 or 3 story buildings. The proposed small footprint, 8 story building would stick out like a sore thumb in contrast to the modest low-rise buildings along Murray St.
- The view of the iconic St Brigid's church built in 1889, a local landmark now repurposed as an arts and cultural centre, will be permanently blocked to the residents of the Clarence Gate community at the corner of King Edward and Clarence St. and from significant areas in Lowertown east of King Edward Ave.
- There is no set back of the north facing building facade, the façade rises from street level to its full 8 story height without affront yard setback nor any step back of the floors with height. The height is further accentuated by the narrow street side elevation.
- It disrespects the heritage nature of the adjacent HDC.
- The commercial kitchen and the other social services activities cannot be accommodated on the site. Large numbers of people will have to gather on adjacent public space while awaiting access to the building as the seating accommodation in the amenity space seats only 12 people.

**Response:**

The proposed development was subject to review by the Urban Design Review Panel (UDRP). As a result of formal review, UDRP was generally supportive of the development and further improvements were made to the building design as noted in the staff report. The application was accompanied by a Cultural Heritage Impact Statement and upon review Heritage Staff accepted the findings and had no further comments.

**Zoning/Height**

- Since this is a multi-purpose building, what zoning bylaws or regulations govern each separate part of the uses i.e.: apartment accommodation (access/egress/ fire code/landlord and tenant), commercial kitchen, drop-in centre, amenity space, social service functions, etc.
- Does the amenity space provided meet the requirements for each and all uses?
- What are the regulations for staff amenity space? Does this meet regs?
- Removing arguments related to historic monuments or commercial establishments, how does the additional height requested relate to the residential zoning and existing streetscape?
- The development application does not respect the current zoning: 8 stories where the zoning permits 4 and asks for variances to reduce side yards and front yard. The building cannot be serviced (deliveries and garbage removal) without the use of a 60-meter lane way and truck maneuvering area on an adjacent property, an area of approx. 770 sq. meters, an area greater in size of the proposed building site of 657 sq. meters. Typical of many developments the proposal is too large and ambitious for the site.
- Increasing from R4 to R5 is the next natural increment of density, and the height is appropriate given the height of several existing buildings nearby.
- SGH setting a new height limit sets precedence for taller buildings -cost to heritage/ Byward Market culture.
- Once 216 Murray St. is developed as an 8 story, what is going to stop other buildings nearby as being just as tall? or taller? Lower town has already been affected by this ideal of progress. The example on Rideau St. between King

Edward Ave. to Dalhousie St. has resulted in condo towers multi stories tall, which continue to be built shoulder to shoulder now shadowing the Byward to the north. Nicknamed by locals as the Rideau St. wall/ wind tunnel.

- Requires an inappropriate rezoning to accommodate the proposed height and variances.
- The variances required for the proposal exacerbate many of the other negative impacts of the project proposal.

### Response:

For the purpose of the application, the zoning by-law definitions of 'Community Health and Resource Centre' and 'Dwelling Unit' regulated the use. The interior design of the spaces will be reviewed during building permit issuance as per the Ontario Building Code. The zoning details, such height and amenity, are explained within the main report.

### Official Plan

- The project in direct contravention of the Official Plan Chapter 4, Policies #3
- The City will protect the views of the Parliament Buildings from two locations in Beechwood Cemetery. The view area, or viewshed, and the two locations, the Tommy Douglas Memorial and Poet's Hill, are identified on Annex 12. New buildings or structures should be located to compliment or enhance the view of these important landmark buildings. **A building or structure is deemed to obstruct the view if it visually blocks the foreground view or visually changes the background silhouette of the Parliament Buildings when viewed from the identified locations.** For each property in the viewshed, **no Zoning By-law amendment or minor variance shall be permitted** that would permit a proposed building to obstruct the view unless it is demonstrated that the view is already impacted and would not be further impacted by the proposal. Site plan control approval, other regulations and City maintenance practices may also be adjusted to ensure that fences, signs, trees and other elements do not obstruct the view.

