

Subject: New Zoning By-law – Draft 2

File Number: ACS2025-PDB-PS-0014

**Report to Joint Planning and Housing Committee and Agriculture and Rural
Affairs Committee on 31 March 2025**

and Council on 16 April 2025

Submitted on March 7, 2025 by Derrick Moodie, Director, Planning Services

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Ward: City Wide

Objet : Nouveau Règlement de zonage – Version provisoire 2

Dossier : ACS2025-PDB-PS-0014

**Rapport déposé à la réunion conjointe du Comité de la planification et du
logement et au Comité de l'agriculture et des affaires rurales**

le 31 mars 2025

et au Conseil le 16 avril 2025

**Soumis le 7 mars 2025 par Derrick Moodie, Directeur, Services de la planification,
Direction générale des services de la planification, de l'aménagement et du
bâtiment**

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION

That the Joint Planning and Housing Committee and Agriculture and Rural Affairs Committee recommend that Council receive the second draft of the new Zoning By-law and Zoning Map for public consultation purposes.

RECOMMANDATION DU RAPPORT

Que le Comité de la planification et du logement et le Comité de l'agriculture et des affaires rurales recommandent au Conseil municipal, pendant leur réunion conjointe, prendre connaissance de ce rapport qui donne une vue d'ensemble de la première version provisoire du nouveau Règlement de zonage pour les besoins de la consultation publique.

EXECUTIVE SUMMARY

This report recommends that Draft 2 of the new Zoning By-law be received by Council for public consultation purposes. The report also outlines key issues identified during the 2024 public consultations and provides analysis of the issues and options for Council's consideration. The staff recommended options are incorporated in Draft 2 of the new Zoning By-law released with this report. Draft 2 of the Zoning By-law is included in Document 15, with all modifications made since Draft 1 shown in track changes. Document 16 includes a clean copy of Draft 2 of the Zoning By-law.

The current Zoning By-law 2008-250 will remain in effect until Council approves the final draft of the new Zoning By-law, anticipated in January 2026, and all appeals are resolved. For provisions in the new Zoning By-law that are appealed, the related provisions in the current Zoning By-law 2008-250 remain in effect, with the most restrictive provision from both by-laws prevailing. Land use permissions and building envelopes including setbacks and height in Draft 2 of the new Zoning By-law should be interpreted as provisional until the new Zoning By-law is in full-force and effect.

Council Direction

On [April 29, 2024](#) a report titled, [New Zoning By-law – Draft 1](#) was received at a meeting of Joint Planning and Housing and Agriculture and Rural Affairs Committee. The report and its thirteen supporting documents introduced Draft 1 of the new Zoning By-law and provided details and rationale for the provisions in each section of the draft. On May 31, 2024, Draft 1 of the new Zoning By-law was released on the [Engage Ottawa](#) webpage for the project.

Public Consultation

Public consultations on Draft 1 of the new Zoning By-law began with the release of the [April 29, 2024](#) report. Consultations continued through 2024 and will be ongoing through 2025 on Drafts 2 and 3. The [Engage Ottawa](#) project webpage for the new Zoning By-law provides an overview of consultations and information shared with the public to-date.

Following release of Draft 1 of the new Zoning By-law on May 31, 2024, a citywide public open house was held virtually on June 20, 2024. During July, August and September 2024, eight virtual information sessions were held including 24 breakout rooms, one break-out room for each ward. In September, October and November 2024, five in-person workshops were held in locations throughout the city. As-We-Hear-It reports for all engagement events have been published on the [Engage Ottawa](#) project page and are attached as Document 12 to this report.

SYNTHÈSE ADMINISTRATIVE

Dans ce rapport, nous recommandons au Conseil municipal de prendre connaissance de la deuxième version provisoire du nouveau Règlement de zonage pour les besoins de la consultation publique. Ce rapport décrit aussi dans leurs grandes lignes les grands enjeux constatés durant les consultations publiques de 2024 et analyse chacun de ces enjeux et les options correspondantes à étudier par le Conseil municipal. Les options recommandées par le personnel sont intégrées dans la deuxième version provisoire du nouveau Règlement de zonage publiée avec ce rapport.

