CPCA AGM Planning & Zoning Report

AGM - November 30, 2022

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P&Z Coordinator

New Official Plan – Re-zoning to Meet Policy Intent https://engage.ottawa.ca/the-new-official-plan

Excerpts from the Official Plan

- The Official Plan introduces a transect approach to planning that will better distinguish, by context, Ottawa's distinct neighbourhoods and rural Villages, resulting in policies that are better tailored to an area's context, age and function in the city.
- Commercial and community uses within Neighbourhoods are generally service oriented and are limited in size or area. These uses tend to be schools, community centres, recreational facilities, libraries and smaller scale commercial uses including limited retail, restaurants and personal service businesses. These uses are part of achieving 15-minute neighbourhoods. Some Neighbourhood areas, depending on their specific context, may have requirements for minimum employment uses and/or density.
- Neighbourhood zoning to be developed within the New OP Definitions of what these mean.

Figure 8



The transect policies provide direction on minimum and maximum height based on context through the type of transect and designation.

Designation by "Context" (Not community character):

Hubs, Corridors, Neighbourhoods

New OP focus on form and function.

- Form: shape of buildings, open spaces and the public realm.
- Function: role each type of space plays in the city.

5.2 Inner Urban Transect

The Inner Urban Transect includes the pre-World War II neighbourhoods that immediately surround the Downtown Core, and the earliest post-World War II areas directly adjacent to them. Generally, the older neighbourhoods reflect the urban built form characteristics described in Table 6, while the post-war neighbourhoods reflect suburban characteristics.

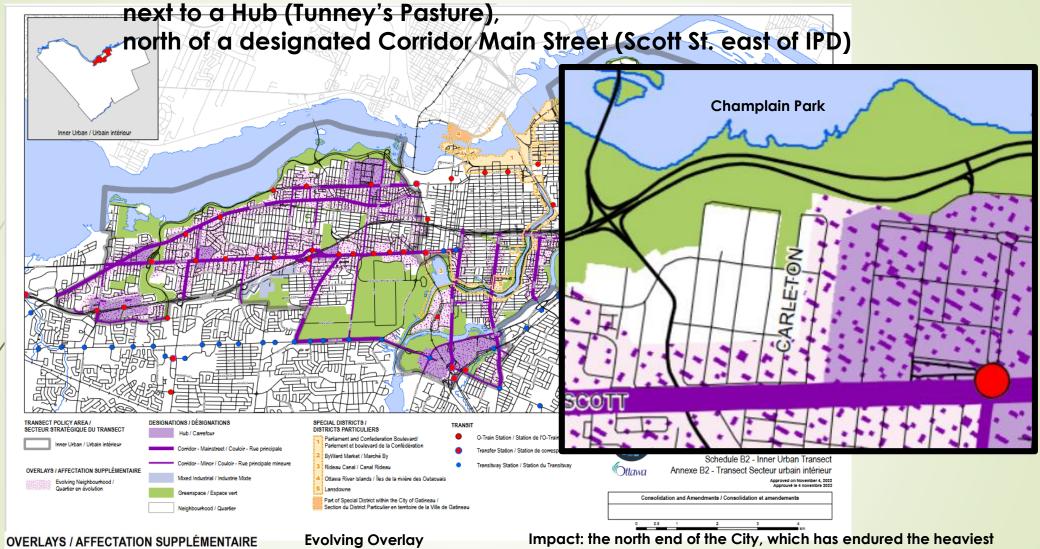
Low-rise defined as at least two, generally permit three, up to four stories where appropriate.

Province changed OP: maximum is six stories. Impact on Evolving Overlay.

WHAT WE WANT TO ACHIEVE

- Enhance or establish an urban pattern of built form, site design and mix of uses
- Prioritize walking, cycling and transit within, and to and from, the Inner Urban Transect
- Provide direction to the Hubs and Mainstreet Corridors located within the Inner Urban Transect
- 4) Provide direction to the Neighbourhoods located within the Inner Urban Transect

Champlain Park is situated in the Inner Urban Transect,



Evolving Neighbourhood / Quartier en évolution

- -Evolve from suburban to urban
- -Hybrid forms permitted
- -Urban forms permitted

intensification during the past 10 years, is slated to see significantly more intensification and transform to a completely different built form.

