

FOTENN

333 MONTREAL ROAD



June 13, 2017

Planning Rationale

Official Plan
Amendment, Zoning
By-law Amendment,
and Site Plan Control



Prepared for:



Giving
Hope
Today

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Fotenn Consultants Inc. (“Fotenn”) has been retained by the Governing Council of The Salvation Army in Canada (“The Salvation Army”) to assist in the preparation and submission of Official Plan Amendment, Zoning By-law Amendment, and Site Plan Control applications for the property known municipally as 333 Montreal Road. The Salvation Army’s vision is to create a multi-purpose, state-of-the-art facility designed to serve a broad range of community needs while also acting as a catalyst for redevelopment along Montreal Road.

1.1 Homelessness in Ottawa

In 2013, the City of Ottawa consolidated a number of housing and homelessness plans into “A Home for Everyone: Our 10 Year Plan”. Through this Plan, the City is committed to ending chronic homelessness by 2024 and to building a city where everyone has a safe and affordable home in a neighbourhood where they choose to live. One of the three major priorities of this Plan is to ensure that people get the support that they need. This includes a focus on preventing homelessness and keeping people in their homes, providing adequate temporary accommodations and supports to those who become homeless, and ending chronic homelessness.

Chronic homelessness is defined by the Alliance to End Homelessness Ottawa as people who are currently homeless and have been homeless for six months or more in the past year (i.e. i.e. have spent more than 180 cumulative nights in a shelter).

The City of Ottawa has made significant investments to combat homelessness, and works with partners like The Salvation Army to provide the support and services that are needed. With Housing First initiatives, The Salvation Army is an important part of the City’s efforts to move people quickly into housing and providing the ongoing supports and services to help them stay there.

In 2016, over 7,170 individuals accessed an emergency shelter in the City of Ottawa, spending an average of 73 nights¹. As the City and their partners continue to work towards ending chronic homelessness, the need for multi-purpose, state-of-the-art facilities that are ready to respond with the range of housing options and supports needed is critically important.

1.2 The Salvation Army

Much has changed since the Salvation Army opened its first men’s hostel in Ottawa in 1908. The services provided by that facility were quite simply 3 meals and a cot with some spiritual renewal services. When the much larger Booth Centre was opened at 171 George Street in 1963, it was based on much the same model. Over the intervening decades strategies have changed dramatically with the introduction of programs that strive to move clients out of chronic homelessness, to help clients overcome their addictions, to equip people with basic skills to help them to integrate and most importantly to build and serve the community.

In the continued effort to end homelessness, The Salvation Army recognizes the need to replace the Booth Centre with a new, state-of-the-art, modern facility, built to provide the supports and services of today, focusing on long-term housing solutions and associated support and social services. The Salvation Army has undertaken an extensive property search throughout the City of Ottawa in an attempt to find a suitable location for a new facility. CBRE (a real estate brokerage) was engaged to assist in this search while City of Ottawa Housing staff were also consulted for potential locations. Criteria established as part of this search included:

- / Proximity to key services (clinics, pharmacies, employment and medical services, day programs, etc.);
- / Directly accessible by transit and by foot (ideally in no more than 30 minutes);
- / Centrally located on an arterial road, in a mixed-use (commercial, business, residential) area, preferably with two access points;
- / Can accommodate the current and future needs and allows for flexibility;

¹ Source: Alliance to End Homelessness Ottawa’s “2016 Progress Report on Ending Homelessness in Ottawa”

- / Must include ample space for parking, client courtyards, and community space; and,
- / Located within an area that will utilize the services provided.

With the help of CBRE, over the past 7 years, several sites were examined, all located within the Greenbelt and including several existing hotels, church sites, and apartment buildings. The subject property at 333 Montreal Road ultimately chosen as the ideal location given its proximity to other support services, its location on the Montreal Road Arterial Mainstreet, its accessibility by transit users and pedestrians, and its proximity to clients currently making use of the services offered by The Salvation Army's Booth Centre.



Figure 1: Where The Salvation Army's Clients Come From

The Salvation Army is eager to be a part of the positive change already occurring along Montreal Road, with the new centre acting as one of the catalysts for the continued renewal of the Vanier neighbourhood. The state-of-the-art centre will address real and perceived security concerns through excellence in design and environmental design strategies that will ensure the new facility becomes a community facility for all.

2.0 PURPOSE OF THE APPLICATIONS

The purpose of the current applications is to permit The Salvation Army to construct their new, multi-program facility to serve the vulnerable and homeless in our community. The proposal includes the construction of a new 9,600 square metre facility that will offer residential accommodations for working men, and an innovative approach to numerous services that include practical assistance for families, specialized medical care, stabilization and treatment services for those struggling with addiction, life skills training, day programs, and emergency accommodation for those struggling with homelessness.

Official Plan Amendment, Zoning By-law Amendment and Site Plan Control applications are being submitted for the redevelopment of the lands. The intent of these applications is described below.

2.1 Official Plan Amendment

The subject property is designated “Traditional Mainstreet” on Schedule B of the City of Ottawa Official Plan. The Mainstreet designation encourages pedestrian and transit supportive, compact mixed-use development. Section 3.1 of the Official Plan provides policy direction for generally permitted uses that are characteristic and supportive of the daily life and functioning of the community, including shelter accommodations. Although not defined in the Official Plan, the Zoning By-law defines a shelter as “an establishment providing temporary accommodation to individuals who are in immediate need of emergency accommodation and food and may include ancillary health care, counselling, and social support services”. The proposed multi-use facility is defined as a shelter in the current policy framework. It is important to note that the shelter use is only one component of a larger, multi-purpose building providing a broad range of functions. For example, the temporary beds are supported by innovative services and holistic approach that go beyond the traditional definition of a shelter.

Policy 4 of Section 3.1 states that “where the Zoning By-law permits a dwelling in areas designated General Urban Area, Developing Community, Central Area, Mixed-Use Centre, and Village, the by-law will also permit shelter accommodation. Shelter accommodation shall be designed in a manner compatible with the general area. The zoning by-law may include provisions to regulate the size and location of this use”. The intent of the current Official Plan Amendment is to permit a shelter accommodation, on a site-specific basis, on the subject property.

The Official Plan Amendment (OPA) proposes to add site-specific policies to Section 3.1, as part of policy 4, as generally noted below:

a. Notwithstanding the policies of Section 3.1(4), for the lands known municipally as 333 Montreal Road and 273 Ste. Anne Street, located on the north side of Montreal Road between Ste. Anne Street and Granville Street and designated as a Traditional Mainstreet, a shelter accommodation shall be permitted.

The proposed Official Plan Amendment is included in Appendix A.

2.2 Zoning By-law Amendment

The subject property is currently zoned “Traditional Mainstreet, Subzone 3, Maximum Height 42 metres” (TM3 H(42)) and “Residential Fourth Density, Subzone E” (R4E) in the City of Ottawa Comprehensive Zoning By-law (2008-250).

The TM zone permits a broad range of uses including community centres, community health and resource centres, emergency services, hotels, instructional facilities, medical facilities, offices, personal service businesses, places of assembly and worship, residential care facilities, restaurants, retail uses, training centres, apartment dwellings, group homes, rooming houses, and retirement homes. The mix of permitted uses is intended to contribute to a complete and continuous Traditional Mainstreet environment along Montreal Road. Specifically, the TM3 zone permits dwelling units and rooming units in mixed-use buildings, as well as hotels, places of assembly and theatres.

The current zoning of the property permits a community health and resource centre and a residential care facility, but does not permit a “shelter”. The Zoning By-law defines a shelter as “an establishment providing temporary accommodation to individuals who are in immediate need of emergency accommodation and food, and may include ancillary health care, counselling, and social support services”. The proposed development is defined as a “shelter” as it offers the emergency accommodation and food, but the proposed facility will provide many other forms of longer-term housing, community, health and social services that all contribute to the importance of establishing a framework for the support and success of individuals served by the facility.