La version actuelle du Règlement de zonage (n° 2008-250) continuera de produire ses effets jusqu'à ce que le Conseil municipal approuve la version définitive du nouveau Règlement de zonage au quatrième trimestre de 2025 et lorsque tous les appels auront été tranchés. Il faut dire que les autorisations de l'aménagement du territoire et les enveloppes de bâtiment, dont les marges de retrait et les hauteurs, de la deuxième version provisoire du nouveau Règlement de zonage ont un caractère provisoire, tant que la version définitive du nouveau Règlement de zonage n'aura pas été approuvée par le Conseil municipal et tant que tous les appels n'auront pas été tranchés.

Directive du Conseil municipal

Le [29 avril 2024](#), le rapport intitulé [Nouveau Règlement de zonage – Version provisoire 1](#) a été déposé à l'occasion d'une réunion du Comité de la planification et du logement et du Comité de l'agriculture et des affaires rurales. Dans ce rapport et ses 13 pièces justificatives, nous avons présenté la première version provisoire du nouveau

Règlement de zonage et donné les détails et la raison d'être des dispositions de chaque article de cette version provisoire. Le 31 mai 2024, la première version provisoire du nouveau Règlement de zonage a été publiée sur la page consacrée à ce projet sur la plateforme [Participons Ottawa](#).

Consultations publiques

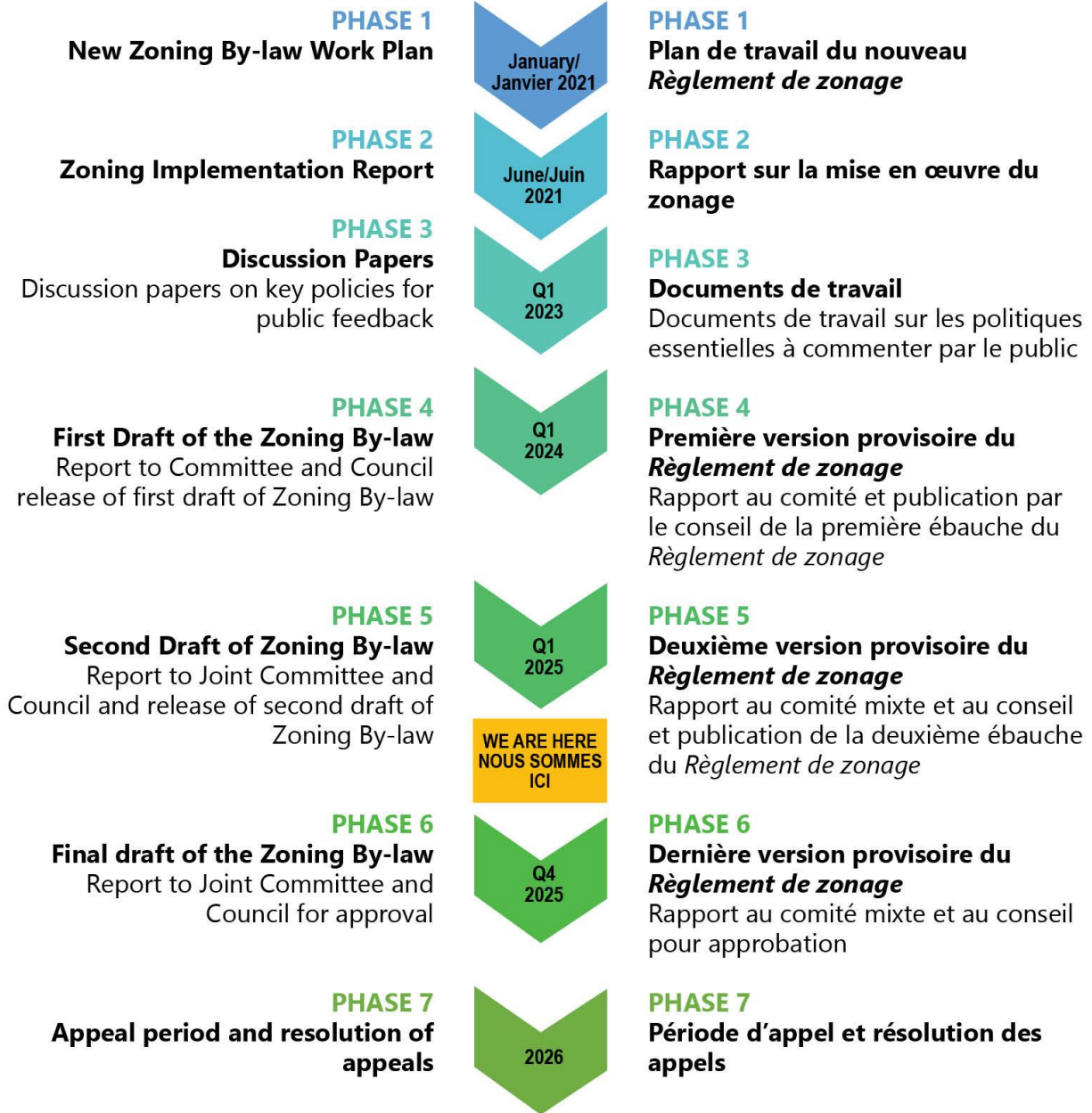
Les consultations publiques qui ont porté sur les dispositions de la première version provisoire du nouveau Règlement de zonage ont été lancées en 2024 avec la publication du rapport du [29 avril 2024](#). Les consultations se sont poursuivies en 2024 et continueront de se tenir en 2025. La page du projet du nouveau Règlement de zonage sur la plateforme [Participons Ottawa](#) donne une vue d'ensemble des consultations et de l'information échangée jusqu'à maintenant avec le public.

