

250 Forestglade Crescent Planning Rationale

Major Zoning By-law Amendment

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1.0 INTRODUCTION

1.1 Application Summary

The City of Ottawa's Housing and Homelessness Services is submitting this Planning Rationale in support of a Zoning By-law Amendment. The applicant proposes to rezone the land municipally known as 250 Forestglade Crescent and subsequently transfer ownership of the property to the Ottawa Aboriginal Coalition for the purposes of developing transitional housing for Inuit women and children. The purpose of this Planning Rationale is to assess how the proposed rezoning conforms to the policies and regulatory framework of the City of Ottawa.

1.2 Subject Site

The site is legally described as PLAN 4M842 BLK 90 and is municipally known as 250 Forestglade Crescent. The site has approximately 80 metres of frontage along Forestglade Crescent and approximately 38 metres of frontage along Blohm Drive, and a total lot area of 0.23 hectares. The site is currently vacant.



The site from the intersection of Forestglade Crescent and Blohm Drive



The site looking east from Blohm Drive.

1.2.1 Area Context

North

To the north of the site is a multi-use pathway.

East

To the east of the site are two-storey townhomes.

South

To the south of the site are three-storey stacked townhomes and the Carpenter Housing Co-operative.

West

To the west of the site are two-storey detached dwellings and a multi-use pathway.



The site and surrounding context.

1.2.2 Transportation

The site is located on Forestglade Crescent, which is identified as a Local Road in the City of Ottawa's Official Plan, and Blohm Drive, which is identified as a Collector Road in the Official Plan. Collector roads are roads that serve neighbourhood travel to and from major collector or arterial roads and usually provides direct access to adjacent lands.

The site is fairly served by the City's transit network with a bus stop immediately adjacent to the site. This bus route provides service to the Hurdman LRT station.

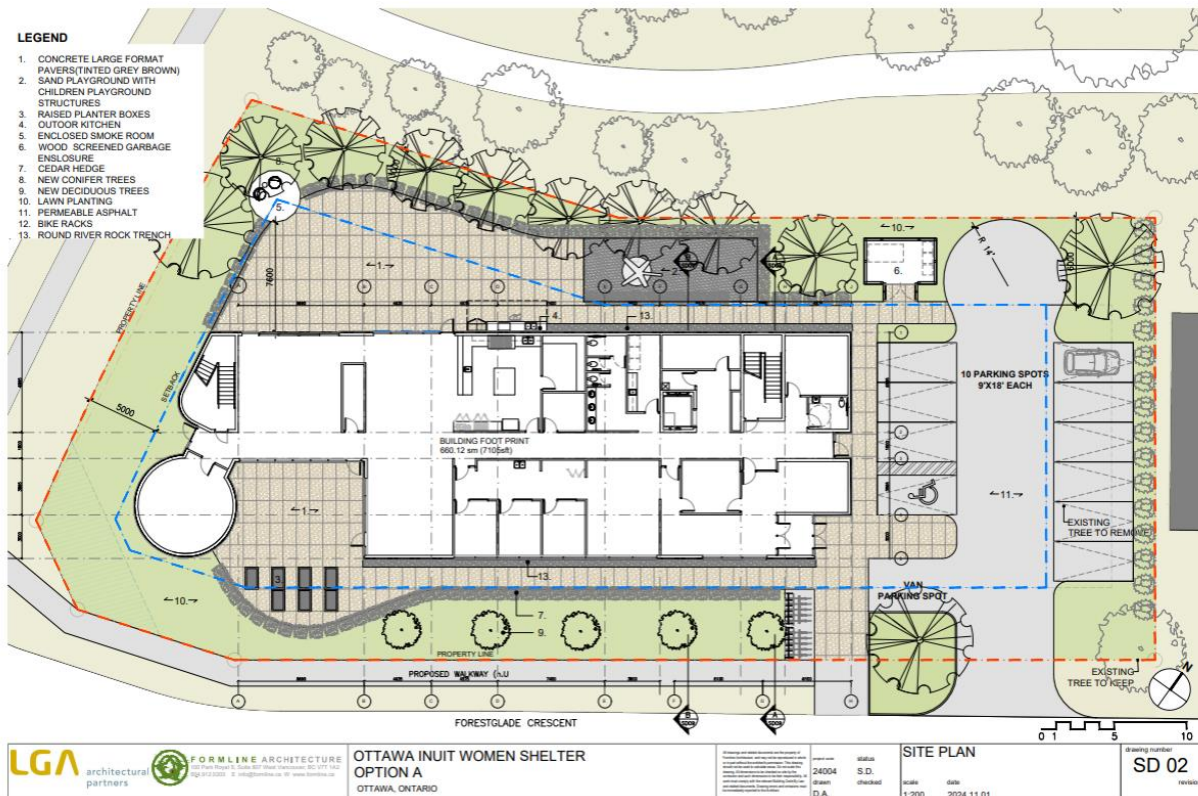
While the subject site is not located on a street that is identified in the City of Ottawa's Official Plan Primary Urban Cycling Network, there is a multi-use pathway that runs along the northern edge of the property.