6.3 Neighbourhoods

Neighbourhoods are contiguous urban areas that constitute the heart of communities. It is the intent of this Plan that they, along with hubs and corridors, permit a mix of building forms and densities.

Neighbourhoods are not all at the same stage of development, maturity and evolution. It is the intent of this Plan to reinforce those that have all elements of and presently function as 15-minute neighbourhoods; to guide those that have a few missing elements into gaining them; and to seed the conditions for future 15-minute neighbourhoods into those that currently are not.

Neighbourhoods are planned for ongoing gradual, integrated, sustainable and context-sensitive development, or where an Overlay directs evolution, for gradual well-planned transformation.

WHAT WE WANT TO ACHIEVE

- Define neighbourhoods and set the stage for their function and change over the life of this Plan
- Guide the evolution of neighbourhoods based on their context, location, age, maturity and needs, generally towards the model of 15-minute neighbourhoods
- Ensure that neighbourhoods form the cornerstone of liveability in Ottawa

Definition

Missing Middle Housing:

In Ottawa's context and for the purposes of this Plan, missing middle housing generally refers to lowrise, multiple unit residential development of between three and sixteen units, or more in the case of unusually large lots and for the lower-density types is typically ground oriented.

5.2.4 Provide direction to the Neighbourhoods located within the Inner Urban Transect

- 1) Neighbourhoods located in the Inner Urban area and within a short walking distance of Hubs and Corridors shall accommodate residential growth to meet the Growth Management Framework as outlined in Subsection 3.2, Table 3b. The Zoning By-law shall implement the density thresholds in a manner which adheres to the built form requirements as described in Subsection 5.6.1, as applicable and that:
 - a) Allows and supports a wide variety of housing types with a focus on missing-middle housing, which may include new housing types that are currently not contemplated in this Plan;

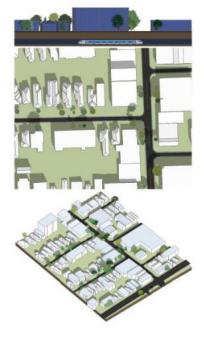
5.6.1.1

3)

- a) The City will be supportive of applications for low-rise intensification that seek to move beyond the development standards of the underlying zone where the proposal demonstrates that the development achieves objectives of the applicable transect with regards to density, built form and site design in keeping with the intent of Sections 3 and 5 of this Plan;
- b) May support amendments to the Zoning By-law for intensification that proposes non-residential uses, provided the proposal demonstrates that the development achieves the objective(s) of the applicable overlay with regards to built form and site design and the applicable designation with regards to function and height permissions.
- 6) Zoning By-law development standards and development on lands with an Evolving Overlay should generally include built form and site design attributes that meet most of the urban characteristics described in Table 6 in Section 5, and where suburban attributes are retained, that these do not structurally impede the achievement of a fully urban site design over time.

b) The application of Zoning By-law development standards to be applied as one lot for zoning purposes to support missing middle housing; c) Provides for a low-rise built form, by requiring in Zoning a minimum built height of 2 storeys, generally permitting 3 storeys, and where appropriate, will allow a built height of up to 4 storeys to permit higher-density low-rise residential development; d) Provides an emphasis on regulating the maximum built form envelope that frames the public right of way rather than unit count or lot configuration; and e) In appropriate locations, to support the production of missing middle housing, lower-density typologies may be prohibited.

INNER URBAN



Re: Previous Slide, 5.6.1.1 3) b) "May support amendments to the Zoning By-law for intensification that proposes non-residential uses". Current Permitted Uses in residences that are common to all residential zones, from R1 through R5, under the existing Bylaws:

- Bed and Breakfast
- Group Home
- Retirement Home, converted
- Diplomatic Mission
- Home-based Business
- Home-based Daycare
- Secondary Dwelling Unit (e.g.: apartment)
 - N.B. Coach Houses (formerly Garden Suites) are allowed in R1, R2 and R3 Zones
- / Park
- Urban Agriculture
- Other Permitted Uses are:
- Rooming House (Conditional Permitted in R1, R2, R3)
- Rooming House (Permitted R4, R5)

Residential zoning obviously not the cause of so-called "Exclusions".
Other economic, and social factors caused the housing affordability crisis.