### Response:

As detailed in the staff report, planning staff analysed the viewplane protection policies and find that the proposed development conforms with the policy framework. The

building height does not impede the view and enjoyment of Parliament from the Beechwood Cemetery. Furthermore, Schedule 77 currently permits heights up to 36.6 metres on the blocks immediately north and south of the site along King Edward. The proposed height of 33.5 metres fits within this planned function, and more importantly is consistent with the viewplane policies.

### **Waste Management/Truck Access**

- SGH states that truck access from Murray is dangerous because trucks cross the sidewalk. The proposed entry from King Edward Avenue also crosses the sidewalk. KEA is much busier (44,740/day southbound vs 15,000/day) and the sidewalk lane is often blocked by police vehicles, ambulances and clients who sit outside 233 King Edward Ave. Why is it more dangerous for trucks to cross the sidewalk at Murray than at the proposed King Edward gate?
- How will the gate be monitored?
- Has any consideration been given to the plight of residents at the adjacent property on King Edward Avenue, 260 and 262 King Edward Ave.? Already residents are plagued by malfunction of SGH “security” gate and breaches by clients.
- What plans have been made for trucks waiting to access via KEA if there is already another truck using the space? It is not acceptable for trucks to park and idle in front of residences on KEA. With the impending narrowing of KEA, safety margins will be even tighter.
- Is there a medical waste pickup on site? What are regulations?
- Will trucks have flag persons so that back up beepers do not have to be used?
- Residential Bylaw only covers waste management for 4 or less residential units. What are the zoning regs for more than 4 residential units?
- Why is there a garbage bin outside as well as bins inside 216 Murray? Bylaw states that all waste must be contained within the premises.
- Is there a medical waste pickup on both sites?
- How many trucks per day delivery food and supplies to the SGH? How many of those trucks are refrigerated?



- How many trips are made per day /week for waste pickup - who is carrier and what are the hours for pickup?
- The proposed 60m roadway across the adjacent property at 256 King Edward Ave. to accommodate heavy trucks to service the proposed building at 216 Murray is unnecessary and should not be approved.

**Response:**

Transportation Services staff reviewed the proposed development, including the proposed truck movements for delivery and waste collection and have no concerns with this function and access from King Edward Avenue. Additional comments are more specific to the operations of the SGH, and as such responses have been provided in Document 6.

**Landscaping and Amenity Area**

- The two trees on the property will be removed and replaced with 4 ribbon grasses and a Virginia creeper. How does this provide greenery in the asphalt environment that is envisioned? Is there not a requirement for such a development to provide green space or contribute to the urban canopy?
- The proposed design for a new building should be required to provide for adequately-sized, pleasant, landscaped, open space at the entrance to the first-floor level, both open to the sky and covered (such as a large entrance portico). Outdoor space should be provided on site to allow visitors to the space to gather as they wait to get in. The present proposal, with full site coverage, will mean people will be taking up space on the sidewalk.
- The Planning Rationale document outlines the rezoning requests that “reduced front yard, reduced side yards, reduced landscaped area.” The residents of such a building as well as our downtown core needs more greenspace, not less. Thus, the proposal is to cut down the large trees and just keep pavement and 3 plastic parasols? Once again, is this housing? The residents will end up spending the days in the streets, surrounding by all the predators from the drug injection site right outside their front door.
- Public Realm & Landscaping: The development does not contribute to the creation of a positive sense of place by integrating landscape elements such as street trees. In fact, two trees are to be removed, without any being planted.