2.0 PROPOSED DEVELOPMENT

The Ottawa Aboriginal Coalition is proposing to develop a two and a half-storey residential care facility with up to 30 beds to provide emergency transitional housing for Inuit women and their children.

The proposed land use does not conform with the permitted land uses regulated by the Zoning By-law, which does not permit a residential care facility in the Residential Third Density, Subzone L (R3L) zone. The proposed development also does not comply with the maximum permitted building height of 10.7 metres or 11 metres (depending on type of building and roof slope) in the R3L zone.

The figure below illustrates the preliminary Site Plan:



The proposed development includes 13 units with a total of 30 beds. Each unit will have a sleeping area and/or bedroom, washroom, and small kitchenette. Some units are connected by an interior door to allow for flexible accommodations for larger families. The ground floor of the two-storey building includes a communal kitchen, living space, offices, washrooms, and programming space.

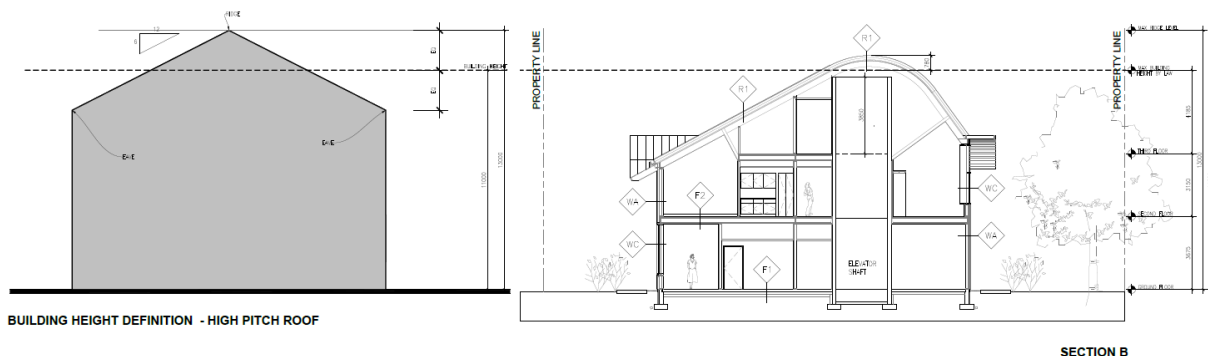
The applicant is proposing 10 surface parking spaces. The parking lot, which has driveway access from Forestglade Crescent, is located directly adjacent to the accesses to the building. One of the proposed parking spaces is accessible.

Proposed use

The proposed development will include emergency transitional housing for women and their children, and for zoning purposes, is being considered a 'residential care facility'. Section 4.2.3 of the Official Plan includes a policy that permits "in any zone where residential uses are permitted, alternative, cooperative or shared accommodation housing forms serving individuals for whom an entire dwelling unit unnecessary, unaffordable or inappropriate including: ... iii) Residential care facilities...". Another policy in this section "recognizes emergency and transitional shelters and transitional supportive housing as a key component of the housing continuum" and as such, shall be permitted in all urban designations and zones. The proposed zoning amendment to add 'residential care facility' as a permitted use brings the zoning for the site into conformity with the above-noted Official Plan policies.