Suivant la publication de la première version provisoire du Règlement de zonage, le 31 mai 2024, une séance « portes ouvertes » a eu lieu pour l'ensemble de la Ville le 20 juin 2024. En juillet, août et septembre 2024, nous avons organisé huit séances d'information virtuelles, dont 24 séances en sous-groupes, à raison d'une séance en sous-groupes pour chaque quartier. En septembre, octobre et novembre 2024, cinq ateliers en présentiel ont eu lieu dans les établissements de tout le territoire de la Ville. Les rapports sur « Ce que nous avons entendu » ont été publiés pour toutes les activités de consultation dans la page consacrée au projet sur la plateforme [Participons Ottawa](#).

BACKGROUND

On [October 27, 2021](#), Council adopted the new Official Plan. On [July 6, 2022](#), Council endorsed objectives and strategies to guide the development of the new Zoning By-law in a report titled, [Zoning Implementation Report](#). On [November 4, 2022](#), the Official Plan was approved by the Minister of Municipal Affairs and Housing.

On [April 29, 2024](#) a report titled, [New Zoning By-law – Draft 1](#) was received at a meeting of Joint Planning and Housing and Agriculture and Rural Affairs Committee. The report and its thirteen supporting documents introduced Draft 1 of the new Zoning By-law and provided details and rationale for the provisions in each section of the draft By-law. On May 31, 2024, Draft 1 of the new Zoning By-law was released on the [Engage Ottawa](#) page for the project. Draft 3 of the new Zoning By-law is anticipated to be tabled at Joint Committee in December 2025.



OVERVIEW OF PUBLIC CONSULTATIONS

The [Engage Ottawa](#) project page for the new Zoning By-law provides an overview of consultations and information shared with the public to-date. Below is a summary of information shared, consultation events and dates:

- A [Zoning Best Practices Review](#) in Canada and other jurisdictions was released in April 2022. The report provided an overview of contemporary zoning issues and challenges.

- In July 2022, the [Zoning Implementation](#) report was approved by City Council. The report presented strategies for implementing policies in the Official Plan, including how the new Zoning By-law must provide the potential to achieve the quantity and quality of dwellings specified in the Official Plan.
- In March 2023, seven discussion papers and corresponding surveys were released. Also in March 2023, information was included on the project page relating to Bill 23, *More Homes Built Faster Act, 2022* regarding the requirement for all municipalities in Ontario to permit two additional dwelling units for each principal dwelling unit in a detached, semi-detached or townhouse dwelling.
- In August 2023, the [Low-Rise Form and Function Report](#) and survey was released. This report discussed issues related to regulations for low-rise infill development in Neighbourhoods.
- In September 2023, three [in-person Public Open Houses](#) were held to provide an overview of key policies in the Official Plan that will be implemented in the new Zoning By-law.
- A [virtual Public Open House](#) was held in October 2023. The [information material](#) presented at these Open Houses was published on the project page in November 2023.
- Public consultations on Draft 1 of the new Zoning By-law began in 2024 with the release of the April 29, 2024 report. Following release of Draft 1 of the new Zoning By-law on May 31, 2024, a citywide public open house was held on June 20, 2024.
- During July, August and September 2024, eight virtual information sessions were held including 24 breakout rooms, one break-out room for each ward.
- A Q3 2024 status update on the project was brought to Planning and Housing Committee on [September 11, 2024](#), and published on the Engage Ottawa page for the project.
- In September, October and November 2024, five in-person workshops were held in locations throughout the city.
- A Q4 status update on the project was brought to Planning and Housing Committee on [December 4, 2024](#), and published on the Engage Ottawa page for the project.