- The private and public spaces proposed are grossly inadequate in a development that proposes to provide transitional homes to vulnerable women, serve 1000 meals a day and an additional approximately 1000 SCS clients per week immediately next door. This is exacerbated by the request for reduced front and side yard setbacks and increased height and density (rezoning). Clearly insufficient space has been provided on site to accommodate large numbers of people congregating and waiting to enter the building to access services or their apartments.
- There is no landscape design plan that will allow the protection of SGH clients within 216 Murray St. grounds. It is imperative that they have a safe outdoor yard for a safe place to loiter and rest on SGH grounds.
- I have personally been a witness to SGH clients being hit by cars with deadly consequence. It is a feeling of no control over the matter and anxiety that it will continue to happen again repeatedly until a solution is found to protect SGH clients by allowing a designed outdoor yard for them to rest safely. Presently they only have the narrow sidewalks and the environs of the busy Murray Street and connecting 4-lane King Edward Avenue corridor.
- If the 216 Murray Street current plan goes ahead without any planned landscape design to provide space for SGH clients to rest safely outdoors. Drug and alcohol fatalities will continue on adjacent streets more because there is nowhere to really remain on the grounds of SGH safely within eye shot of others who may be able to see when clients become abruptly ill.
- The lack of a better landscape plan around 216 Murray proposal, also shows SGH's disrespect and refusal to keep others safe from crime and other misuse of the area others reside in. This has been an ongoing concern and brought to their attention (SGH staff) numerous times by neighboring residents, the whole of lower town residents and local businesses and other social housing buildings near this site. I am one of those neighboring residents of SGH, who lives in social housing as a single parent also working in the lower town area. I cannot move because it is utterly unaffordable to do so. Every month I continually plead for better security concerning SGH activities and their clients.

**Response:**

The gathering space along the frontage of Murray Street was redesigned to incorporate

two new trees, in addition to the rear yard landscaping. Amenity options for the residents include the outdoor gathering and 2nd floor balcony, as well as the common indoor lounge and dining room areas on the 2nd floor. These spaces have been designed for safe and accessible amenity and landscaped areas for use within the private property.

### **Environmental Site Assessment**

- I'm unclear about the effect of the requirement for a phase 2 environmental site assessment. When will it be prepared and what measures are likely to be required to mitigate the impacts of the onsite "fill material of unknown quality" or from the fuel storage tanks at 305 Cumberland?
- Table 3 Potential Contaminating Activities, page 31, indicates two sites of potential sources of contaminants; one onsite and the other close by at 305 Cumberland the site of former auto repair facilities, and underground gasoline storage.
- What further investigations will be undertaken to confirm the status of contaminants on the proposed development site?
- What remedial procedures would be implemented if contaminants are confirmed on the site or are migrating toward the site?
- A phase two ESA is recommended. What will this Assessment include?

### **Response:**

Environmental site assessment will continue to be viewed through the Site Plan Control process, as well as through the Record of Site Condition process.

### **Geotechnical Report**

- The site is underlain by approximately 8 to 10 m of sensitive Leda clay which cannot support the proposed building and can lose strength or liquefy when disturbed. Sheet piling will be required to prevent collapse of the building excavation and piles or caissons drilled or driven to bedrock below the clay will be required to support the weight of the building. There is a risk of soil settlement in the vicinity that could possibly affect adjacent buildings.
- How will adjacent buildings be protected and monitored for the adverse effects of

possible soil settlement/movement or loss of strength during construction?

- The report mentions chemical testing for chloride, sulphate, PH and resistivity.
- What considerations have been made to deal with possible soil contamination i.e. petroleum products or noxious chemicals?
- Have the soils been tested for contamination?
- Might clean up or remediation required?
- If so what would be the plan?
- Groundwater monitoring wells indicate that the building excavation will be lower than the water table and pumping and disposal of water will be required. Removal of water from saturated clay soils may lead to soil shrinkage and soil settlement.
- How are adjacent buildings being monitored and protected from the possible adverse effects of groundwater flow and removal?
- Will permanent sumps be required within the building foundation to deal with inflow of groundwater during the operating lifetime of the building?
- How might this affect surrounding soil conditions and adjacent buildings?
- Will there be ongoing monitoring of groundwater and soil conditions following completion of construction?