A 2008 staff report in response to an Interim Control By-law (ICBL) reviewed the location of shelters throughout the City of Ottawa as part of the comprehensive Zoning By-law review. The report identified that shelters should not be permitted on Traditional Mainstreets, providing limited rationale for this decision beyond reference to the Official Plan policy that identifies appropriate locations for shelter accommodation (see above). The proposed Zoning By-law Amendment would revise the zoning of the subject property as follows:

- / Rezone the subject property to TM3[XXXX] H(42) to add a site specific exception (XXXX) for the subject property;
- / A “shelter” as a permitted use on the subject property; and,
- / Amend a variety of performance standards in the TM3 zone to address the unusual lot configuration.

It’s important to note that Section 134 only permits a total of four (4) shelters within Ward 12. It is The Salvation Army’s intent to close the existing shelter located at 171 George Street, also located in Ward 12. Given the replacement approach, the Zoning By-law Amendment will comply with Section 134 of the Comprehensive Zoning By-law and no additional relief is required as part of this application.

The proposed zoning details are provided in Appendix B. Additional amendments related to zone provisions (drive aisle widths, parking space dimensions, etc.) may be requested subject to technical circulation comments and building design refinements.

2.3 Site Plan Control

The Salvation Army is also submitting a Site Plan Control application in the context of the current policy and regulatory framework, as amended through the concurrent Official Plan and Zoning By-law Amendment applications. The proposed Site Plan Control application, including building heights, public realm, and range of uses, also fully addresses the Montreal Road Secondary Plan and the City’s amended comprehensive Zoning By-law.

3.1 Subject Property

The subject property is a uniquely located, large, interior lot with very minimal street frontage along Montreal Road. The majority of the property is located at 333 Montreal Road with additional frontage onto Ste. Anne Avenue to the west, and Montfort Street to the north. The property is unique within the Montreal Road Corridor for its large size, interior block location, flag lot configuration, and its minimal street frontage (Figure 1).

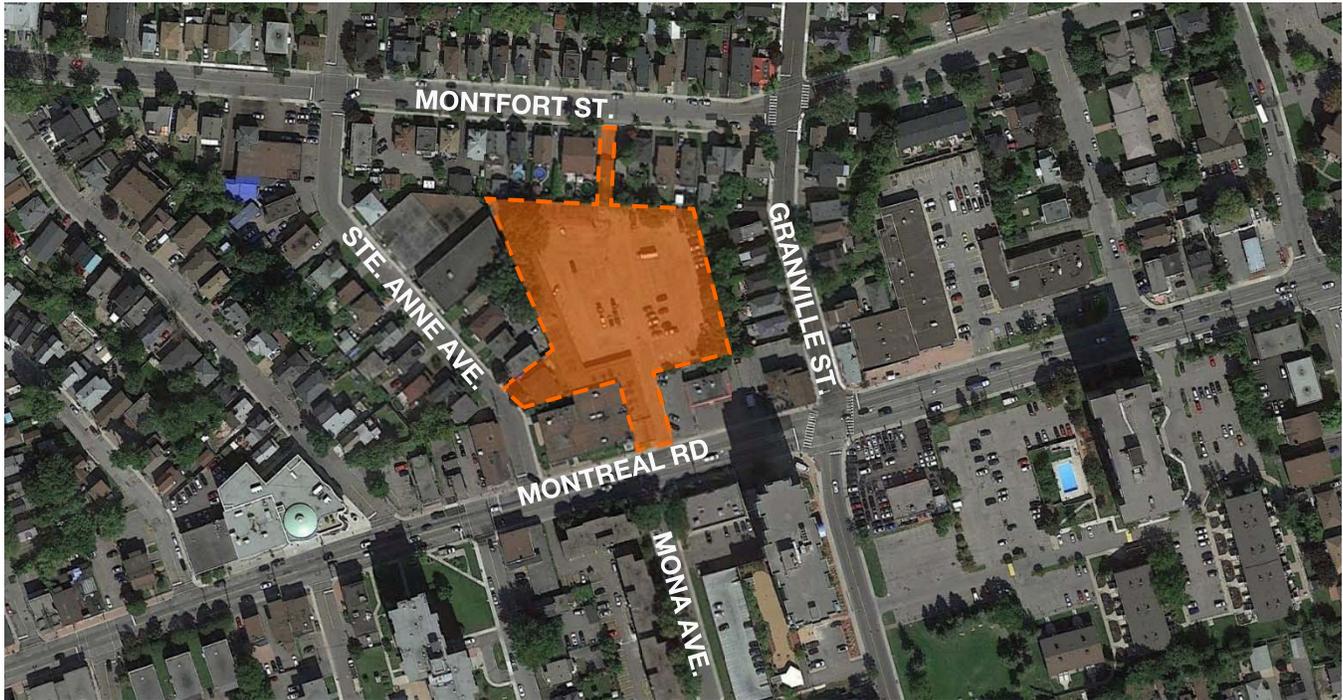


Figure 2: Site Location

The property represents a significant redevelopment opportunity along Montreal Road. The site is occupied today by a single-storey motel building (Motel Concorde) and bar that wraps the west side of the property. The balance of the lot is a surface parking area to serve the motel and other surrounding uses. An existing single-storey retail building located at the corner of Montreal Road and Ste. Anne Avenue is occupied by a Salvation Army Thrift Store that does not form part of the subject property.

The consolidated development parcel also includes the detached dwelling at 273 Ste. Anne Avenue which provides a secondary street access. This Ste. Anne Avenue site is currently occupied by a detached dwelling and is zoned Residential Fourth Density, Subzone E (R4E). The dwelling is proposed to be demolished as part of the redevelopment. Finally, a small 5 metre wide driveway access exists at the rear of the property to Montfort Street.

Together, the property has a total area of 1.8 acres, or approximately 7,726 square metres with 14.95 metres of frontage onto Montreal Road, 12.82 metres of frontage onto Ste. Anne Avenue, and 4.98 metres of frontage onto Montfort Street.

Montreal Road in the area of the subject property will be completely reconstructed by the City beginning in 2018. A functional design for the redeveloped road is currently being prepared that seeks to create a welcoming, liveable street providing safe, comfortable, and easy access for all. Adjacent to the subject property, the current functional design plan (dated March 3, 2017) shows two (2) lanes of westbound traffic with one reserved as a transit priority lane in the AM peak period, a cycle track, and sidewalk adjacent to the site. Eastbound is a single

lane of traffic with a left turn lane at Granville Street, east of the subject property. Eastbound also includes a cycle lane and a sidewalk. New pedestrian crossings and traffic signals are proposed at the intersection of Mona Avenue and Montreal Road, directly adjacent to the subject property's frontage along Montreal Road. Together, the proposed improvements will create a safer, more connected streetscape catering to all modes of transportation.

3.2 Surrounding Context

The subject property is located along Montreal Road, east of the Vanier Parkway and west of St. Laurent Boulevard, in the heart of the Vanier. Montreal Road acts as the main commercial mainstreet through the Vanier community and provides connections to Rideau Street in the west, and St. Joseph Boulevard in the east.

Surrounding land uses can be described as follows:

North: North of the subject property is a low-rise residential neighbourhood. Immediately north, along Montfort Street, are primarily detached dwellings, with demi-detached and duplex dwellings interspersed throughout. Further north is the Centre Richilieu Vanier Community Centre and the Beechwood Cemetery.