- As-We-Heard-It reports for the citywide virtual open house and the virtual information sessions were published on the Engage Ottawa project page in early December 2024.

There will be two circulations during 2025, the first beginning in May and the second beginning in September.

DISCUSSION

This section of the report provides an overview of the contents of the supporting documents.

Document 1 – Overview of changes in Draft 2 of the Zoning By-law provides a summary of the changes in each section of Draft 2 of the new Zoning By-law.

Document 2 – Zone code conversion table for changes in Draft 2 of the Zoning Map provides a summary of the changes made in Draft 2 of the Zoning Map.

Systematic modifications were made during 2024 to correct zone code conversion errors, reinstate exceptions and suffixes in zone codes that were not carried forward in Draft 1 of the Zoning Map, and to recognize changes to the structure of primary zones and subzones. Many changes were made to properties on a site-specific basis. The zone codes in Draft 1 and Draft 2 may be compared using the mapping application on the [Engage Ottawa](#) page and through the Zoning Resources layer on [GeoOttawa](#).

Document 3 – Overview of key Issues and options provides an analysis of each of the key issues identified during the public consultations, and options for the consideration of Joint Committee and Council. The key issues discussed in this document include:

Issue 1: Minimum parking rates for Villages

Issue 2: Maximum building height in N1 and N2 – Neighbourhood Zones

Issue 3: Conversion of the R4 zone to N4 zone

Issue 4: Building height transition framework for Mainstreet Zones

Issue 5: Communal Parking Lot Permissions in Neighbourhood (N1-N6) Zones

Document 4 – Overview of Exceptions and **Document 5 – Overview of Schedules** include details concerning whether each schedule or existing site-specific exception in the current Zoning By-law 2008-250 is proposed to be carried forward without revision(s), carried forward with revision(s) to align with the new Zoning By-law or reflect

Official Plan policies, or deleted if no longer required or does not conform to the Official Plan. They also indicate if a schedule or existing site-specific exception requires further review.

Document 6 – Minimum Parking Rates – Draft 2 Update includes a summary of findings concerning the outcome of eliminating minimum parking space rates in municipalities in Canada. This document also includes a summary of where minimum parking space rates do not apply under the current Zoning By-law, and locations where the *Planning Act* does not permit parking to be required in a Zoning By-law.

Document 7 – Ottawa Public Health comments on the Draft 2 of the Zoning By-law includes comments from Ottawa Public Health (OPH) describing areas of collaboration between OPH and the new Zoning By-law team on new health-supportive Zoning By-law provisions, and a review of the health-promoting benefits of the Draft Zoning By-law. The development of the Official Plan was supported by a strong public health lens, and that approach continues through the implementation phase of those policies in the new Zoning By-law, as summarized in Document 7.

Document 8 – Digital Twin provides an update on the expected timelines and functionality of the Digital Twin, being an interactive digital replica of buildings and infrastructure in Ottawa which allows users to explore this built form virtually, including a comparison of current and proposed zoning regulations.

Document 9 – Continuation and transition provisions for in-process and completed development applications explains the effect of the transition and continuation provisions in Sections 109 and 110 of Draft 2 of the new Zoning By-law. These provisions allow in-process and completed development applications to continue to be processed under Zoning By-law 2008-250, even after Zoning By-law 2008-250 is repealed at the time the new Zoning By-law is approved by Council. Property owners will have five years to complete the in-process development application and obtain a building permit. The provisions will offer similar continuation of rights for development applications that have been approved prior to the new Zoning By-law coming into effect. Property owners will have three years to obtain a building permit using the approvals obtained in their *Planning Act* application under Zoning By-law 2008-250.

Document 10 – Administrative matters and direction for staff provides technical details and direction to staff in Planning Services, Building Code Services and By-law Enforcement for the following phases of the new Zoning By-law project:

- During public consultations in 2025 up to the day before enactment of the new Zoning By-law,
- The date of enactment up to the date all appeals of the Zoning By-law (if any) are fully resolved;
- After the date that all appeals of the Zoning By-law (if any) are fully resolved

Document 11 – Information previously distributed to Planning and Housing Committee in 2024 includes the memos distributed to Planning and Housing Committee throughout 2024.