**Response:**

Geotechnical considerations will continue to be viewed through the Site Plan Control process, as well as through the building permit process.

**Site Plan Control application**

- The development site is described as a rectangular lot approx. 33x20 m about 657 sq.m at 216 Murray St. In fact, it includes an additional approx. 770sq.m. on the adjacent property at 235 King Edward Ave. in the form of a roadway and amenity space without which the development cannot function and the building could not be serviced. This additional space, more than doubles the area of the development.

- The new building because of its size and restricted eastern side lot must be serviced from the adjacent property.
- This additional land should be subject to all of the review procedures and regulation afforded to the described 216 Murray St. building site.
- As these lots are not tied in anyway and either may be sold separately, how will the service space required as an integral element of the design be legally attached to the development site ensuring its future viability?
- Will this additional land be attached to and deeded to the development property?

**Response:**

216 Murray and 256 King Edward are both owned by the Shepherds of Good Hope. Loading is not required by the Zoning by-law, and the applicant has chosen to utilize the site ownership to internalize this function. Staff, including transportation, have no concern with this site design and common ownership.

**Public Consultation**

- “The Shepherds of Good Hope has undertaken extensive community engagement in support of the proposed development. Meetings have been held with representatives of the following offices, organizations, and associations...”
- It should be noted that all of these meetings were held before the design was completed and the application was filed. These consultations were based on conceptual designs that were under review and still being modified. Plans and drawings were available only in slide deck format and dimensions and other details could not be discerned. In addition, much of the design information was not revealed, as it was considered, at that time, confidential.
- In view of the timing and the preliminary nature of the information this pre application community engagement cannot be considered as complying with the normal public consultation process.
- How and when will proper public consultation take place?

**Response:**

Public consultation was carried out in accordance with the Official Plan and Council approved procedures. Additional consultation was provided by the owner as noted in

the SGH response in Document 6.

### **Consultation with Indigenous groups/residents**

- We recognize the build for 216 Murray is due to funding received for the Rapid Housing Initiative by the Shepherds of Good Hope (SGH). We know the Shepherds have wanted a new soup kitchen and drop-in centre for many years, due to this funding they hope to achieve this. The SGH also know that building 48 units here in the heart of Ottawa to house Indigenous women does not meet the needs of these clients and is setting them up for failure. We have not received any communication from any Indigenous governing bodies or organizations or from the Indigenous Cabinet (setup by the city of Ottawa) that were apparently consulted “anywhere” stating this would be a wonderful place to restart the lives of these people and they agree?
- When asking the woman and Indigenous tenants of SGH, they said “they would rather move away from this place to have a chance for a better life.”
- As an Indigenous woman, I want to ensure that the proposed housing plan is best suited for Indigenous and women so they can have the right to be successful in their new endeavor.

### **Response:**

The Shepherds of Good Hope conducted their own consultations with indigenous groups as noted in their response in Document 6. The design of building incorporate elements from the indigenous medicine wheel and indigenous art.

### **Questions for the City**

- What is the city strategic plan to provide for the essential needs of people who live on the streets with no home to call their own, I believe as you do, that a long-term plan is necessary?

### **Response:**

The City's Housing Services Branch is continually working to respond to the housing affordability and homelessness issues many people in our community face. In 2013, City Council approved a new housing and homelessness plan for the City titled “A Home for Everyone: Our 10-Year Plan, 2014 to 2024” with the aim to ensure that Ottawa's residents have access to a safe and affordable home with the support they

need to remain housed. Over the first six years of the plan's implementation, many households benefited from increased access to affordable and supportive housing options, coordinated access to housing and support services and improved housing conditions in community housing through investments in repairs. In 2019, the City undertook a mid-point review of the plan, which looked at current and future housing needs, creating new objectives and targets that meet our housing needs, reviewing how we will achieve the plan's goals, and determining how we will measure progress.