East: To the east, Montreal Road continues as the major commercial corridor for Vanier. As it approaches St. Laurent Boulevard, the character of the street changes with larger properties containing retail plazas set back from the street or high-rise residential buildings, institutional uses including a place of worship and Les Filles de la Sagesses, as well as the Notre Dame Cemetery. Beyond St. Laurent Boulevard, Montreal Road transitions to an arterial mainstreet characterized by primarily one-storey retail buildings.

South: On the south side of Montreal Road are three (3) high-rise buildings ranging from 12 to 17 storeys. West of Mona Street is a four (4) storey residential apartment building. Further south is a low-rise residential community and McArthur Avenue, a secondary mainstreet through the Vanier community.

West: West of the subject property along Montreal Road are one and two storey retail buildings with associated surface parking areas. West of the site, the street generally changes in character to a more typical Traditional Mainstreet, continuing across the Vanier Parkway.

In recent years, the Montreal Road corridor and community of Vanier has started to see increased redevelopment on some larger properties, including the motel property on the southwest corner of Montreal Road and the Vanier Parkway, and further north along the Vanier Parkway. The increased development activity coincides with the City's 2014 Montreal Road District Secondary Plan.

3.3 Road Network and Transit

The subject property fronts onto Montreal Road – an arterial road identified on Schedule E of the City of Ottawa Official Plan and a Rapid Transit, Transit Priority, and Road Project identified in Annex A of the City's 2013 Transportation Master Plan (TMP).

The four (4) lane road carries significant traffic and will soon have peak period reserved bus lanes between the Cummings Bridge in the west and St. Laurent Boulevard in the east. It connects to Rideau Street in the West and Highway 174 in the east as well as several major north-south arteries and is an important transportation corridor for the east end of the City.

Currently, OC Transpo bus stops for local routes #12 and #19 are located along Montreal Road adjacent to the development. These routes provide frequent all day service, 7 days a week. This level of service is expected to improve during the peak period given the proposed addition of a transit-only lane in the westbound direction adjacent to the site.

Annex A of the City of Ottawa's TMP identifies Montreal Road as a Rapid Transit, Transit Priority, and Road Project. As part of the affordable network concept, peak period bus lanes with increased time of day coverage in both directions are planned between the Cummings Bridge and St. Laurent Boulevard. The plan also includes transit signal priority along the corridor. The bus lanes are currently proposed in the westbound direction only in the ongoing Montreal Road functional design study occurring in conjunction with the Montreal Road Infrastructure Renewal Project.

The above confirms Montreal Road's important multi-modal function as a connecting arterial roadway from the City's east-end communities to downtown Ottawa. The Salvation Army's proposed facility would be strategically located along the City's vehicle, transit, and pedestrian network in accordance with the policy direction of the Official Plan.

The Salvation Army's vision is to create a multi-purpose, state-of-the-art facility designed to serve a broad range of community needs while acting as a catalyst for the redevelopment of Montreal Road. This innovative approach will be very different from the conventional manner in which temporary accommodation is often provided. The complex design program includes 4 different on-site housing models centred on a hub of day programs and services. These housing models include:

- / Emergency Accommodation: 140 beds for short-term stays;
- / Working Men/Life Skills/Aging Demographic: 100 beds for men with various complex issues that require a greater degree of support;
- / Stabilization and Anchorage: 50 beds for men committed and enrolled in the two-stage addictions rehabilitation program; and,
- / Specialized Medical Care Unit: 60 care beds for men with varying degrees of health-related issues that require a more supportive approach.

The day program facilities will serve the needs of residents as well as many who live in the community. This closely supervised hub provides a number of indoor and outdoor amenities, as well as:

- / A central dining facility;
- / Counselling;
- / Life Skills training;
- / Spiritual counselling and chaplaincy;
- / Housing supports and referrals; and,
- / Community and Family Services.

This community hub is also designed to serve the surrounding areas. Within the hub, volunteers and clients interact in a warm, common space that functions like a community centre. For example, Events held here would help serve as a catalyst towards the successful integration of the community at large.

4.1.1 Building Design

The proposed facility has been carefully and thoughtfully designed to ensure a secure and attractive built form, while also achieving the vision of The Salvation Army for the facility. The building has a gross floor area of 6,159 square metres (66,295 square feet) and has been arranged, in plan, as an "H". This built form has been examined and determined as the best configuration in response to the complex programming of the services provided in the building and the various site requirements for the facility. The two (2) separate wings provide the opportunity to segregate entrances and program spaces as needed to ensure the success of programs. It also allows for the internalization of the outdoor amenity areas, to mitigate impacts on the adjacent properties. The east wing has a height of three (3) storeys while the west wing has a height of six (6) storeys. The taller portion of the building has been located closer to Ste. Anne Avenue, given that the street is not exclusively residential in use, and includes institutional and commercial uses and buildings. The two (2) wings are connected by a two (2) storey communal area which provides multi-functional space in the interior, and architectural interest on the exterior.

The west wing of the facility will provide housing and program space for emergency accommodation, the specialized medical care unit, and the Working Men/Life Skills Training/Aging Demographic programs. The main entrance to the facility, located in the northwest corner of the entrance plaza, opens into the ground floors of this wing where multiple programs and services will have space; including general use rooms (computer rooms, TV rooms, like skills classrooms, multipurpose rooms and a chapel). Counselling, corrections, and outreach services will all have space on this floor to run programs and meet with clients. The basement; a bright space with significant windows and an adjacent sunken courtyard, will house the dining room, kitchen, storage space, maintenance and housekeeping rooms, as well as loading facilities and staff lounges.

The second floor of the west wing will contain the specialized medical care unit which provides medical services in partnership with Ottawa Inner City Health. This floor will contain a total of 60 beds, while floors 3 and 4 each contain 35 beds in addition to 28 life skills beds on floor 3 and 27 working men's beds on floor 4. The life skills training program equips clients with basic fundamental skills while the resident working men's programs provides interim support for men as they transition into secure employment, continue to save money, and find a permanent place to call home. Floors 5 and 6 provide an additional 35 beds as well as 28 flex beds intended to assist with housing when all other accommodation is full.



Figure 3: Proposed Development (Looking Northwest)

The east wing contains housing and program space for the Stabilization and Anchorage programs, as well as administrative space for The Salvation Army. These programs provide services to men whom addiction is a barrier to remaining housed, allowing for a more supported and successful transition towards permanent housing.

The east wing is accessed by clients through a separate entrance in the northeast corner of the entrance plaza, and by staff through separate access from the surface parking area at the back of the site. The ground floor houses the administration, as well as program space and the reception area for the Stabilization and Anchorage programs. The second floor provides 20 beds, activity rooms, and a classroom for the Stabilization program; while the third floor provides similar space for the Anchorage program (including 30 beds).

4.1.2 Site Accesses

All three of the street frontages have been utilized to segregate various access needs. The frontage along Montreal Road will act as the main entrance to the site for clients and visitors. This access has been designed as a woonerf (a shared street where pedestrians and cyclists are prioritized over cars) through the use of paving materials and significant landscaping. Limited surface parking (9 spaces) has been provided to serve the adjacent retail building (containing the thrift store).

The Ste. Anne Avenue access, located on the west side of the property, will act as the service and loading area for the new facility, and for the adjacent retail building. This property was acquired specifically to facilitate the Salvation Army's required truck movements which include the occasional large truck making deliveries. This area will include a loading dock as well as parking for Salvation Army vehicles and a garbage enclosure. Four (4) additional surface parking spaces are provided at this location to facilitate loading/unloading from the retail building. Significant landscaping has been incorporated at the north edge of the loading area, adjacent to the neighbouring dwelling, to mitigate any visual or noise impacts.



Figure 4: Site Entrance (from Montreal Road)

Finally, the Montfort Street access, which is the narrowest of the frontages, provides a driveway access to the rear surface parking area. The rear parking area provides 27 surface parking spaces and will be used exclusively by staff and for The Salvation Army's outreach minivans. A secure gate will limit access to the lot at all times.

