

**Zoning By-law Amendment – Phase II of Low-rise Infill Housing:
Champlain Park Community Key Points to Planning Committee**

Meeting|: May 26, 2015

Champlain Park is a small, self-contained, entirely residential community, which is evenly divided into R1P and R2D subzones. There are no abutting Main Streets. The community is bounded by the Ottawa River to the north, Tunney's Pasture to the east, the Transitway to the south and Island Park Drive to the west. It contains a City park, St. George's School, the Ottawa Mosque and the Northwestern United Church.

Our community has participated in the *Study on Small Scale Infill Housing* from its inception. On both April 10, 2012 and March 10 2015 we presented at Planning Committee in support of new Zoning By-law 2012-147.

As part of the Infill II process, we did a census of all dwellings built in the R2 side of the community since 2008, when infilling requiring variances on lot width and area began. We compiled a table showing the breakdown between singles and doubles, roof type (flat or peaked), height in metres, and whether the resulting dwelling is in character with the community. We also submitted a photographic record in support of these findings.

R2D Summary Table:

Number of Doubles:		20	(40 dwellings)
Of which:	Peaked roofs:	12	1 too high and/or massive
	Flat roofs:	8	6 too high and/or massive; 4 of these have rooftop decks
Number of Singles:		17	
	Peaked roofs:	14	2 too high and/or massive
	Flat roofs:	3	

Working with Planning Staff on the Infill II Provisions has been a positive process. We support implementation of most of the elements of the By-law, with the proviso that some work remains to be done.

This is a summary of Champlain Park's position on Infill II.

Support

- **We support the 8.5 m height limit for the R1 and R2 zoned neighbourhoods.**
- **We support the proposed rear yard setback provisions.**
- **We support the provisions that limit or remove the potential for loss of privacy to rear and side yards.**

Outstanding Issues

Additional 1.5m Allowance for Duplexes:

Champlain Park proposes that the provision to allow an additional 1.5 m to the midline height for peaked-roof duplexes be removed from the By-law. This adds substantially to the massing for this type of building and is highly likely to be used at Committee of Adjustment and OMB hearings as a justification for minor variance requests to raise heights generally in the R2 zone.

- **Page 3 Appendix 1 details our concerns with this provision**

Equitable Massing Proposal:

Champlain Park proposes that a working group be struck to study *Equitable Massing* as part of the Infill II By-law Monitoring and Review Process. The group's mandate will be to review the current method of calculating residential building heights, which, we understand, has not been reviewed for many years, and determine if an equitable massing model would improve the compatibility of new

infill development in Ottawa's communities. Diagrams describing equitable massing appear on page 4, *Appendix 2*.

- ***Equitable Massing* relates to compatibility, as defined in the *Official Plan* and the *Urban Design Guidelines for Small Scale Infill Housing*. *Equitable Massing* does not remove Builders' rights to build the number of units that the Zoning allows.**

Height and Massing, not rooflines, are key components of Compatibility. We and other Communities remain concerned about flat versus peaked rooflines and rooftop projections from the perspective of their contribution to out-of character massing. Once the Infill II By-law is passed, analysis needs to be done with the goal of addressing the remaining concerns.

As-of-Right Corner Lot Severance, Outer Urban Area:

Champlain Park supports removing the provision allowing *as-of-right* severances of larger lots in the Outer Urban Area. This provision's effect is to rezone corner lots. We suggest that a working group be formed to study the implications and broader impact of instituting *as-of-right* severances for corner lots in the Outer Urban Area.

- **Developers currently have the right to apply for minor variances to sever any lot. Removing this proposed provision does not have an impact on rights that they currently have.**

Terms of Reference, Two-year Monitoring Program:

Champlain Park would appreciate it if Planning Staff prepared a *Terms of Reference* for the 2-year Monitoring Program, which includes a means of reporting on issues that arise. We would be pleased to work with staff to determine the form that this process should take.

Enforcement:

Champlain Park notes that By-laws are simply words-on-a-page if they are not understood and enforced. Resources must be allocated to ensure that:

- **The Committee of Adjustment comprehends the full intent of the By-law;**
- **Development proceeds in accordance with the plans on file at the Committee of Adjustment;**
- **All related By-laws are enforced.**

We look forward to the City ensuring that all Departments work together to ensure that By-law provisions are enforced. Consistent monitoring and By-law enforcement are crucial to ensure an effective, smooth Infill process.