In July 2020, Council approved Ottawa's refreshed 10-Year Housing and Homelessness Plan. Through the implementation of this plan, the City and its partners aim to create up to 8,500 new affordable housing units and subsidies, and eliminate unsheltered, veteran, and chronic homelessness by 2030.

In March 2021, Council approved the City of Ottawa's first Long-Range Financial Plan for housing, which represents the largest municipal commitment to affordable housing in the history of the city. The Long-Range Financial Plan will fund the City's portion of capital and operating contributions, and will support the objectives set out in the 10-year Housing and Homelessness Plan by committing \$198.4 million over the next 10 years to fully fund the City's share of 5,700 to 8,500 new affordable housing options.

- Meeting the criteria of the RHI to complete the build by end 2021 - what if this project fails to meet this criteria?

**Response:**

The City has entered into an agreement with CMHC for the City's allocation under the Rapid Housing Initiative and is required to report to CMHC on a quarterly basis on the approved projects. If delays are suspected, the City will work with CMHC to determine how we can continue to meet our obligations under our agreement with them in the event of delays to projects that have received funding under the RHI program.

- The R4 Rezoning map, p.3, revised 2020.03/24 shows a spot rezoning for 216 Murray (Area E). Could you please provide the rational for this rezoning application?

**Response:**

This rezoning was part of the City-initiated R4 zoning review and update. The site was rezoned from R4T[1667]S77 to R4UD[1667]S77. Every other R4 parcel in this area was rezoned to reflect the new R4 subzones created as part of the R4 review.

## COMMUNITY ORGANIZATION COMMENTS AND RESPONSES

### Lowertown Community Association

The Lowertown Community Association submitted a letter, dated April 22, 2021, to the attention of Mayor Watson, Councillor Mathieu Fleury, and Andrew McCreight., which include the following comments (summarized).

- The process was rushed due the project being a High Impact Social Project and subject to the Rapid Housing Initiative. Rushed for all participants and decision makers.
- General support was expressed for broader goals of the City, such as the desire from complete communities and affordable housing.
- **Building height** - The development proposal seeks to justify intruding into the protected views of Parliament from Beechwood Cemetery by pointing to existing buildings. It incorrectly points to the Holiday Inn Express at 235 King Edward Avenue (built c 2014) that stated specifically in its proposal that its design did not exceed the limit. It also refers to 215 Clarence (built c1968) and 309 Cumberland (built c1985), both constructed before the view line was established in Ottawa's Official Plan.
- **Heritage** – concerns about impacts on the Lowertown HCD and the area remaining as low-rise.
- **Site-specific exceptions** – the requested zoning exceptions are insensitive to concerns of neighbours for privacy, for light, for green space, for respite from chaotic StreetSide behaviours. Concerned about lack of landscaping and amenity space for residents.
- This development does not support a safe, animated, and positive pedestrian experience for any passerby.
- The development does not provide a detailed study on Crime Prevention Through Environmental Design.
- Opposed to the building height and concentration of social services.
- This development proposal disrespects a community struggling with safety concerns, many attributed to the clients of the Shepherds of Good Hope and



Inner City Health and the congregation of visitors who prey on the vulnerable.

- The introduction of this proposed development adjacent to the Lowertown West Heritage Conservation District will have a major impact on the heritage attributes, not only of the buildings directly across the street but also on the entire historic streetscape and into the HCD.
- The Lowertown Community Association is a supporter of housing diversity. As residents, we live in an area with multiple types of supportive housing in multiple locations managed by multiple service providers. Every day we witness the plight of individuals experiencing homelessness, living with complex needs, struggling to survive. When we can, we respond with compassion. We embrace the need for truly accessible and affordable rental for a range of persons with low income.
- Beyond the physical aspects of this development proposal that have the potential to negatively impact the targeted residents, the development has perceived serious safety, social and economic implications for the surrounding community, clients of the Shepherds and others that will be welcomed at the drop-in. Ultimately, it is our wider city that needs to move beyond development proposals with a major focus on wind and shadows and truly address the housing needs of individuals experiencing homelessness.