4.1.3 Outdoor Amenity Spaces

As noted, the site layout has been designed so as to allow for the outdoor amenity areas to be internalized within the site. Located on the south side of the building is a courtyard space that will provide secure and separated outdoor space for clients and residents. This space also provides an outdoor extension of the chapel and multi-functional rooms in the centre link of the building. The courtyard is grade-separated to be equal with the ground floor of the building, so as to limit interaction between those within the courtyard and those outside of it. For community events, the entrance plaza, woonerf, and courtyard are easily transformed into an outdoor meeting place with easy connections into the ground floor of the facility.

A second outdoor courtyard is located on the north side of the central link, and is sunken to align with the basement level, allowing the dining room and day program space to extend into this courtyard. The grade separation of this courtyard once again provides additional security and limits interactions between those inside and those outside of the courtyard. This landscaped space will be an important outdoor amenity area for clients and residents of the facility.

For the Stabilization and Anchorage floors within the east wing of the building, private outdoor terraces and balconies are provided at the second and third floor. The separation of this outdoor space from the other clients and residents is critical to ensuring that the participants in these programs succeed. These private areas provide outdoor space adjacent to their suites.



Figure 5: North Courtyard

A community garden in the southeast corner of the property will provide additional activity space for residents and clients to the centre. Access to the landscaped buffer areas on the east and west sides, as well as to the surface parking area at the north end of the site will be restricted through the use of secure gates. These areas are also proposed to be heavily landscaped to provide a buffer between the new facility and the existing uses.

The outdoor spaces have been designed to mitigate any inconvenience to the abutting residential dwellings including grade separation and landscaping to reduce noise and light impacts. The spaces have also been designed in keep with Crime Prevention through Environmental Design (CPTED) principles to be safe and manageable.

POLICY AND REGULATORY ENVIRONMENT

5.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning. Decisions affecting planning matters “shall be consistent with” Provincial Policy Statements. The PPS promotes intensification of built-up areas to efficiently use land where existing infrastructure and public service facilities are readily available to avoid unjustified and uneconomical expansion of settlement areas.

Policy 1.1.1(a) promotes the efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long-term. Policy 1.1.1(b) states that an appropriate range and mix of residential, employment, institutional, and other uses should be accommodated to meet long-term needs.

The PPS defines “public service facilities” as “lands, buildings, and structures for the provision of program and services provided or subsidized by a government or other body, such as social assistance, recreation, policy and fire protection, health and educational programs, and cultural services”. Policy 1.6.5 states that public service facilities should be located to promote facilitate access to transit and active transportation.

The proposed development of a new shelter facility to address homelessness in the City of Ottawa is a critical public service facility within the City. It also provides important housing options for some of the most vulnerable members of the community. The subject property is located along a Traditional Mainstreet and transit priority corridor within the City of Ottawa, providing transit and active transportation options for clients and residents. The proposed development is consistent with the PPS.

5.2 Official Plan

The City of Ottawa Official Plan is composed of eight sections, each addressing a different aspect of the planned function of the City as a whole. Section 2 of the Official Plan provides Strategic Directions for growth and development within the City.

The City plans to meet the challenges of growth over the next 20 years by managing it in ways that support liveable communities and healthy environments. More specifically, the Plan pursues strategic directions in four key areas: Managing Growth, Providing Infrastructure, Maintaining Environmental Integrity, and Creating Livable Communities. In creating liveable communities, the City will:

- / Provide opportunities to increase the supply of affordable housing throughout the urban and rural areas;
- / Manage growth in ways that create complete communities with a good balance of facilities and services that meet people’s everyday needs, including schools, community facilities, parks, a variety of housing, and places to work and shop; and,
- / Attention to design will help create attractive communities where buildings, open space, and transportation work well together.

This proposed development contributes to the continued creation of a liveable community in the City of Ottawa by providing affordable housing to those most in need, and by working with the City of Ottawa and others in support of the Housing First model by helping to find people appropriate housing as quickly as possible and ensuring that the appropriate supports are put in place for continued success. The range of housing available at the facility will offer options prior to helping clients find permanent housing.

Another important strategic direction of the Plan is the management of growth, anticipating that 90% of growth will occur within the urban area, and recognizing that intensification is generally the most cost-effective form of development to accommodate this growth. The Plan defines residential intensification as the development of a property, building or area that results in a net increase in residential units or accommodation and includes:

- a) Redevelopment (the creation of new units, uses or lots on previously developed land in existing communities);

- b) The development of vacant or underutilized lots within previously developed areas, being defined as adjacent areas that were developed four or more years prior to new intensification;
- c) Infill development;
- d) The conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and
- e) The conversion or expansion of existing residential buildings to create new residential units or accommodation, including secondary dwelling units and rooming houses.

Policy 4 of Section 2.2.2 identifies target areas for intensification including the Central Area, Mixed-Use Centres, Arterial and Traditional Mainstreets, and Town Centres. These areas are located on the Rapid Transit and Priority Network as defined on Schedule D.

The proposed development will intensify an underutilized property within the urban area and in a target area identified for intensification. Although not the standard form of residential intensification, the proposed facility provides an important range of housing options and associated supports and helps achieve the goal of intensification within the urban area. The development is considered a more intensive use of the property than the existing small hotel and large surface parking area.

5.2.1 Building Liveable Communities

Section 2.5 of the Official Plan states that Ottawa's communities be built on the basics of good housing, employment, ample greenspace, and a sense of history and culture, but also focusing on community design and by engaging in collaborative community building – especially in and around Mixed-Use Centres and Mainstreets where there is the greatest potential for growth.

Section 2.5.1 provides guidance as to how to achieve compatibility between form and function when introducing new development into existing areas. Compatible development means "...development that, although it is not necessarily the same as or similar to existing buildings in the vicinity, nonetheless enhances an established community and coexists with existing development without causing undue adverse impact on surrounding properties. It "fits well" within its physical context and "works well" among those functions that surround it".

Section 2.5.1 provides design objectives and associated principles to guide development to achieve a good fit within the existing context. New development is evaluated at five scales: City-wide, neighbourhood, street, site, and building. The following objectives are considered the most applicable to the proposed development:

To enhance the sense of community by creating and maintaining places with their own distinct identity. The proposed development is an important community hub, responding to a broad range of needs. The design has been prepared with a vision to creating a dignified and distinctive place within the larger community. The design demonstrates a thorough and sensitive understanding of the context and setting, and has been designed to internalize outdoor spaces and site functions to minimize impacts on the surrounding community. The state-of-the-art facility will allow The Salvation Army to adapt their programs and services to address the needs of the community and its clients over the long-term.

To define quality public and private spaces through development.

The proposed development has been developed around eight (8) design principles that focus on, among other things, creating spaces that facilitate community interaction, controlling access, providing secure and private outdoor spaces for clients, and preserving the privacy of surrounding residents. The unusual shape of the subject property, and in particular the limited frontage along Montreal Road, limits the opportunities to impact the streetscape, but the proposed development will welcome people into the site via a woonerf shared street that is heavily landscaped. The outdoor terraces are designed to be secure, private, and internal to the site to avoid noise and privacy impacts on the surrounding residential development.

To create places that are safe, accessible, and easy to get to and move through.

Careful attention has been paid throughout the design process to ensure a safe and well-designed development. Security Through Safe Design Inc. has consulted on the project throughout the design process to ensure that the facility is both safe and that accessibility is appropriately managed. Given the nature of the facility and the programs and services offered, careful attention has been paid to the segregation of accesses and outdoor spaces while still ensuring opportunities for community interaction adjacent to the street. All aspects of the site (parking, yards, loading areas, amenity spaces) have been designed according to CPTED principles.