Document 12 – As-We-Heard reports 2024 includes the As-We-Heard-It reports for public engagement events during 2024.

Document 13 - Public Engagement Plan for 2025 outlines the public engagement planned during 2025. Active public engagement will begin in March and extend through June 2025. Staff request that comments on Draft 2 be submitted by June 30, 2025 to allow time to review the comments and modify the draft By-law before release of Draft 3 in September 2025.

Document 14 – Future work needed following approval of the new Zoning By-law provides information concerning future work to ensure ongoing planning processes and technical corrections are implemented in the new Zoning By-law as soon as possible in 2026, including aligning terminology and provisions in other City By-laws with the terminology and provisions in the new Zoning By-law, conformity exercises to align the new Zoning By-law with in-process, City-initiated Official Plan amendments underway during 2025, and technical revisions to exceptions and schedules to ensure they function as intended and maintain development rights where they are being carried forward in the new Zoning By-law.

Document 15 – Draft 2 of new Zoning By-law (track changes) includes a track changes version showing all changes made since the release of Draft 1 of the new Zoning By-law in May 2024.

Document 16 – Draft 2 of the new Zoning By-law (clean copy) includes a clean version of Draft 2 of the new Zoning By-law without track changes.

Provincial Planning Statement, 2024

On October 20, 2024, the [Provincial Planning Statement, 2024](#) came into effect. Various updates will be required to the Official Plan to bring it into conformity with the new policy

statement, notably regarding a new direction for municipalities to use Ministry of Finance population projections as the basis for the development of growth projections and changes to the definition of area of employment in the *Planning Act*. Draft 2 of the new Zoning By-law is in conformity with the new definition of area of employment in the *Planning Act*. Staff are initiating an Official Plan Amendment this spring to update any policies and secondary plans to be consistent with the PPS 2024. Staff will incorporate any policy directions from this amendment in Draft 3 of the new Zoning By-law rather than waiting for a conformity exercise after 2025 to streamline permissions in-line with Council's direction to advance housing projects

Draft 2 of the Zoning By-law implements the Provincial Planning Statement, 2024 by:

- Providing an orderly framework to support development and growth in the city,
- Providing the as-of-right permissions to achieve intensification targets,
- Protecting agricultural lands, the environment, public health and safety.

CONSULTATION

Public consultations on Draft 1 of the new Zoning By-law began with the release of the April 29, 2024 report. The engagement activities for Draft 1 of the New Zoning By-law Review spanned from April to November 2024, involving over 500 attendees at various meetings and generating 831 email comments and questions from the public. Since the release of the first draft in late May, the project has attracted 50,000 subscribers to its updates. Key engagement activities included one virtual citywide open house, virtual ward-specific meetings for all 24 wards conducted in five sessions, and five in-person workshops. The project's advertising campaign for Draft 1 ran from May to October 2024, utilizing a mix of print, online, social media, and out-of-home advertising.

Advisory Committees and Working Groups

New Zoning By-law Councillor Sponsors Group

The new Zoning By-law Councillor Sponsor Group (CSG) was established to support and champion the project. The 2022-2026 Term of Council members include Councillors Jeff Leiper, Glen Gower, Laine Johnson, David Hill, and Catherine Kitts. City membership comprised of the General Manager of the Planning, Development and Building Services Department, along with relevant members of the new Zoning By-law team.

From July 2024 to February 2025, the team met seven times with the CSG to provide updates on key issues and public consultation strategies.

FCA-GOHBA Working Group

From June to December 2024, the Zoning team engaged with representatives from the Federation of Citizens Associations (FCA) and the Greater Ottawa Home Builders Association (GOHBA) to discuss and consult on rural and suburban provisions, infill development, high-rise buildings, and hubs and corridors.

Ambassadors Working Group

The project team met for a second time with the Ambassadors Working Group, a body representing 11 traditionally underrepresented equity and inclusion communities established originally during consultation for the new Official Plan. This group provides Planning staff advice and insight to address key topics on equity in land use planning. For Draft 1, discussions with members focused on rural, walkable communities and mobility accessibility concerns.

Planning Advisory Committee

Staff presented to the Planning Advisory Committee on December 17, 2024.