**Response:**

As acknowledged in the Ward Councillor's comments, many of the concerns are beyond the purview of the planning applications for this development. The application review process followed the Official Plan policies and Council approved procedures for circulation of a zoning application, and subject to a project that qualifies as a High Impact Social Project. Staff are satisfied with the submission material and review and as such as recommending approval for the rezoning. Additional review and final design details will be resolved through the continued review of Site Plan application. Support for the proposed height is detailed in the main report, and staff are satisfied that applicable policies have been met, including the importance of view protection to Parliament. Heritage staff are satisfied with the findings of the Cultural Heritage Impact Statement.

As acknowledged in the Ward Councillor's comments, many of the concerns are beyond the purview of the planning applications for this development.

## **Document 6 – Response to Public Comments: Shepherds of Good Hope**

The Shepherds of Good Hope provided a letter dated May 13, 2021 to City Staff outlining the organizations response to the public comments summarized in Document 5. Below is the response, provided for public records, and included within this report with authorization from the Shepherds of Good Hope.

### **Theme: Safety & Security**

The 216 Murray redevelopment is enhancing existing services and addressing two critical needs in Lowertown: low barrier drop-in space during the day and evening, and affordable housing. The community kitchen is getting a new purpose-built space to better serve those who need it. The drop-in is expanding to 16 hours a day to provide a welcoming place and meaningful daily activity. The supportive housing will provide 48 homes for people who are currently experiencing homelessness. Capacity at the shelter will be reduced by the same number of beds. It is our belief that this program will contribute to a better Lowertown for all.

The new building will have 24/7 security out of this location (an expansion of our present 16 hours per day). The building is being designed to provide security staff with maximum sight lines of the sidewalk on Murray Street and the outdoor courtyard space. Security will continue to monitor via CCTV cameras and be available to SGH programs at King Edward and Murray on an on-call basis.

The behaviours of concern raised in the public comments such as public intoxication, loitering, litter and public toileting are not inherent characteristics of people experiencing homelessness. They are due to a lack of services where they feel welcome. Research shows that a person's life improves dramatically when they have stable housing and supports, and criminal justice system involvement decreases.

One program or organization cannot resolve issues as complex as homelessness, substance use and crime. SGH is fully committed to continuing to work collaboratively with stakeholders like Ottawa Police Service, Bylaw Services, City of Ottawa and community groups to address systemic challenges that contribute to people becoming homeless.

### **Theme: CPTED (Crime Prevention through Environmental Design)**

The project was reviewed by the CPTED unit with no major issues identified. Appropriate signage and video surveillance will be included in the design.

**Theme: Impact on Neighbours**

Regarding littering concerns, at various points during the COVID pandemic, we needed to move to a take-out format for the food served from the community kitchen.

Unfortunately, this led to increased litter. This is not the norm for the kitchen. Typically meals are served inside with reusable plating and implements, making the program low waste. We are currently undertaking initiatives to enhance sustainability and lower our environmental footprint.

*Please see comments in "Safety and Security" related to neighbourhood issues like loitering, trespassing, substance use and dealing, etc.*

**Theme: Concentration of Services**

The proposed 216 Murray project does not increase homelessness services in Lowertown. It is relocating two existing services, the community kitchen and drop-in program, to a purpose-built location. It should reduce dangerous crossings on Murray Street and will provide better access and programming to people who use our services.

SGH continues to expand services across the City of Ottawa to provide people who need our innovative supportive housing programs with choice in both the level of support they need and the area in which they wish to live. Recently, SGH opened its fifth supportive housing residence on Montreal Road. SGH is also expanding its supportive housing portfolio in Kanata and Carlington. Soon, SGH will offer far more supportive housing units than shelter beds, most being outside of Lowertown.