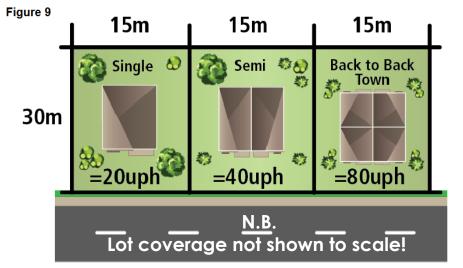
Purpose of all 5 Residential Zones:

- 2) allow a number of other residential uses to provide additional housing choices within (R1 through R5) residential areas;
- 3) permit ancillary uses to the principal residential use to allow residents to work at home (R1 through R5), plus add to R5 "and to accommodate convenience retail and service uses of limited size."

	dor Residential Density and Large Dwelling 1 t Residential Density Range for	argets Minimum Proportion of	
Applicable Area Targe	t Residential Density Range for	Minimum Proportion of	
	oplicable Area Target Residential Density Range for Intensification, Dwellings per Net Hectare ¹		
		Within the Neighbourhood designation: Existing lots with a frontage approximately 15 metres or wider:	
Inner Urban Transect 60 to	80	 Target of 50 per cent for Low-rise buildings; 	
um Height Overview Based on Official P	 Target of 5 per cent for Mid- rise or taller buildings; 		

Table 7 - Minimum and Maximum

Transect	Official Plan Policy Reference	Designation	Height Category and Details
	5.1.3(1)	Hubs	High-rise and High-rise 41+: between 10 storeys and 40 storeys and 41 storeys plus, through criteria and area-specific policy
D	5.1.4(1)	Hubs	Low-rise, Mid-rise and High-rise: minimum 4 storeys and maximum 40 storeys
Downtown Core	5.1.4(3)	Mainstreet Corridors	Low-rise and Mid-rise: minimum 2 storeys and maximum 9 storeys
Transect	5.1.4(4)	Minor Corridors	Low-rise and Mid-rise: minimum 2 storeys and maximum 4 storeysmaximum of 9 storeys
	5.1.5(1)	Neighbourhoods	Low-rise: minimum 2 storeys, generally permit 3 storeys, allow a built height of up to 4 storeys where appropriate
	5.2.3(1)	Hubs	Low-rise, Mid-rise and High-rise: minimum 3 storeys and maximum 40 storeys
Inner Urban	5.2.3(2)	Mainstreet Corridors	Low-rise and Mid-rise and High-rise: minimum 2 storeys and maximum 40 storeys dependent on road width and transition
Transect	5.2.3(3)	Minor Corridors	Low-rise and Mid-rise: minimum 2 storeys and maximum 4 storeysmaximum of 6 storeys
	5.2.4(1)	Neighbourhoods	Low-rise: minimum 2 storeys, generally permit 3 storeys, allow built height of up to 4 storeys where appropriate



Minor Corridors: No

minimum

Table 6 – General Characteristics of Urban Built Form and Suburban Built Form and Site Design

	Urban	Suburban
	Shallow front yard setbacks and in some contexts zero front yards with an emphasis on built-form relationship with the public realm	Moderate front yard setbacks focused on soft landscaping and separation from the right-of-way
	Principal entrances at grade with direct relationship to public realm	Principal entrances oriented to the public realm but set back from the street
	Range of lot sizes that will include smaller lots, and higher lot coverage and floor area ratios	Larger lots, and lower lot coverage and floor area ratios
	Minimum of two functional storeys	Variety of building forms including single storey
	Buildings attached or with minimal functional side yard setbacks	Generous spacing between buildings
•	Small areas of formal landscape that should include space for soft landscape, trees and hard surfacing	Informal and natural landscape that often includes grassed areas
	No automobile parking, or limited parking that is concealed from the street and not forming an integral part of a building, such as in a front facing garage	Private automobile parking that may be prominent and visible from the street