Proposed building height

In the R3L zone, the maximum permitted building height is 10.7 metres for a three-unit dwelling, which is the densest building form permitted in the zone. For other permitted uses in the R3L zone, the maximum building height is 10 metres, or in cases where there is a peaked roof with a slope of 1 in 3 (4/12 pitch) or steeper, the maximum building height is 11 metres. The height of the proposed development is 11.78 metres, as measured from average grade to the highest point of the building. The diagram below illustrates the proposed building height compared to what would be permitted by the existing zoning for the site:



Based on the definition of building height outlined in section 54 of the Zoning By-law, a building with a peaked roof with a slope of 1 in 3 would have a building height of 11 metres measured from the half-way point between the eaves and the peak of the roof and a building height of 13 metres if measured from the highest point of the building. The height of the proposed building is comparable to what is currently permitted within the existing zoning for the site and will have negligible impacts on the surrounding community. The height and scale of the proposed building is not dissimilar to the three-storey townhomes across the street from the subject property.

3.0 POLICY & REGULATORY FRAMEWORK

3.1 Provincial Planning Statement (2024)

The province of Ontario recently released a revised Provincial Planning Statement, which came into effect on October 20, 2024. This section will discuss relevant policies of the PPS.

Policy 2.1.6: states:

Planning authorities should support the achievement of complete communities by:

a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated childcare facilities, long-term care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;

b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and

c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

The proposed residential care facility and major rezoning of the Subject Site contribute to an appropriate range of housing options in the community, while helping to improve the social equity and quality of life for Inuit women and their children, who have experienced significant marginalization and intergenerational trauma that impacts their safety and well-being, and overall quality of life.

Policy 2.2 states:

1. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

a) establishing and implementing minimum targets for the provision of housing that is affordable to low- and moderate-income households, and coordinating land use planning and planning for housing with Service Managers to address the full range of housing options including affordable housing needs;

b) permitting and facilitating:

1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and

2. all types of residential intensification, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units in accordance with policy 2.3.1.3;

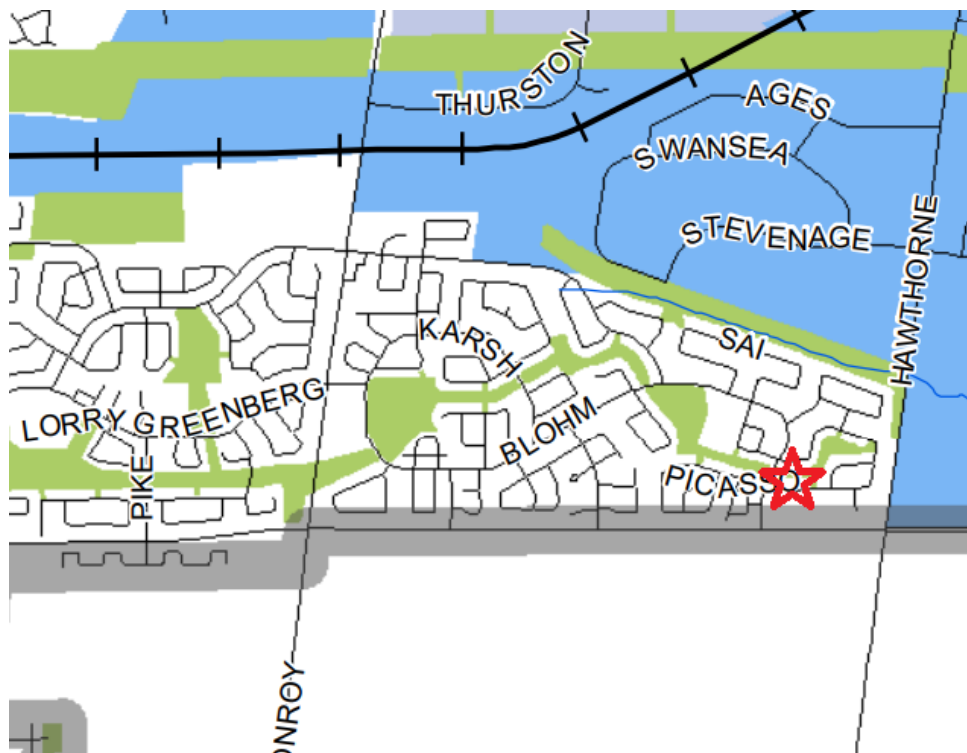
c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and

d) requiring transit-supportive development and prioritizing intensification, including potential air rights development, in proximity to transit, including corridors and stations.