To ensure that new development respects the character of existing areas.

The subject property is an unusual flag-shaped property along Montreal Road, with a narrow frontage and a deep lot located internal to the block. The proposed development uses an appropriate built form with generous setbacks to ensure respect for the character of the adjacent residential neighbourhoods, as well as the evolving character along Montreal Road.

To consider adaptability and diversity by creating places that can adapt and evolve easily over time and that are characterized by variety and choice.

The proposed development intensifies the existing property with a much more compact and urban built form. The multi-program facility has been designed to allow for the services and spaces to adapt over time, addressing the changing needs and strategies for addressing homelessness in the City of Ottawa. The proposed development will contribute to the accommodation of the needs of a range of people of different incomes and lifestyles who are at various stages of the life cycle.

5.2.2 Affordable Housing

Affordable and appropriate housing for all residents is the fundamental building block of a healthy, liveable community. It is also the stepping-stone to individual success at school, in the workplace and in the community. Similarly, the need to accommodate social diversity is a cornerstone of a liveable community.

The policies of Section 2.5.2 of the Official Plan contribute to improving the supply of affordable housing in concert with other City initiatives to support the construction of affordable units. Diversity in the housing supply is achieved through a mix of multiple and single-detached housing, provision of ownership and rental housing, housing affordable to low- and moderate-income groups, and housing appropriate to households with special needs. Policies in the Official Plan ensure that all forms of housing are permitted wherever residential uses are generally permitted, subject to regulations contained in the zoning by-law. These land uses are outlined in Section 3.1 and they include: secondary dwelling units, rooming houses, group homes, shelter accommodation, retirement homes and garden suites.

Affordable housing is defined in the Official Plan as housing, either ownership or rental, for which a low or moderate income household pays no more than 30 per cent of its gross annual income. Income levels and target rents and prices will be determined by the City on an annual basis.

The policies of Section 2.5.2 recognize the importance of affordable housing options in the City of Ottawa and recognize the role that shelter accommodations play in achieving diversity in the housing market. The proposed development will replace an aging shelter facility with a state-of-the-art new facility designed to respond to the needs of today, with the ability to continue to adapt in the future. As the Province and City continue efforts to end chronic homelessness, the proposed facility will be able to adapt and offer a variety of support services and programs that are focused on finding housing and supporting people so that they are able to stay housed.

5.2.3 Land Use Designation

The Subject Property is designated “Traditional Mainstreet” on Schedule B of the City of Ottawa Official Plan. The Traditional Mainstreet designation is characterized as compact, mixed-use, pedestrian-oriented streets that provide for access by foot, cycle, transit and automobile. The boundary of the Traditional Mainstreet designation is flexible depending on site circumstance and lot configuration but generally applies to those properties fronting on the designated road. On properties where development has the potential to develop both adjacent to the street and to the rear of the property, the Mainstreet designation will apply to the entire lot and development situated on the rear portions will not be considered to be non-conforming by virtue of not being located adjacent to the street (Policy 3.6.3.2).

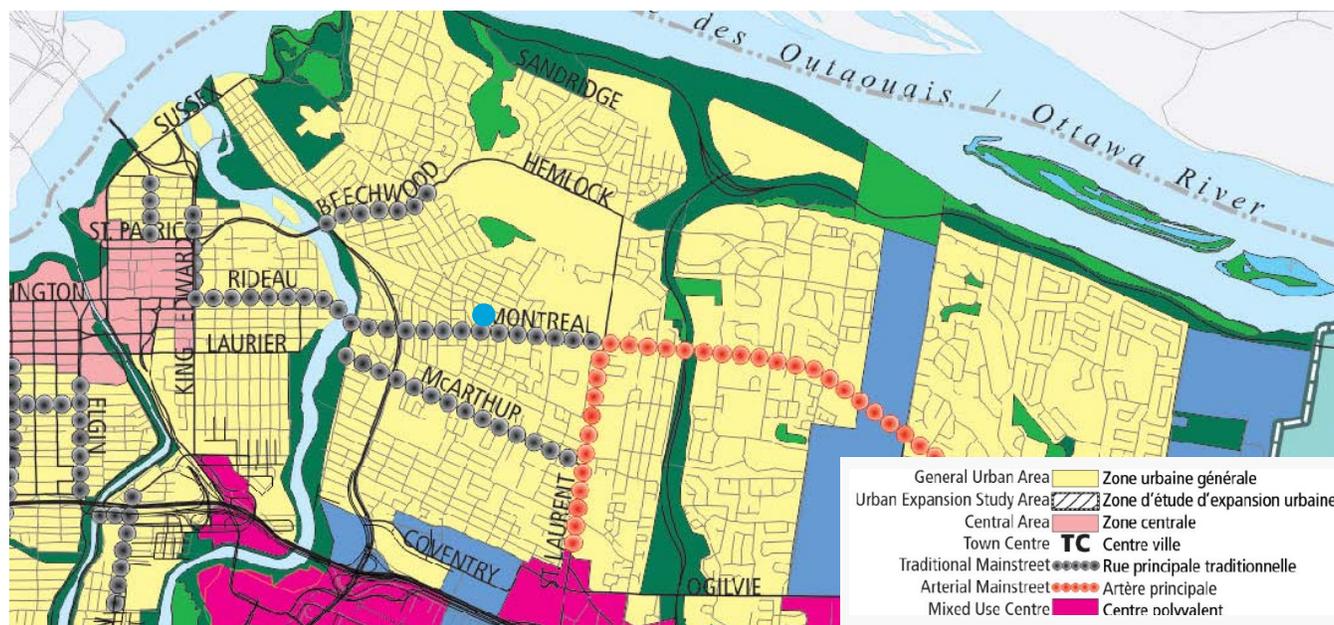


Figure 6: Schedule B from the City of Ottawa Official Plan

Section 3.6.3 states that all Mainstreets are intended to function as mixed-use corridors with the ability to provide a complete range of goods and services for neighbouring communities and beyond. A wide range of uses are permitted within the Mainstreets designation including retail and service commercial uses, offices, residential and institutional uses. A mix of uses is encouraged, either within the same building or side by side in individual buildings.

Policy 7 states that along Traditional Mainstreets, surface parking will not be permitted between the building and the street. This is intended to avoid interruption of building continuity along the street frontage, and minimize impacts on pedestrians. The policy recognizes that in some cases however, parking adjacent to the street frontage is unavoidable and that appropriate measures, such as coordinated tree planting and landscaping, pedestrian amenities, and the dimension, location and number of vehicle accesses should be used to minimize the interruptions to the streetscape.

Redevelopment and infill are encouraged on Traditional Mainstreets to optimize the use of land through intensification in a building format that encloses and defines the street edge and provides direct pedestrian access to the sidewalk. Building heights up to 6 storeys are permitted on Traditional Mainstreets with a minimum building height requirement of 2 storeys. Greater building heights may be considered in accordance with policies of Section 4.11.

The proposed shelter use is defined as a generally permitted use in Section 3.1 of the Official Plan. These uses are considered to be characteristic and supportive of the daily life and functioning of the community. Policy 4 specifically refers to Shelter Accommodation and states: “Where the zoning by-law permits a dwelling in areas designated General Urban Area, Developing Community, Central Area, Mixed-Use Centre, and Village, the by-law will also permit shelter accommodation. Shelter accommodation shall be designed in a manner compatible with the general area. The zoning by-law may include provisions to regulate the size and location of this use.”

Given the policies of Section 3.1, the proposed shelter use is not generally permitted in the Traditional Mainstreet designation, despite the transit-oriented, mixed-use nature of these streets. In comparing Traditional Mainstreets to designations where shelters are permitted (General Urban Area, Central Area, Mixed Use Centre) the characteristics of the designations is very similar. This is demonstrated in Table 1 below.

