**Submission**

**CIVIC HOSPITAL NEIGHBOURHOOD ASSOCIATION**

**Zoning By-law Amendment and Official Plan Amendment**

**D01-01-17-0016 & D02-02-17-0075**

**Studies and Information Needed to Support the Amendments**

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Overview:

The Civic Hospital Neighbourhood Association (CHNA) welcomes the integration of a new TOH Civic Campus adjacent to its community and looks forward to working with federal, provincial, municipal and TOH officials in planning and building a 21st Century Campus for the Champlain LINH area.

This new Campus will be the most important development/ institution for the NCR for the foreseeable future. Therefore, CHNA feels an obligation, as the closest neighbour of the new Civic Campus, to ensure that the planning of this important facility, to be situated on these invaluable urban lands, is carefully considered and that the site is designed in a manner consistent with evidence-based good planning practices.

CHNA is particularly concerned that the checks and balances normally in place in Applications such as this are missing; not only is the city the applicant, it is also the proponent and decision-maker.

Local traffic patterns will be greatly affected by the new campus site. For example, access to the new campus is expected to be separate from access to the CEF. The potential impact from the new location of the Civic Campus on CEF visitors and programming should be well understood and mitigation strategies should be planned for well in advance. The traffic implications for the professional service / public access relationships connecting the Heart Institute and the new Civic site must also be well understood.

The same site plan control rules should apply to this proposed zoning amendment as those applied to any developer who is applying for a major zoning by-law amendment. In this way, the implication of these changes is well understood before any zoning designation is proposed.

Because of our additional concerns that the integrity of the approval process be well served to the benefit of the citizens of Ottawa, and to support the effective planning and development of the new Civic Campus, CHNA has been consulting with its membership about the proposed zoning and official plan amendments. This submission proposes a number of conditions that CHNA and its members feel must be satisfied to ensure that the development of a hospital campus on this site is consistent with good, evidence-based planning principles and that the design will best serve the interests of the citizens of Ottawa for generations to come.

Common Objectives:

For patients, the campus must be planned to include:

* A good, region-wide 21st Century transportation and connectivity network (employee and patient’s personal vehicles, commercial vehicles, ambulances, patient transfer vehicles, transit, cycling and pedestrian facilities) to the hospital from all directions. This is complicated by the fact that the Preston-Carling district is slated to be one of the most intensified districts in 21st century Ottawa;
* A facility that is safe for patients and staff during the myriad of medical procedures, tests and other activities and uses, and that the soil conditions and geological / seismic activity on the site will not negatively affect patient outcomes; and,
* A campus that is designed in a manner to facilitate recovery and healing (such as green space and quiet outdoor and indoor areas for resting and contemplation).

For the adjacent communities, the campus planning process should:

* Build a close, mutually respectful relationship between residents of the surrounding communities and the new Civic campus;
* Mitigate the negative impact on citizens who live in the surrounding established neighbourhoods such as (but not limited to) Dow’s Lake, Carlington, Preston-Carling, Dalhousie and Civic Hospital;
* Maintain the connectivity for residents of the surrounding established neighbourhoods to areas like the Canal, Dow’s Lake, CEF, Arboretum; and,
* Maintain a high level of public realm natural features within those connective spaces as is experienced today.

Studies Required Before the Holding Provision is Applied

In the interest of transparency and good planning, CHNA and its members are convinced that the city has an obligation to provide the evidence and rationale for the proposed zoning AT THE SAME TIME OR BEFORE the zoning and official plan amendment Applications are submitted.

Only after studies are undertaken to demonstrate the rationale behind the proposed zoning, should the Holding Provision (with the specified “studies and reports” to be submitted to support the hospital land-use) be applied.

CHNA and its members have been deliberating over the process and are convinced that the planning process for the new Civic campus should be as follows:

* The city must follow the same rules as those applied to any developer who is proposing a major zoning by-law amendment.
  + This is particularly important given the location of the site with its historic importance; and,
  + The extra precautions that should be taken to assure all Canadians that the lands transferred from federal holdings to be used the new Civic Campus are being respected, planned and used appropriately.

CHNA members have also been expressing their concerns with respect to lack of information on how the new campus will address the mobility needs of patients, visitors and staff of the new campus. They are looking for a clear plan with respect to traffic flow. While the hospital will be in relatively close proximity to the O-train, they want to know, for example, how older citizens, people with disabilities and staff needs will be addressed on a large, multi-level site - in particular during inclement weather conditions.

* CHNA is convinced it is in the best interest of the citizens of Ottawa and hospital patients from across the NCR and beyond, that five major studies be completed before the zoning amendments can be considered and the Holding Provision can be applied:
* A baseline study of current traffic conditions, as residents currently note that key streets in or adjacent to the Civic Hospital neighbourhood are operating at maximum capacity (Parkdale & Bronson Avenues, for example);
* A study that anticipates the number of patients to be treated at the Civic Campus and the anticipated complement of staff to test, treat and care for these patients and associated visitors; and,
* A study that anticipates the increased traffic load anticipated from the known large developments slated for the nearby area (Bronson redevelopment, Westgate redevelopment, Gladstone redevelopment, original Civic Campus redevelopment, Booth and Rochester Street development) and the proposed permanent closure by the Ministry of Transportation of the Highway 417 Carling Avenue E-E On Ramp.