- 11) Accessory dwellings and coach houses may be counted as part of the residential density target.
- 12) The density targets in Tables 3a and 3b and the overall Growth Management targets in Table 2 shall be implemented in the Zoning By-law through a municipally initiated zoning conformity exercise and:
 - a) Shall permit intensification such that the average area density generally meets or exceeds the applicable density targets;
 - b) Subject to a), may establish minimum density requirements per parcel to implement the provisions of Table 3a in larger sites intended for redevelopment within Hubs and Mainstreets;
 - c) May determine different maximum built form permissions, and minimum density requirements where applicable, as appropriate to lot fabric, neighbourhood context, servicing and proximity to Hubs, Mainstreets, Minor Corridors, rapid-transit stations and major neighbourhood amenities.
 - d) May establish a minimum floor area for large dwellings; and
 - e) May establish an alternate large dwelling proportion for denser buildings, for example buildings with requirements for elevators.

OP Goal is for Urban Transect to Evolve to General Characteristics of Urban Built Form

- R1 through R5 (Residential) Zone Designations no longer exist.
- Champlain Park has historically been divided between R1 (single family) and R2 (semi-detached) Zones.
- New OP encourages more units, small apartment buildings in all downtown and urban neighbourhoods
- Some as yet unspecified amount of commercial use will be allowed in neighbourhoods.
- The new approach will have a major impact on Inner Urban community character and greenspace.



Climate Crisis

CP already seeing major impacts.

Infill to date exacerbates the problem; more and bigger will not solve it.

OP has policies on climate change mitigation

Can we harness these in our rezoning exercise? If not, they are merely aspirational.

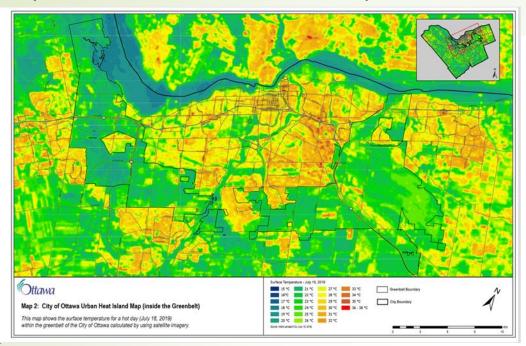
WHAT WE WANT TO ACHIEVE

- 1) Plan a compact and connected City
- Apply sustainable and resilient site and building design as part of development
- Prioritize a shift to energy efficient transportation modes
- 4) Enable the use of local renewable energy sources
- Reduce the urban heat island effect and help protect the vulnerable from extreme heat
- 6) Build resilience to future flood risks and increased stormwater runoff
- Protect, and enhance tree canopy and protect wetlands and other natural areas and use nature-based solutions
- 8) Enable sustainable local food production





July 18, 2019: The Urban Heat Island Effect: A Hot Day in Ottawa, ———



Reducing urban heat islands to protect health in Canada (2020-04-29)

https://www.canada.ca/en/services/health/publications/healthy-living/reducing-urban-heat-islands-protect-health-canada.html#a1

2.1 Extreme heat is a health risk to Canadians

- ...dehydration, fatigue, and an inability to perspire or cool the body;
- ...spectrum of heat-related illnesses, such as heat rashes, cramps, (to) heat stroke;
- ...worsen existing conditions, such as cardiovascular and respiratory diseases, lead to stroke, and increase susceptibility to infectious diseases;
- ... disrupt people's daily activities and enjoyment of outdoor spaces.

Certain populations, including young children, people with chronic illnesses, occupational groups such as construction workers, physically active people, Indigenous Canadians, the marginally housed or homeless, and socially isolated seniors, are particularly at risk;

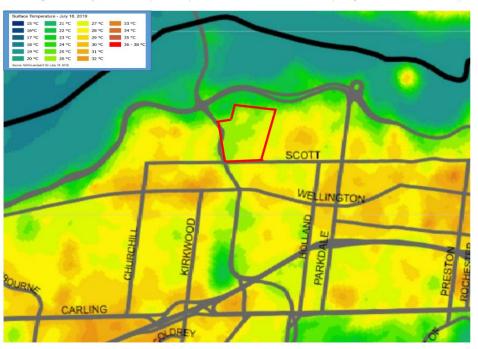
Affects neighbourhoods differently, depending on tree canopy cover