Table 1: Land Use Designation Comparison

Characteristic	General Urban Area	Mixed-Use Centre	Central Area	Traditional Mainstreet
Residential Uses	•	•	•	•
Retail Uses	•	•	•	•
Institutional Uses	•	•	•	•
Compact Form of Development		•	•	•
Mixed-Use	•	•	•	•
Pedestrian-Oriented/Accessible by Foot		•	•	•
Accessible by Transit		•	•	•
Accessible by Bicycle		•	•	•

The above analysis demonstrates the appropriateness of a Traditional Mainstreet for a shelter use, based solely on a comparison of some of the major defining characteristics for each of the designations. Traditional Mainstreets are also appropriate locations for shelters given the increased activity and visibility which results in improved security, their accessibility by pedestrians, and their proximity to transit and other associated services. These streets are to be the core of our communities and their tight-knit, compact urban form makes them well-suited for shelter uses.

It is also worth noting that, although the subject property is designated Traditional Mainstreet, it only has 14.95 metres of frontage on the Mainstreet. The site is largely internal to the block, and could easily be considered part of the General Urban Area designation in which no Official Plan Amendment would be required to permit a shelter accommodation.

The proposed Official Plan Amendment seeks to add a special exception policy to Section 3.1, Policy 4 that would permit a shelter accommodation on the subject property. It is Fotenn’s opinion that the proposed amendment is appropriate given the nature and character of Traditional Mainstreets. The proposed Official Plan Amendment is provided in Appendix A.

5.2.4 Compatibility

To determine compatibility for scale and use, a careful design response that appropriately addresses impact generated by infill or intensification is required. Policy 2 of Section 4.11 establishes criteria to evaluate the compatibility of development applications. The proposed development addresses the compatibility criteria as follows:

Criteria	Response
Traffic	<p>The subject property is located on a Traditional Mainstreet, which is also an Arterial Roadway in the City, providing excellent transit and vehicular connectivity to surrounding areas. Given the nature of the proposed uses, significant vehicle traffic will not be generated as a result of the facility.</p> <p>Parsons prepared a Transportation Overview report in support of the development applications. Minimal to no traffic is expected from the residents of the development, and employee traffic volumes are expected to be less than 30 vehicles per hour in the peak hours. Nevertheless, Parsons investigated various aspects of the traffic impact including the performance of existing signalized intersections in the vicinity, vehicle access to public roads, truck movements, and parking. The Overview found the impact of the proposed development to be minimal and recommended the project from a transportation perspective.</p>
Vehicular Access	<p>Three (3) unsignalized driveway connections are proposed to serve the subject property – one to Montfort Street, one to Montreal Road, and one to Ste. Anne Avenue. The accesses onto Ste. Anne Avenue and Montreal Road are both oriented towards other retail/mixed-use development and will not have significant impacts. The access onto Montfort Street is onto a local street, however traffic will be limited given the number of parking spaces it serves the limited number of users hence the impacts are not anticipated to be significant.</p>
Parking Requirements	<p>The proposed development provides a total of 40 parking spaces. A total of 13 spaces, accessible from Montreal Road and Ste. Anne Avenue are intended primarily for visitors to the facility and/or to the neighbouring retail building. The remaining 27 parking spaces are located at the north end of the site accessed via Montfort Street, and are reserved for staff of the facility. Some service vehicles (minivans used for outreach) will also be store in the rear parking area. Additional parking is provided for Salvation Army vehicles both indoors and outdoors for a total of 3 vehicles. Based on the gross floor area of the building, a total of 81 parking spaces are required by the Zoning By-law. The proposed amendment will seek to reduce this number, given the location of the subject property and the known characteristics of the site users.</p>
Outdoor Amenity Areas	<p>The proposed development has been designed to create privacy for the outdoor amenity areas by internalizing many of the site functions and outdoor spaces away from the shared property lines, providing a secure fence on the perimeter of the property, and ensuring an adequate landscaped buffer. This buffer space will be secured to limit access and to ensure the privacy of outdoor amenity areas is maintained. Building heights have been strategically distributed on the site to manage overlook and to contribute to a comfortable transition to the rear yards of abutting dwellings. The proposed buildings do not include internal balconies associated with the sleeping areas.</p>

Loading and Service Areas and Outdoor Storage	As noted, the loading and service area is concentrated on the west side of the property and accessed from Ste. Anne Avenue. Locating the service access on Ste. Anne Avenue as opposed to along Montreal Road provides increased safety and security for pedestrians, cyclists, and vehicles using the mainstreet corridor. The loading and service area has been screened with a significant landscaped area and fence at the north edge to mitigate any impacts on the adjacent residence. Most loading and servicing will occur interior to the building, further mitigating the potential impacts. The loading areas have been located closest to Montreal Road to limit vehicle/truck movements onto Ste. Anne Avenue.
Lighting	Lighting will be designed and installed to provide a safe and secure environment while meeting the City's requirements and ensuring no significant impacts on adjacent properties. This lighting plan will be confirmed through the Site Plan Approval.
Noise and Air Quality	The proposed development is not anticipated to result in significant noise impacts on adjacent property owners. The careful design of the site to internalize and grade separate outdoor spaces will mitigate much of the noise impacts. On the south side of the building, noise from the Montreal Road corridor will buffer any noise created by the development.
Sunlight	The proposed development will cast shadows to the west at certain times of day which will impact on some residential properties along Ste. Anne Avenue. The shadows do not constitute adverse impacts and are reasonable. The height of the buildings comply with the applicable zoning.
Microclimate	Gradient Wind Engineering has prepared a Computer-Based Pedestrian Level Wind Study submitted as part of the development applications. This study found the wind impacts on all areas within and surrounding the subject property to be acceptable for the intended pedestrian uses on a seasonal basis.
Supporting Neighbourhood Services	The proposed development will contribute to neighbourhood services within the community. The multi-program facility will offer community space and programs accessible to all, while also facilitating community interaction through public spaces. The proposed development is of a scale appropriate to the needs and character of the community.

5.2.5 Right-of-Way Protection

Annex 1 in the City of Ottawa Official Plan classifies various road types that require a Right-of-Way (ROW) protection distance for the purposes of a) constructing a right-of-way width for a new road; b) a minor widening of an existing road right-of-way; or c) a major widening of an existing road right-of-way. Generally the road widening is taken from the centerline of the road and is taken equally from both sides of a road.

Annex 1 require a minimum ROW width of 23 metres for Montreal Road between North River Road and St. Laurent Boulevard. Currently, the ROW measures approximately 20 metres, and therefore an additional widening of 1.73 metres has been protected along the frontage of the property and is shown on the submitted Site Plan. No widening is required along either Ste. Anne Avenue or Montfort Street.

5.3 Official Plan Amendment No. 150

In 2013, the City of Ottawa reviewed its Official Plan resulting in numerous policy changes. Ottawa Council adopted Official Plan Amendment (OPA) 150 in December 2013, receiving Ministry of Municipal Affairs and Housing approval April 24, 2014. As OPA 150 is currently under appeal, the current policies of the City of Ottawa

Official Plan 2003, consolidated May 2013, remain in full force and effect and have been used to review and evaluate the proposed development.

Although OPA 150 is not in full force and effect, the new policies relevant to the proposed development have been considered as the intended direction of City Council and are described below.

There are no significant policy changes that will impact the proposed development. Policies relating to building liveable communities and affordable housing in Section 2 have not been significantly amended. The Shelter Accommodation policy in Section 3.1 has also remained unchanged.

The Traditional Mainstreet policies of Section 3.6.3 are also similar, although language around the maximum building heights has been strengthened. A 6 storey built form is still expected to be the predominant built form along Traditional Mainstreets, unless a Secondary Plan specifies otherwise.