More information on public consultation for Draft 1 of the new Zoning By-law can be found in Document 12 of this report, information on public consultation for Draft 2 can be found in Document 13.

RURAL IMPLICATIONS

Rural implications are explained in Documents 1 – Overview of changes in Draft 2 of the new Zoning By-law, Document 2 – Overview of changes in Draft 2 of the Zoning Map, Document 3 – Overview of key issues and options for consideration by Council, Document 4 – Overview of Exceptions and Document 5 – Overview of Schedules.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a citywide report.

LEGAL IMPLICATIONS

There are no legal impediments to approving the report recommendation and receiving this draft by-law for information.

As this is a draft, for public consultation purposes, no right of appeal exists.

If/when the final version of the by-law is approved by Council, only those persons/public bodies listed in section 34(19) of the Act will have a right of appeal. Notably, the legislature narrowed the rights of appeal of individuals through the amendments contained in the Cutting Red Tape to Build More Homes Act, 2024 (Bill 185), restricting rights of appeal to only those registered owners of land to which the by-law applies.

As summarized above and set out in detail in Document 10, if/when the final version of the by-law is approved, staff will be provided direction as to how to apply the by-law during the appeal period and until all appeals (if any) are resolved. Specifically, staff will be made aware that while the new Zoning By-law does not legally come into force, in full, until all appeals are resolved, once it does come into force (as amended, if applicable, by the Tribunal) it is deemed to be in force retroactive to the date of enactment.

Therefore, staff will be directed during this period:

- a. For zoning by-law amendments proposing amendments to provisions that are not subject to appeal, to ensure compliance with the new Zoning By-law; and,
- b. For zoning by-law amendments proposing amendments to provisions that are subject to appeal, to ensure compliance with the most restrictive provisions in Zoning By-law 2008-250 and the new Zoning By-law,

assuming that the transition provisions (for complete, in-stream applications or approved applications) don't apply to the said application.

An analogous approach would apply to Minor Variances sought during the appeal period or while appeals are outstanding.

RISK MANAGEMENT IMPLICATIONS

There are no direct risk implications associated with the recommendations in this report.

ASSET MANAGEMENT IMPLICATIONS

There are no direct Asset Management Implications resulting from recommendations of this report. When approved, asset management implications of the new Zoning Bylaw are expected to be addressed through implementation of the Infrastructure Master Plan. The IMP supports community and economic development by planning for the necessary water and wastewater infrastructure and stormwater management strategies that provide vital services to existing and planned development. In addition to serving growth in the suburban transect areas, the IMP has a particular emphasis on planning for

infrastructure to support intensification in existing, serviced areas which is a priority of the Official Plan and implemented through the Zoning Bylaw. The IMP also includes strategies for supporting development in the City's Villages.

FINANCIAL IMPLICATIONS

There are no direct financial implications associated with the recommendations of the report.

ACCESSIBILITY IMPACTS

There are no direct accessibility impacts associated with the recommendations in this report.

SUPPORTING DOCUMENTATION

Document 1 – Overview of changes in Draft 2 of the Zoning By-law

Document 2 – Zone code conversion table for changes in Draft 2 of the Zoning Map

Document 3 – Overview of Key Issues and Options

Document 4 – Overview of Exceptions

Document 5 – Overview of Schedules

Document 6 – Minimum Parking Rates – Draft 2 Update

Document 7 – Ottawa Public Health comments on the Draft 2

Document 8 – Digital Twin

Document 9 – Continuation and Transition provisions for in-process and completed development applications

Document 10 – Administrative matters and direction to staff

Document 11 – Information Previously Distributed reports to Planning and Housing Committee dated September 11, 2024 and December 4, 2024

Document 12 – As-We-Hear Reports 2024

Document 13 – Public Engagement Plan for 2025

Document 14 – Future work needed following approval of the new Zoning By-law

Document 15 – Draft 2 of the new Zoning By-law (track changes)

Document 16 – Draft 2 of the new Zoning By-law (clean copy)

CONCLUSION

Staff recommend that the Joint Committee and Council receive Draft 2 of the new Zoning By-law for public consultation purposes.

DISPOSITION

Zoning and Interpretation Unit, Policy Planning Branch, Planning, Development and Building Services Department to undertake public consultations, receive comments from the public and continue development of the draft Zoning By-law in preparation for the release of the final draft of the new Zoning By-law in Q3 and Q4 of 2025.