(City of Ottawa Climate Resiliency Strategy

https://engage.ottawa.ca/climate-resiliency/news feed/urban-heat-island)

Kitchissippi Urban Heat Island Map, focus on Champlain Park:

- Champlain Park (approximate area outlined in red) is an Oasis of Cooler Temperatures due to (Remaining) Mature Tree Canopy.
- Hottest part of neighbourhood (east & south) occurs where intensification has driven significant tree canopy losses since 2007.
- · Neighbourhood-adjacent cooler temps in Tunney's Pasture due to treed berms in west-side parking lots & Northwestern Ave rear yards.



The health impacts from high temperatures are already being felt across Canada.

2.2 What is the urban heat island effect?

Various factors can magnify the health impacts of extreme heat events, including poorly designed buildings that heat up in summer, high numbers of people vulnerable to heat, and neighbourhoods with low tree canopy and high percentages of built surfaces.

Geological Survey of Canada Map: Inner Urban Transect Geology

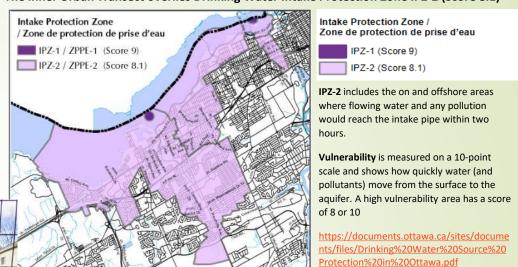
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18 CARLSBAD FORMATION: grey shale, sandy shale, some dolomitic layers 17 BILLINGS FORMATION: black shale with some brown shale 18 EASTVIEW FORMATION: limestone with some shaly partings: some sandstone in basal part 19 ST. MARTIN FORMATION: shale, sandstone, impure limestone, dolomite 10 ROCKCLIFFE FORMATION: shale with lenses of sandstone

Typical Champlain Park Excavation

OXFORD FORMATION: dolomite and limestone

The Inner Urban Transect overlies Drinking Water Intake Protection Zone IPZ-2 (Score 8.1)



Ottawa Intake Protection Zones

The Current Transect / Overlay Approach: Impact on Wastewater and Stormwater Control

Everyone lives on a watershed. Problems with water start with the land.

Naturally limited permeability, climate change induced summer and winter extreme rain events that overwhelm storm sewers, volume of large-footprint intensification since 2007, make storm water runoff an ongoing problem for all property owners, their neighbours and Ottawa River water quality.

Important Bird Area: Lac Deschenes – Ottawa River. Ottawa, Ontario



Together the property of the p

The IBA Program is an international conservation initiative coordinated by BirdLife International. The Canadian co-partners for the IBA Program are Birds Canada and Nature Canada. https://www.ibacanada.org/site.jsp?siteID=ON112

This is deemed a "Globally Significant" area. The threat level is already too high. It will increase exponentially if the Inner Urban and Downtown Transects "evolve" to take the kind of intensification proposed in the Draft OP. Protecting ecosystems also protects human health.

Ottawa's Urban Canopy one-pager cites Ottawa's "...current urban tree canopy cover of 25%."

notes that it should be 40% in each neighbourhood, but that intensification will prevent this.

The NCC, Ottawa and Gatineau collaborated to produce a Tree Canopy Assessment, Canada's Capital

Region, published in the Fall of 2019: https://ncc-ccn.gc.ca/our-plans/tree-canopy-assessment-canada-capital-region

- The interactive map is based on 2017 data: https://ncc-ccn.maps.arcgis.com/apps/View/index.html?appid=0498e91f83054c858d6c43b2d9cb3285
 - It's easy to see that the tree canopy is not distributed equitably.
- THE NEED FOR GREEN (from the NCC Report)
 - Cities are facing a host of environmental challenges, from stormwater runoff to the urban heat island effect. At the same time, cities are seeking to become more livable and sustainable to attract businesses and residents, while ensuring equitable access to environmental amenities. Trees provide a host of ecosystem services. Their canopies provide habitat for wildlife. The transpiration process reduces summer temperatures. And research has shown that trees can even improve social cohesion and reduce crime. A healthy and robust tree canopy is crucial to the sustainability and livability of our urban areas.