**Theme: Shelter vs Supportive Housing**

The proposed program at 216 Murray is not a shelter. It is affordable housing with supports that will move individuals out of homelessness and into the stability of a permanent home. The City of Ottawa defines a shelter as "an establishment providing temporary accommodation to individuals who are in immediate need of emergency accommodation and food, and may include ancillary health care, counselling and social support services". Permanent Supportive Housing combines rental or housing assistance with individualized, flexible and voluntary support services for people with high needs related to physical or mental health, developmental disabilities or substance use disorders.

**Theme: SGH Services**

Just like any other commercial kitchen, the Community Kitchen is regularly inspected by

Ottawa Public Health. It is difficult to predict future needs, but currently the program serves about 500 meals per day, while prior to COVID-19 restrictions it served about 700. This number reflects meals served, not unique individuals.

The kitchen and drop-in space at the new building will be set up as a flexible multipurpose space. When meals are served, more of the space will be dedicated to dining while the remainder will continue to function as a drop-in. This means that people waiting for their designated meal time may make use of the drop-in space, both indoors or out, while they wait for their meal. They will be supported by security and SGH front line staff.

SGH is in active discussions with the City of Ottawa regarding the transformation of our shelter services. Our commitment is to reduce shelter occupancy by at least the same number of beds as the new development at 216 Murray. Our broader objective is to focus on our expertise as a provider and partner of innovative supportive housing, harm reduction and health support services. We must ensure there is capacity within the system to support this transition so that people are not left with nowhere to go. As these discussions progress, we will continue to keep the community informed.

**Theme: Noise**

Ottawa Noise By-Law 2017-255 will be adhered to during construction and operations.

**Theme: Design and Heritage**

The Cultural Heritage Impact Statement was review by City of Ottawa staff. The findings and recommendations in the statement were generally accepted.

**Theme: Zoning/Height**

SGH has applied for variances to current zoning for this site, notably to increase building height and reduce setback from the road. The existing zoning only allows for the construction of 16 residential units. We strongly feel that this project will have the greatest positive impact on the community if we are able to provide housing to more people and move them out of the shelter. The proposed 8-story design is a visually appealing building that fits in well with the surrounding neighbourhood.

**Theme: Waste Management/Truck Access**

Service vehicles will access 216 Murray along the existing laneway from 256 King Edward. Staff vehicles coming and going from the buildings will decrease as there will

no longer be on-site parking. Deliveries of food and other supplies for our kitchen will increase. These deliveries are typically around 5 per day and take place during “business hours” (8am to 4pm). On occasion, we may have one vehicle entering while another exits, but we expect this will be rare, and is no different from our current state.

Garbage dumpsters for 216 Murray will be inside the facility and will be brought outside to be emptied. The dumpster for 256 King will be moved to an outdoor enclosure.

A loading area on Murray Street is not necessary as both buildings may be serviced from the laneway at 256 King Edward. A loading zone on Murray Street would cause disruption to car and foot traffic at a busy intersection, would impair sight lines to the sidewalk, and could be hazardous for staff traveling longer distances to unload heavy items.

#### **Theme: Landscaping & Amenity Area**

A fenced in patio will be accessible by entering through 216 Murray. It will provide green space, seating and shade for people using SGH services.

#### **Theme: Public Consultation**

SGH has been a highly involved community member prior to and throughout this development process. Before submission to the City, SGH representatives conducted presentations for numerous community groups, including the Lowertown Community Association, Lowertown East Residents' Committee, Lowertown Our Home, Byward Market BIA, Clarence Gate Condo Association and 309 Cumberland Condo Association.

SGH, the Lowertown Community Association and Councillor Fleury's office co-hosted a moderated Town Hall on Feb 16, 2021. SGH sent a mailer to 3000 homes in the surrounding area of the development (Nelson to Dalhousie, Bruyere to George). The development has undergone significant revisions in response to community feedback, most notably on the design for the truck laneway and expansion of outdoor space.