The proposed development has a maximum building height of 6 storeys, consistent with the Traditional Mainstreet designation and the Montreal Road Secondary Plan (discussed in Section 5.4 of this report below).

Revisions to Section 4.11, renamed Urban Design and Compatible Development, contain more prescriptive policies related to building and site design. Policy 5 requires proponents to demonstrate how the design of the development fits with the existing desirable character and planned function. The revised Policy 6 contains new design requirements for principal entrances, windows, and other architectural elements. Policy 8 requires that loading facilities, service areas, mechanical equipment, vents, and metering devices should be visually screened from the public street, pedestrian and cycle pathways or adjacent ground-oriented residences.

The revised Policy 9 of Section 4.11 states that proposals will be assessed based on Council approved design guidelines, as well as:

- / Building height, massing and scale permitted by the planned function of adjacent properties as well as the character established by the prevailing pattern of abutting development and development that is across the street;
- / Prevailing patterns of rear and side yard setbacks, building separation and landscaped open spaces and outdoor amenity areas, as established by existing zoning where that pattern is different from the existing pattern of development;
- / The need to provide a transition between areas of different development intensity and scale.

Policy 12 specifies that building height and massing transitions will be accomplished through a variety of means, including incremental changes in building height, massing, or building setbacks and step-backs.

A detailed evaluation of the proposed development with respect to the policies of Section 4.11 is included in Section 5.2 of this report. The proposed development orients the main entrance of the building towards the Mainstreet and addresses the narrow street frontage through a landscaped treatment. The impacts with respect to noise, traffic, parking, outdoor amenity areas, massing, and loading and servicing on adjacent properties have been mitigated as noted above through the internalization of many of these items, as well as the use of landscape elements. The proposed building massing provides an appropriate transition to the planned function of the mainstreet and to the existing low-rise character of the adjacent neighbourhood through the use of building setbacks and step-backs on both wings of the building.

5.4 Montreal Road District Secondary Plan

The Montreal Road District Secondary Plan was adopted by Council in January 2014. It is intended to guide development of the Montreal Road District which includes lands in proximity to Montreal Road between North

River Road in the west and St. Laurent Boulevard in the east. The District is divided into three sectors (east, central, and west) and four major intersections are identified as being important. The subject property is located within the Central district.

Section 1.1.2 provides policy direction for the District. Policy 9 requires that all developments with frontage onto Montreal Road incorporate building setbacks of at least 5 metres for sidewalks and boulevards to improve the pedestrian realm along the street.

Policy 13 states that, consistent with the Official Plan, the maximum building height for any building form fronting onto Montreal Road will be 6 storeys, unless otherwise noted. For lots with frontage on a Traditional Mainstreet, a lot depth greater than 100 metres, and a minimum lot area of at least 0.5 hectares, building heights up to a maximum of 12 storeys may be permitted provided the design:

- / Includes a maximum six storey building height along the Traditional Mainstreet;
- / Provides for adequate setbacks and built form transition to adjacent low-rise residential and institutional uses including:
 - maintaining the provisions for incremental changes in building height from the rear lot line as contained in the TM Zone;
 - maintaining the minimum interior side yard setback provisions as contained in the TM Zone;
 - providing incremental changes in building height for any interior lot line which begins at the maximum building height permitted in the abutting zone, or other similar building design techniques.
- / Addresses shadowing impacts and overlook onto residential and institutional areas by orienting high-rise buildings away from low-rise uses

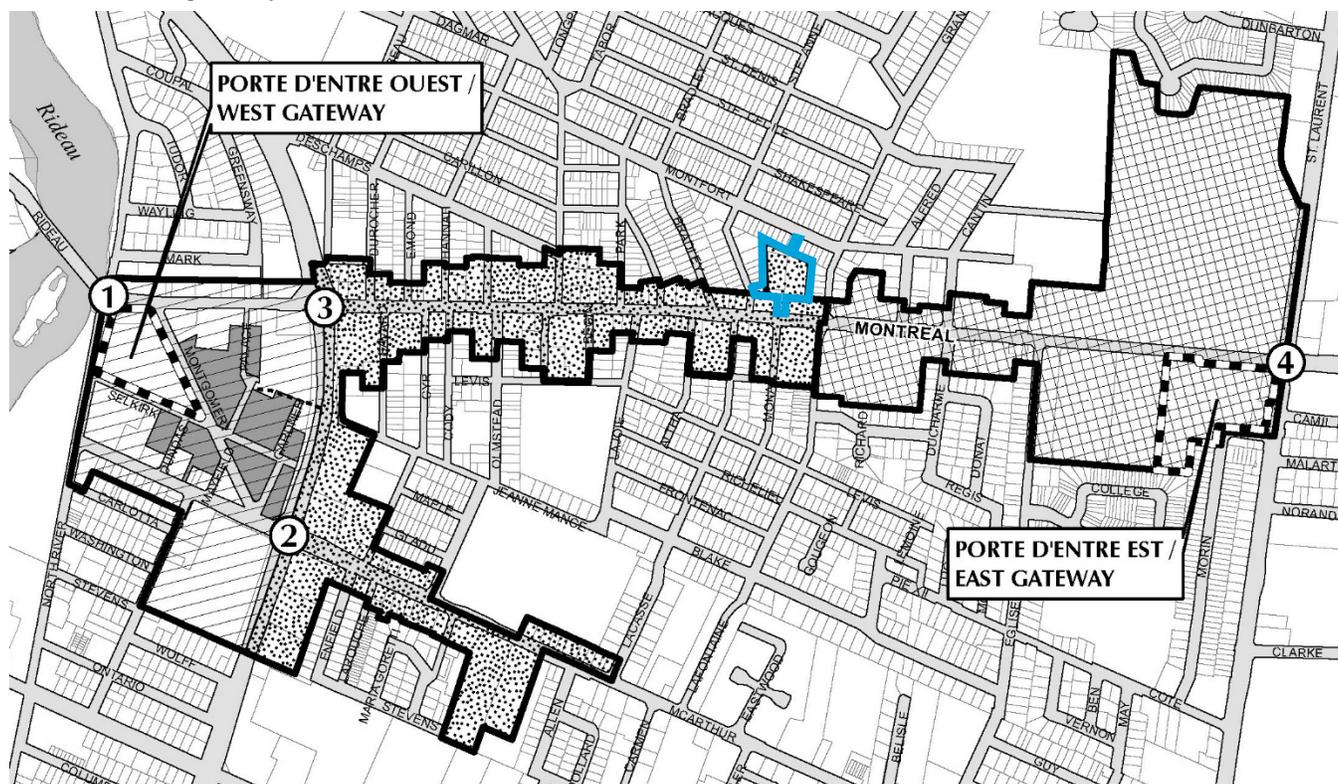


Figure 7: Schedule 1 - Montreal Road District Secondary Plan

The subject property is located in the Central Sector in the Secondary Plan. The primary role of this sector is as the historic downtown core of the former City of Vanier. The area of the Central Sector along Montreal Road has historically been referred to as the French Quarter and its role has been to act as the focal point of the cultural identity of the former City of Vanier. Development and redevelopment in this area will include building, site design, and streetscaping elements that acknowledge this history.

The proposed development incorporates the required building setback to facilitate streetscaping improvements along Montreal Road. The development also addresses the frontage along Montreal Road with a landscaped woonerf shared street that will be accessible to all and act as an entry into the site. The subject property satisfies the requirements for additional building height (up to 12 storeys) however the proposed development has limited its height to 6 storeys, consistent with the planned function along the majority of the Traditional Mainstreet.

The proposed development conforms to the relevant policies of the Montreal Road District Secondary Plan.