* Using the data from the above three studies, the city must then complete:
* A holistic, area-wide transportation plan to determine how best to manage the increased pedestrian, cycling, transit, vehicular and service traffic generated by the new Civic Campus and the developments listed above with minimal impact on the existing, surrounding residential communities.
* In addition, to reassure patients that the site is secure and safe, the city must also conduct:
* An environmental, geological & seismic assessment of the new campus site.

The Civic Hospital Lands should be treated like any other new development with site plan control applications.

Importance of Curtailing Zoning Uses

CHNA is concerned with uses in the proposed MC zoning that do not apply to a hospital facility. It is our opinion that the scope of these uses is too wide and that they must be curtailed to ensure the integrity of the Civic Campus and to protect the valuable lands on which the new facility will be situated.

Having included an “exception” in the zoning that would permit “office” and “research and development”, the City has opened the door to modifications of the proposed zoning.

CHNA recognizes that a modern healthcare campus could include many of the uses permitted by the MC zoning contemplated in the Preston-Carling Secondary Plan. However, the proposal to re-locate TOH on these federal lands is a significant change to the future of these lands. The hospital will have significantly different transportation and other implications for the study area, and the transfer of significant green space, including Queen Juliana Park and agricultural research lands, must be justified according to rigorous considerations of the broader public interest.

CHNA is convinced that the Mixed Use designation must be scaled back to remove uses that are not consistent with uses ancillary to a hospital or medical facility. As proposed, the Mixed Use Zoning allows for private uses such as "offices, secondary and post secondary schools, hotels… retail uses, entertainment uses, service uses such as restaurants and personal service businesses, and high-and medium-density residential uses".

It is important for the community that the city remove any possibility that as-of-right, private, for-profit housing developments or mixed-use commercial buildings developed for the sole purpose of revenue generation would be situated on these lands. Any uses should be restricted to directly meeting the health care needs of those residing in the Champlain LINH area.

We are seeking the City's assistance to apply conditions that would prohibit any use that is not ancillary to the hospital use, recognizing that there are some uses that would fall within the meaning of “ancillary”, such as day care and retail specializing in medical or health products and devices. CHNA considers that there may be different mechanisms to accomplish this, ranging from:

* changing the zoning from MC to institutional, which is the zoning for all other Ottawa-based hospitals such as the General, Montfort, Riverside and the Queensway-Carleton;
* removing uses from the MC zoning that are not strictly ancillary to hospital uses; or,
* adding language to the zoning that strictly limits the uses of these lands to those strictly defined as ancillary to the hospital.

CHNA is convinced that curtailing the potential uses for these lands not only prevents inappropriate land uses, but also serves to reassure the citizens of Ottawa that the integrity of the hospital is assured over the long term. Citizens can then be confident that this valuable site donated by the federal government for a hospital campus cannot be used inappropriately in the future for private development and that future hospital expansion will not be hampered by a lack of space. Indeed, should CHNA not be satisfied that these lands are not adequately protected from private development, CHNA is prepared to appeal its case to the Ontario Municipal Board.

Another important zoning consideration for CHNA is the protection of environmental and neighbourhood corridors, such as the O-train paths on both sides of the track. The zoning and OP amendment should include provisions to create a buffer along the O-train and create paths and linkages along the bottom and the top of the escarpment.

Studies and Reports Required to Remove the Holding Provision

CHNA and its members have also been deliberating on the studies and reports that are crucial to triggering the removal of the Holding Provision (h). [As noted previously, CHNA has already identified five studies necessary to support the proposed zoning: current road usage (traffic, cycling, pedestrian), anticipated patient and staff numbers, impact of intensification, transportation plan, and environmental & seismic studies.]

CHNA recommends that the following studies be completed to support the detailed master plan presented to the City of Ottawa BEFORE any construction work is started on the site:

* A study around the major issues and solutions to the hospital site being situated adjacent to a UNESCO heritage site;
* A study around the major issues and solutions to the hospital site being situated adjacent to a working, historical farm (the Central Experimental Farm), often referred to as the “Central Park” of the National Capital Region.
* A Green Connectivity study to facilitate continuing cycling pedestrian and cycling linkages through Queen Juliana Park (suggested is a pathway along the O-train corridor);
* A site-specific environmental study with a focus on tree preservation (CHNA suggests trees aged 10 years or over) which is an objective of the city’s Urban Forest Management Plan;
* A rain / water management study;
* A study to determine whether the Carling O-Train Station should move to the south of Carling Avenue to encourage / facilitate transit usage to the hospital (particularly by hospital staff); and,
* A study to identify opportunities in adjacent neighbourhoods to replace lost green-space (eg: a Bayswater/Sherwood triangle park, re-instating Ruskin Park, securing green space at the Booth Street complex).

Conclusions

TOH’s Civic Campus will be an institution that is expected to serve the medical and health needs of the residents of the National Capital Region and beyond for generations to come.

CHNA is particularly concerned that the checks and balances normally in place in Applications such as these are missing; not only is the city the applicant, it is also the proponent and decision-maker. This situation requires absolute adherence to proper processes with a heightened focus on transparency and accountability.

CHNA believes that the Official Plan and Zoning Applications for the Civic Campus site are proceeding without the studies and reports required for any other zoning application.

CHNA is convinced that planning for this public institution must not be rushed but must proceed in a manner that gives citizens of the National Capital Region confidence that the process is transparent, decisions are evidence-based and that the process follows the steps required for planning a major institution. Citizens deserve no less.

If CHNA is not assured that the planning steps and appropriate studies for the Civic Campus have been undertaken, it is prepared to appeal to the Ontario Municipal Board.

Prepared for CHNA by:

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