OP Figures 5, 8 and 18:

- Buildings too close to the streets for there ever to be a viable tree canopy, few trees shown and not enough room in rear yards for canopy trees to grow successfully.
- The OP is at odds with Science, despite 2.2.3 5) Reduce the urban heat island effect and help protect the vulnerable from extreme heat.
 - Rising temperatures due to climate change will affect the liveability of our communities. The design of the built and natural environment also impacts how temperatures are felt. In built-up areas with limited greenspace temperatures can increase by several degrees due to the urban heat island effect. Mitigating the impacts of heat and protecting the most vulnerable will require actions such as providing more shading, reducing the urban heat island effect and providing access to cooling amenities. These actions will also be integrated into the City's various design quidelines







The ghosts of canopy trees past?

Meeting Ottawa's Housing Needs Over the Next 25 Years Means We Deal Now with the Climate Emergency: Crisis resolution starts in Neighbourhoods.

Climate scientists anticipate that Ottawa will continue to get warmer, with significant increases in extreme heat events, and more variable and unpredictable precipitation (droughts and heavy rains) and other extreme weather (New Official Plan - Climate Adaptation and Resiliency, March 2019, p. 3)

Preserving and enhancing urban trees and greenspaces is fundamental to Growth Management in the 21st century. Planning to incorporate trees and greenspaces is an equity issue. It is critical to planning for affordable urban growth.

Ontario Health Study Newsletter, November 2015

https://www.ontariohealthstudy.ca/the-ontario-health-study-newsletter-november-2015/

- "Using data from the Ontario Health Study (OHS) and City of Toronto forestry records, researchers at the University of Chicago have shown the positive effect that living near trees can have on our health."
- "The study found that people who live in neighbourhoods with a higher density of trees on their streets reported having a better perception of their health and significantly fewer cardio-metabolic conditions such as high cholesterol, heart disease, stroke and diabetes. The researchers also discovered that "having 10 more trees in a city block, on average, improves health perception in ways comparable to an increase in annual personal income of \$10,000 and moving to a neighbourhood with \$10,000 higher median income, or being seven years younger."

Smart infill and climate-adaptive changes made in all neighbourhoods: mature tree preservation, setbacks and building heights that provide room for tree planting and growth, sustainable planting practices and care, green building materials, green roofs, bioswales etc. all have positive local impacts on health and well-being.

A 15-minute neighbourhood is <u>not</u> one where residents scuttle between air conditioned / heated residences and air conditioned / heated shops.

Walkable Ottawa has proposed one interesting way forward. It calls for modelling in individual neighbourhoods and collaborating with community members on infill proposals. This more climate-friendly, gradual approach to intensification has the potential to provide human scale housing for a diversity of incomes, without harming community character.

Outcomes in Champlain Park

- The Draft OP contains significant policy direction on tree and greenspace preservation, but:
 - With shallow to nil setbacks, greater minimum densities, greater lot coverage, there will be no room to retain, let alone plant trees.
 - Our experience with Intensification during the past 15 years has been that trees and infill tend to be mutually exclusive, even when Bylaws and site plans require tree protection.
- Urban Transect "context", "Evolving Overlay", "low-rise" defined as "up to four stories" will cause us to lose more greenspace and trees with each new infill development until we lose it all.
- The taller the building, the more it interferes with the canopies of the large trees that the OP says should be preserved.
 - Developers have the right to ask for variances from any Bylaws. And they will. Now, Provincial legislation has removed the right of community associations to appeal bad development decisions.
- The most likely outcome in Champlain Park, where developers continue to bid up lot prices into the stratosphere, is that we become a neighbourhood of very large, very expensive houses and apartments, with very little remaining greenspace. This runs counter to what the City says it wants to achieve, over time.
- The current degree of intensification already is overwhelming our sewers and roads. Going forward, preserving and adding to green infrastructure and application of green building standards would promote resilience to the inevitable climate shocks.
- Will the coming rezoning exercise put this at the forefront of the project?