The proposed development supports a cost-effective development pattern by intensifying lands within the urban boundary, minimizing land consumption and municipal servicing costs, supports the use of active transportation due to the proximity of the site to an existing multi-use pathway, and represents transit-supportive development given the site's immediate proximity to a bus stop that provides service to the Hurdman LRT station.

3.2 City of Ottawa Official Plan (2022)

The City of Ottawa Official Plan provides a vision of how the city will grow over time and sets out policies to guide the development and growth of our city to 2046. Additionally, the Official Plan addresses matters of provincial interest as defined by the Provincial Policy Statement and serves as a basis for a wide range of municipal activities.



City of Ottawa Official Plan Schedule B3 – Outer Urban Transect

Section 5.3 – Outer Urban Transect

The subject site is located within the Outer Urban Transect, as demonstrated in the City of Ottawa's Official Plan Schedule B3 – Outer Urban Transect. The Outer Urban Transect comprises neighbourhoods inside the Greenbelt built in the last third of the twentieth century. The neighbourhoods represent the classic suburban model and are characterized by separation of land uses, stand-alone buildings, generous setbacks, and low-rise building forms.

Policy 5.3.1 (2)

The Outer Urban Transect is generally characterized by low- to mid-density development. Development shall be:

- a) Low-rise within Neighbourhoods and along Minor Corridors;*
- b) Generally Mid- or High-rise along Mainstreets, except where the lot is too small to provide a suitable transition to abutting low-rise areas, in which case only low-rise development shall be permitted; and*
- c) Mid- or High-rise in Hubs*

The proposed development, a two-storey, low-rise building, is compliant with this policy.

Policy 5.3.1 (4)

In the Outer Urban Transect, the Zoning By-law shall provide for a range of dwelling unit sizes in:

- a) Multi-unit dwellings in Hubs and on Corridors;*

b) Predominantly ground-oriented forms in Neighbourhoods located away from frequent street transit and Corridors, with Low-rise multi-unit dwellings permitted near rapid transit and frequent street transit routes; and

c) In Hubs, a range of housing types to accommodate individuals not forming part of a household

The applicant is proposing ground-oriented housing that will help to provide a range of housing types to a variety of demographic profiles within the neighbourhood.

Policy 5.3.4 (1)

Neighbourhoods located in the Outer Urban area shall accommodate residential growth to meet the Growth Management Strategy as outlined in Section 3. The Zoning By-law shall implement development standards that transition away from a suburban model and move towards urban built forms as described in Table 6 as applicable and that:

a) Allows and supports a wide variety of housing types with a focus on lower density missing-middle housing which generally reflects the existing built form context of the neighbourhood, which may include new housing types that are currently not contemplated in this Plan;

The proposed development will respect the existing built form context of the neighbourhood, while introducing a housing type that is not prevalent in the neighbourhood.

Section 6.3 – Neighbourhoods

Neighbourhoods are contiguous urban areas that constitute the heart of communities. It is the intent of the Plan to permit a mix of building forms and densities.

Policy 6.3.1 (2)

Permitted building heights in Neighbourhoods shall be Low-rise, except:

a) Where existing zoning or secondary plans allow for greater building heights; or

b) In areas already characterized by taller buildings.

The proposed development will be a low-rise building.

Section 4.2 – Housing

The Official Plan recognizes that as the city grows and changes with a larger population, different types of housing will be needed. This includes housing units of different sizes and forms, some of which may not be common in Ottawa today.