Appendices:

- 1) R2 Heights Comparison Table: City / Champlain Park / GOHBA
- 2) Equitable massing diagram
- 3) Champlain Park, R2D Development History, Related to Height and Massing

Heather Pearl	Co-chair, CPCA	pearhea@aol.com	613-725-1422
Lynne Bankier	Co-chair, CPCA	lynne_bankier@sympatico.ca	613-729-0955

Appendix 1

R2 Heights Comparison Table: City / Champlain Park / GOHBA

Zone	City of Ottawa	City of Ottawa	Champlain Park (CP): R1P / R2D Height Limits (Max 2 storeys)	GOHBA (Heights 2 Storeys)
	Current Height Limits	New I-2 Height Limit	Analysis of Data from Census of Existing Heights for 37 new R2 Infills built since 2008	Data from Diagrams presented at FCA / Dev Community meeting April 8, 2015
R1	11 m	8.5 m	7.5 m single to top of flat roof 8.5 m (peaked roof - midpoint)	7.63 m single to top of flat roof Add + 1.5 m for peaked roof (midpoint) = 9.13
R2	11 m	9.5 m Duplex with a peaked roof 8.5 m all other uses	(CP has one duplex built in 1956; is <i>below 7 metres</i> in height. The Builders state that 8 m is sufficient to build a modern flat-roofed Duplex) 7.5 m (flat roof) 8.5 m (peaked roof)	8.03 m Duplex to top of flat roof 9.5 m Duplex with peaked roof (midpoint) 7.63 Single / Semi to top of flat roof Add + 1.5 m for peaked roof (midpoint) = 9.13

Champlain Park's "on the ground" height data for flat-roofed *singles and semis*, showing a maximum height of 7.5 metres, align closely with the figures from the GOHBA diagrams. Our "on the ground" height data show that 8.5 metres is appropriate for peaked roof singles and semis.

Champlain Park does not promote or favour any particular roof style. Massing is the key issue, not rooflines.

We have concerns regarding the extra height being proposed for a Duplex:

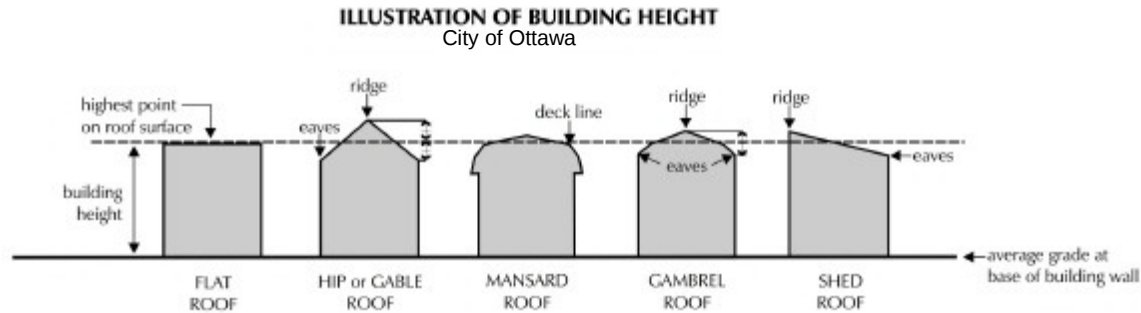
- Were the figures from the GOHBA diagrams reviewed in relation to Building Code requirements and to duplexes currently being built? Consultation with Architects and Professional Planners indicates that the proposed heights for multilevel dwellings may be generous.
- GOHBA's diagrams show that an 8.03 m height for a duplex provides ample room for all required between-unit components (e.g.: fire protection, sound attenuation, HVAC, etc.). Will a 1.5 m allowance for peaked roofs lead to builders adding an extra half storey of living space under the peaked roof (a bookend to the living space regularly added in "basements")?
- The extra 1.5 m height to encourage peaked roofs increases the bulk massing substantially for this type of dwelling. Height and massing were the major elements of incompatibility in mature neighbourhoods that the Infill II By-law was supposed to manage.
- Will this become the de facto height for the R2 zone, regardless of the height limit for non-duplex structures? At the CofA and the OMB, Builders frequently cite the highest, most massive structure that is allowed as-of-right under the ZBL, to justify their requested "minor variances" for mass and height increases.
- This provision was added to Infill II after a meeting on April 8 between representatives of community associations, GOHBA and the City. This was after the City's consultation and comments phase had ended, so the application and implications of the proposed change could not be adequately assessed.

We believe that these concerns also apply to triplexes and 4-storey apartments in R3 and R4 zones, where the heights are being retained.