Some History: What we stand to lose

- Around 2001, the City imposed an overlay on the urban area that allowed 11 metre heights and 3 metre setbacks everywhere, regardless of existing community character. The overlay spurred the building of massive boxes, close to the street, with no room for gardens and trees.
- In 2010, City Staff initiated the Infill 1 & 2 Projects to determine how to retain community character and the possibility of greenspace and mature trees.
- Community Associations from across the Urban Area worked with City Staff for 6 years on this project.
- We finally achieved reduced building footprints, increased front yard setbacks (Champlain Park regained its former 6 metre front yard setback), increased rear yard setbacks and reduced maximum building heights. There also were significant other protections.
- The OMB approved the new Mature Neighbourhoods Overlay and Alternative Provisions (a.k.a. Infill 1 & 2). A subsequent Infill Review was completed in 2020 and passed in 2021. Other communities who had been asking to be covered by the MNO&OP Overlay, were added.
- Thanks to the concerted effort of City Staff and many residents in Ottawa, leaving room for tree and greenspace retention is a key Intent of the MNO&OP. It dovetails with the Revised Urban Tree Conservation Bylaw.
- Restrictions did not prevent infill projects.

Tunney's Pasture Master Plan - Engagement Community Perspectives Group (CPG)

- Communities first met with Public Service and Procurement Canada (PSPC) in 2012
 - First proposal changed substantially after this.
 - Tunney's Pasture Master Plan approved in 2014
- Wellington Village started the Neighbours for Tunney's group, when it appeared that activity at Tunney's was increasing. This, with support from Jeff and Yasir, kick-started what is turning into a robust consultation process.
- Master Plan still underlies the project, but climate change and COVID have changed the working landscape.
- Public engagement: https://engage.clc-sic.ca/engagement
 - PSPC and Canada Lands are committed to working with the community and the public at large to bring the vision to reality. Our goal is to share plans for this area, give the public an opportunity to provide input on the redevelopment activities of Canada Lands always in line with the <u>Guiding Principles</u>.
 - Communities Perspectives Group: During the summer of 2022, organizations and individuals that represent community interests were invited to apply to take part in a new Communities Perspectives Group, whose role will be to ensure a variety of interests and perspectives are considered throughout the redevelopment phases of the non-federal development blocks at Tunney's Pasture.
 - Three residents of Champlain Park were successful applicants. There is a formal ToR. Currently reviewing a Draft Community Values paper for second meeting on December 8.
 - Project and consultation process will go on for a number of years.
- To bring yourselves up to speed on the current status of the project: https://engage.clc-sic.ca/tunney-s-pasture-vision-to-reality

Other P&Z Activities in 2022

- FCA asked me to present at their two workshops on the Committee of Adjustment (CofA)
 - June 9: Best practices at CofA: http://fca-fac.ca/2022/06/best-practices-at-committee-of-adjustment-documentation-from-june-9-workshop/
 - Oct 22: Instructions for New CofA: http://fca-fac.ca/2022/10/workshop-on-committee-of-adjustment-oct-22-2022/
 - Team of 3 reviewed and created concordance between the 2012 and 2022 Guidelines on small scale infill housing. Guidelines are not requirements (Zoning Bylaws are supposed to be requirements). Guidelines focus on what are considered "best practices" within the context of zoning bylaws.
 - They speak to the Intent of the Zoning Bylaws.
 - My presentation was on findings. Concluded that revised Guidelines are weaker. Community character is missing (new OP focuses on internally homogenized density bands, not community character); reduced greenspace.
- Continued participation in Committee of Adjustment Hearings.
- Meetings: Kitchissippi Ward CAs; monthly Federation of Citizens Associations (FCA) Planning & Zoning; ad hoc People's Official Plan (POP)/ Ecology Ottawa; Walkable Ottawa.
- Zoom webinars (environment, affordable housing, parks, etc.).
- On request, provide information and/or guidance on Bylaws in effect in CP and other neighbourhoods.