Policy 4.2.1 (1)

A diverse range of flexible and context-sensitive housing options in all areas of the city shall be provided through the Zoning By-law, by:

a) Primarily regulating the density, built form, height, massing and design of residential development, rather than regulating through restrictions on building typology;

- b) Promoting diversity in unit sizes, densities and tenure options within neighbourhoods including diversity in bedroom count availability;*
- c) Permitting a range of housing options across all neighbourhoods to provide the widest possible range of price, occupancy arrangements and tenure;*
- d) Establishing development standards for residential uses, appropriately balancing the value to the public interest of new policies or development application requirements against the impacts to housing affordability; and*
- e) The City shall maintain, at all times, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate intensification and land in draft approved and registered plans.*

The proposed development will be designed to be compatible and consistent with the built form, height, and massing of the surrounding neighbourhood. The proposed development will contribute to a range of housing options and occupancy arrangements within the neighbourhood.

Policy 4.2.3 (1)

The City recognizes that many individuals may not constitute nor form part of a household and may rely on long-term housing other than the traditional dwelling unit. The City shall enable the provision of housing options for such individuals through the implementing Zoning By-law, as follows:

- a) Permitting, in any zone where residential uses are permitted, alternative, cooperative or shared accommodation housing forms serving individuals for whom an entire dwelling unit is unnecessary, unaffordable or inappropriate including: i) Rooming houses; ii) Retirement homes; iii) Residential care facilities; iv) Purpose-built student housing; v) Group homes; and vi) Other long-term housing forms that serve the needs of individuals not forming part of a household.*
- b) Further to Policy a), the City shall not establish restrictions, including minimum separation distances or caps, whose effect is to limit the opportunity to provide such housing forms.*

The proposed development will provide shared accommodations for women and their children in the form of a residential care facility. In accordance with this policy, the proposed rezoning brings the zoning for the site into compliance with the Official Plan.

Policy 4.2.3 (2)

The City recognizes emergency and transitional shelters and transitional supportive housing as a key component of the housing continuum, which shall, through the Zoning By-law:

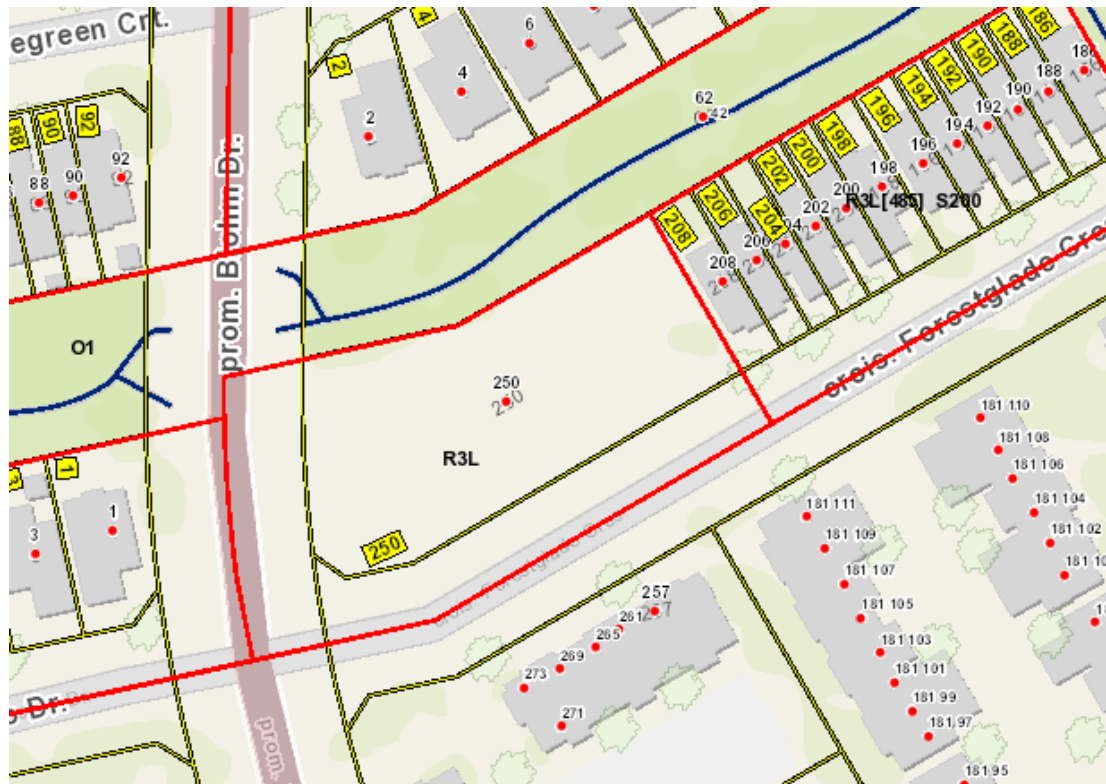
- a) Permit emergency shelters and transitional shelters as a permitted use in all urban designations and zones;*
- b) Permit emergency shelters and transitional shelters as an accessory or ancillary use to all institutional land uses; and*
- c) Not establish restrictions, including minimum separation distances or caps, whose effect is to limit the opportunity to provide such shelter and housing forms.*