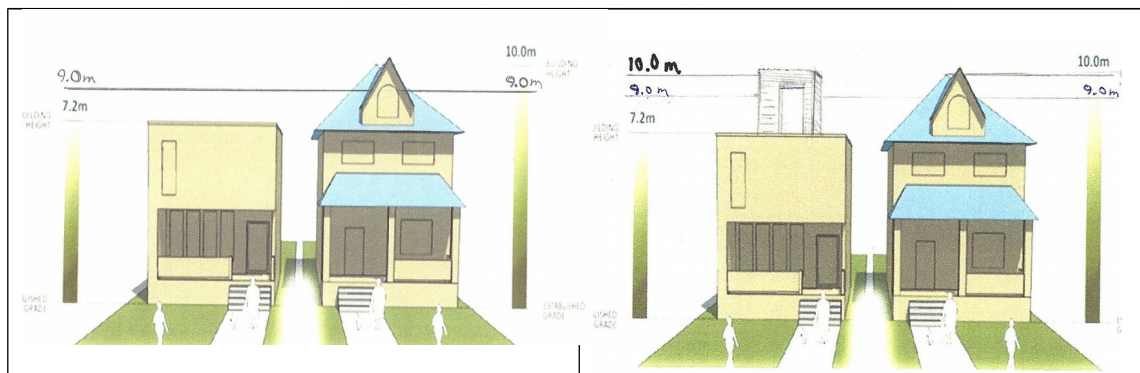
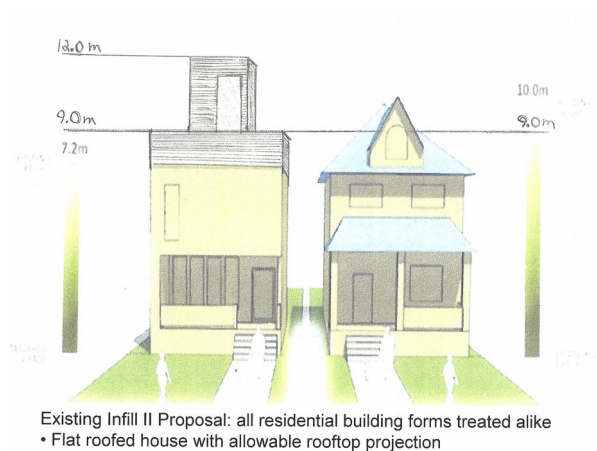
Appendix 2

Equitable massing diagram

Note: The Equitable Massing diagrams are used to illustrate a concept, not propose a solution.



Diagrams are to scale: 9 m to the mid-point height is used for convenience.
Lots shown are approximately 25 feet (7.6 m wide)



What Equivalence could look like in Ottawa using an Equitable Massing Model.

Living space and massing are equivalent for flat and peak-roofed dwellings.

The rooftop access reflects the mass and height of the half-storey on the adjacent house, thus enhancing the flat-roofed dwelling's compatibility with the existing built form.

Appendix 3

Champlain Park, R2D Development History, Related to Height and Massing

Champlain Park's R2D subzone is comprised of three short streets running north/south, and the very short east/west sections of three streets that run between them.

Prior to 2008, the R2D subzone provisions ensured that single family homes were the primary form of housing on the R2 side of Champlain Park. Semi-detached dwellings were only allowed on larger lots, which are sparsely distributed throughout the subzone.

In 2009, the Committee of Adjustment began approving "minor variances" on lot width and area. This spurred a wave of intensification, where most new development is comprised of semi-detached buildings on under-sized lots.

Since 2009, 57 new dwellings have been built on under-sized lots. One street, Carleton Avenue, has borne the brunt of redevelopment, with 34 new dwellings built or almost completed. Additional proposals are pending.

Most of the new developments are 2 storey buildings, despite the current 11 metre height allowance. This has been due largely to the community's diligence in negotiating for compatible development both at the Committee of Adjustment and, in some cases, at the OMB.

The community consistently supports proposals that meet the compatibility criteria as defined in the *Official Plan* and *Urban Design Guidelines*. Height and Massing are among our key considerations when we decide to support a proposal.

We note, however, that even 2 storey semi-detached buildings have on average 3 times the floor space of the single family homes that they replace. There is a *cumulative massing effect* as builders continue to insert two large homes into spaces formerly occupied by one. In a few cases our negotiations have not been successful and taller buildings with close to 4 times the floor space have been approved and built. This exacerbates the *cumulative massing effect*.

The proposed height revision to 8.5 m. in both the R1P and R2D subzones in our community is very important in order to help mitigate this *cumulative massing effect* and to help us guarantee more compatible height and massing going forward.