#### **Theme: Consultation with Indigenous Groups/Residents**

SGH presented to the City of Ottawa's Aboriginal Community Advisory Board (ACAB) and attends their monthly meetings in order to keep them informed as the project progresses. The ACAB is supportive of the project and represents the following organizations:

- Minwaashin Lodge
- Tewegan Housing for Aboriginal Youth
- Wabano Centre for Aboriginal Health
- Tungasuvvingat Inuit (T.I.)
- Gignul Non-Profit Housing
- Odawa Native Friendship Centre

SGH engaged an Indigenous architecture and consulting firm, Two Row, to conduct talking circles with Indigenous leaders, service users and providers to solicit feedback. CSV will incorporate indigenous elements into the design based on these consultations.

Indigenous individuals, most notably Inuit, are disproportionately represented among SGH's service users. SGH takes our responsibility to provide culturally responsive services very seriously. We will continue to meaningfully engage, consult and act on recommendations from the Indigenous community in every aspect of this development.

## **Document 7 – Urban Design Review Panel**

**Formal Review:** April 9, 2021

**216 MURRAY STREET | Formal Review | Zoning By-law Amendment and Site Plan Control Application | Shepherds of Good Hope; CSV Architects; James B. Lennox & Associates Inc.**

### **Summary**

- The Panel offered general support for the initiative including the massing, the architectural expression, the provision of a courtyard space, and the move to consolidate the soup kitchen on the same side of the street as the neighbouring Shepherds of Good Hope building.
- Suggestions were offered to improve potential future adjacency issues, expand and soften the courtyard space, and finesse the architectural expression.

### **Massing**

- The Panel generally supports the proposed massing of the building.
- The windows on the west façade are quite close to the property line, which could potentially cause proximity issues with future adjacent development. It is suggested that the proponent explore means of improving this relationship. Potential solutions may include recessing the windows or incorporating lightwells or alcoves into the west façade.

### **Architectural Expression and Materiality**

- The Panel generally supports the architectural composition, the layering aesthetic, and the proposed palette of materials. Specific support was offered for the proposed location of the white element and the balcony, which face onto the gathering space, and the use of red brick, which will help integrate the building into the neighbourhood.
- There was some concern expressed with the amount of black materials proposed, which have a high heat gain and will darken the overall visual expression of the project. Consider reducing the extent of the black exterior finishes, and instead using lighter colour finishes or incorporating more colourful accents.

- If yellow materials were incorporated in the proposed exterior colour palette, it would complete the four colours of the indigenous medicine wheel (black, red, white and yellow). This could potentially be a good way of tying the colour scheme to one of the target groups that the project aims to support.

### **Stairwell**

- The Panel recognizes the proponent's rationale for the proposed location and design of the stairwell to minimize safety concerns.
- The highly transparent stairwell will function well at night as a beacon to help residents find their way home, especially in darker months, but consider the interior lighting carefully. A harsh utilitarian colour of fluorescent lighting may spill out into the public realm in an undesirable way.
- Consider making yellow the dominant colour in the stairwell mural to tie the development to the four colours of the indigenous medicine wheel.
- The Panel expressed support for the concept of introducing indigenous design elements into the fritting on the glass.

### **Gathering Space**

- The Panel understands the need for the rear space to function for delivery truck movement and waste collection, but strongly encourages the proponent to explore a modified garbage and delivery strategy so as to expand the gathering space, which will be important for users to be able to use and benefit from.
- The Panel recommends incorporating additional greening, natural materials, and a general softening of the courtyard space where possible. Consider additional plantings next to the barrier, a trellis or canopy with climbing vines for shade, wood soffits, or stone pavers, or rock seating. The West Neighbourhood House in Toronto (588 Queen Street West) was referenced as good precedent.
- The Panel supports the proponent on their decision to avoid the use of black rod iron to enclose the gathering space.