While the proposed development is considered a residential care facility for zoning purposes, the function of the building is as emergency transitional housing. The proposed development is consistent with this policy, and it brings the existing zoning for the site into compliance with the Official Plan.

3.4 City of Ottawa Comprehensive Zoning By-law (2008-250)

As shown below, the following zoning applies to the subject site:

- R3L – Residential Third Density Zone, Subzone L



Current zoning at 250 Forestglade Crescent

3.4.1 Residential Third Density Zone, Subzone L (R3L)

The intent of the Residential Third Density Zone, Subzone L is to accommodate a mix of residential building forms ranging from detached to townhouse dwellings and is intended to allow a number of other residential uses to provide additional housing choices with the third density residential areas. Development in the R3 zone is intended to be compatible with existing land use patterns so that the mixed dwelling, residential character of a neighbourhood is maintained or enhanced.

Zoning Mechanism	Requirement	Proposed	Conformity
Permitted Use	Range of residential uses	Residential Care Facility	✘
Minimum Lot Area	360 m ²	2339 m ²	✓
Minimum Lot Width	12 m	~31 m	✓
Minimum Front Yard Setback	3 m	5 m	✓
Minimum Corner Side Yard Setback	3 m	5 m	✓

Minimum Interior Side Yard Setback	1.2 m	>1.2 m	✓
Minimum Rear Yard Setback	7.5 m	7.5 m	✓
Maximum Building Height	10.7 m or 11 m depending on roof slope	11.78 m	✗
Minimum Residential Parking Space Requirements	0.25 per dwelling unit or rooming unit plus 1 per 100m ² of gross floor area used for medical, health or personal services	10	✓
Minimum Bicycle Parking Space Requirements	1 per 1000 m ²	10	✓
Minimum Drive Aisle Width	6 m	6.7 m	✓

3.4.2 Proposed Zoning

As part of the proposed zoning amendment, a site-specific exception is proposed to be added to permit a Residential Care Facility with a maximum building height of 11.78 metres and maintain the remaining performance standards for a three-unit dwelling in the R3L zone.

4.0 Public Consultation Strategy

Public consultation will be undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law Amendment applications.

5.0 Conclusion

It is my professional opinion that the proposed Zoning By-law Amendment application is appropriate, represents good planning, and is in the public interest, due to the following:

- The proposed development conforms to the City of Ottawa Official Plan policies for the Outer Urban Transect and Neighbourhood designation by proposing a type of residential development that will contribute to the full range and choice of housing types in the Hunt Club Park neighbourhood.
- The proposal is consistent with the Provincial Planning Statement 2024 by providing efficient and appropriate development on lands within the urban boundary and contributes to the range of housing available in the community.
- The proposed development meets most applicable requirements of the Comprehensive Zoning By-law 2008-250. The requested amendments are appropriate and will not create undue negative impacts on the community or surrounding properties.
- The proposed rezoning to add 'residential care facility' as a permitted use brings the zoning for the property into alignment with the Official Plan policies regarding transitional emergency housing and residential care facilities being permitted in all urban designations and zones.