5.5 A Home for Everyone: Our Ten Year Plan (2014-2024)

The Province of Ontario Housing Services Act (2011) required Municipal Service Managers (MSMs), of which the City of Ottawa is one, to develop a system-based ten (10) year housing and homelessness plan to be implemented by January 1, 2014. The City of Ottawa's Plan, entitled A Home for Everyone: Our Ten Year Plan (2014-2024) was adopted by Council on September 25, 2013.

The Plan is founded on three (3) priorities and represents a commitment to the community that individuals, organizations and government bodies will work together to ensure that everyone has a safe and affordable home and that residents have access to the supports they need to remain housed, as their life circumstances change.

The three priorities of the Plan are outlined as follows:

1. Ensuring Everyone Has a Home

- / Providing a range of housing options that meets demand through construction, purchase, redevelopment and housing subsidies; and
- / Existing affordable housing is in a good state of repair and is well-managed.

2. Ensuring People Get the Support They Need

- / People receive the right types of services and supports to keep their homes and to prevent homelessness;
- / People who become homeless are safe and receive adequate temporary shelter and supports to find housing; and
- / There is no chronic homelessness.

3. Working Together

- / Our city has an integrated housing system, which is responsive to the housing and support needs of residents; and
- / Improved policy, service planning and coordination, combined with sustained, adequate funding from all levels of government to meet people's housing and support needs.

The focus of the Plan is to ensure a collaborative approach that puts an end to chronic homelessness. Chronic homelessness refers to people who are currently homeless and have been homeless for six months or more in the past year (i.e. have spent more than 180 cumulative nights in a shelter). Recent initiatives in the City of Ottawa and elsewhere have focused on the 'Housing First' model, moving people

into transitional or permanent housing options, and providing them with additional supports and services as needed. The basic principle is that people are better able to move forward with their lives if they are first housed.

The Salvation Army is a strong supporter of the City of Ottawa's Housing First model and they continue to work with the City's Housing Services group to ensure that there is an appropriate response to homelessness in the City. The proposed new facility will allow The Salvation Army to build upon this strong foundation through the continued provision of emergency accommodation, while also providing state-of-the-art housing facilities (Stabilization, Anchorage, Special Care, Life Skills, Working Men's), day programs, and services to serve the most vulnerable families and individuals in our community. Over time, as the number of chronically homeless decreases, the intent is that the facility could be repurposed to reduce the number of shelter beds and increase the space dedicated to other programs and services.

The 2016 Progress Report on Ending Homelessness in Ottawa published by the Alliance to End Homelessness, notes that for the second consecutive year, there was a rise in the number of individuals using an emergency accommodations, increasing from 6,815 individuals in 2015 to 7,170 individuals in 2016. At the same time, the average length of shelter stays was 73 nights in 2016. While the goal is to reduce emergency shelter stays to 30 days or less by 2024, there is still a significant need in the City for emergency shelter beds today.

The proposed development responds to the current trends in homelessness, while proposing a state-of-the-art facility that will allow for a comprehensive response going forward. The new facility will be able to respond to the unique needs of the homeless in Ottawa through a variety of housing options, programs, and services.

5.6 Urban Design Guidelines for Development along Traditional Mainstreets

The City of Ottawa's Guidelines for Development along Traditional Mainstreets provide urban design guidance at the planning application stage to assess, promote, and achieve appropriate development for proposed developments on Traditional Mainstreets.

The proposed development supports several of the Traditional Mainstreet guidelines. In particular it:

- / Provides a minimum 2.0 metre wide concrete sidewalk to match streetscape plans for the area (Guideline 3);
- / Uses a break in the street wall to add interest and to provide space for activity adjacent to the sidewalk (Guideline 4);
- / Creates an attractive public and semi-public outdoor amenity space (Guideline 5);
- / Ensures sufficient light and privacy for residential and institutional properties to the rear by ensuring that the development is compatible and sensitive with adjacent uses with regard to maximizing light and minimizing overlook (Guideline 9);
- / Uses clear windows and doors, to make the pedestrian level façade of walls facing the street highly transparent, and locates active pedestrian-oriented uses at-grade (Guideline 11);
- / Designs pedestrian walkways of materials such as concrete or unit pavers that are easily maintained for safety (Guideline 20);
- / Creates inviting, well-lit pedestrian walkways to link parking areas to the public sidewalk/street (Guideline 21);
- / Shares vehicular access to parking areas between adjacent properties in order to reduce the extent of interruption along the sidewalk and the streetscape (Guideline 22);
- / Locates surface parking in the rear yard with vehicular access off side streets and laneways (Guideline 23);

- / Provide less than the minimum number of required car parking spaces to encourage alternative forms of transit (Guideline 27);
- / Uses trees, shrubs and other vegetation considering their tolerance to urban conditions such as road salt or heat. Gives preference to native species of the region that are of equal suitability (Guideline 28);
- / Provides a minimum 3.0 metre wide landscape area at the edges of site adjacent to residential properties (Guideline 31);
- / Uses lighting designed so that there is no glare or light spilling onto surrounding uses (Guideline 40); and,
- / Provides lighting that is appropriate to the street character and mainstreet ground-floor use, with a focus on pedestrian areas.

The proposed development is consistent with the design direction provided in the Design Guidelines for Development along Traditional Mainstreets.

5.7 Comprehensive Zoning By-law 2008-250

The subject property is currently zoned “Traditional Mainstreet, Subzone 3, Maximum Height 42 metres (TM3 H(42))” and “Residential Fourth Density, Subzone E (R4E)” in the City of Ottawa Zoning By-law 2008-250. The purpose of the Traditional Mainstreet zone is to accommodate a broad range of uses, including retail, service commercial, office, residential, and institutional uses in a compact mixed-use pedestrian-friendly environment. Specifically permitted uses in the TM zone include community centres, community health and resource centres, emergency services, hotels, instructional facilities, medical facilities, offices, personal service businesses, places of assembly and worship, residential care facilities, restaurants, retail uses, training centres, apartment dwellings, group homes, rooming houses, and retirement homes.



Figure 8: City of Ottawa Comprehensive Zoning By-law (2008-250)

The TM3 subzone limits the permitted residential uses on the property to dwelling units and rooming units that are within a mixed-use building. The TM3 subzone also permits additional non-residential uses including an amusement centre, broadcasting studio, cinema, funeral home, hotel, museum, place of assembly, recording studio, and theatre.

The Ste. Anne Avenue and Montfort Street parcels are currently zoned R4E. The purpose of the R4 zone is to allow a wide mix of residential building forms ranging from detached to low-rise apartment dwellings up to a maximum of four (4) storeys. Permitted uses in the R4 zone include a full range of residential uses. The R4E subzone provides specific zone provisions for the permitted dwelling types.

The proposed Major Zoning By-law Amendment application seeks to rezone the entire subject property to TM3 to permit the defined “shelter” use as an additional use and to amend specific performance provisions in order to permit the development as planned. The proposed amendment would include the introduction of a site-specific zoning schedule, and a new urban exception zone to permit the proposed development. The proposed Zoning By-law Amendment details and schedule are included in Appendix B.

Part 5 of the Zoning By-law provides special “Residential Provisions” to supplement the other zoning mechanisms. Section 134 of Part 5 contains specific provisions for Shelter Accommodations, despite shelters being described throughout the Zoning By-law as a non-residential use. The applicable policies of Section 134 are as follows:

1. Where it is a permitted use in a zone, in addition to the provisions of the zone in which it is located, a shelter must be separated from any other lot containing a shelter, a distance of 500 metres from each property line of the lot on which the shelter is located.
2. Despite subsection (1), the minimum required separation distance need not extend across a highway, grade-separated arterial roadway, railway yard, Rideau or Ottawa Rivers, or Rideau Canal, or any other major barrier to pedestrian or vehicular movement, and in such cases is deemed to be fulfilled by the distance between that barrier and the affected property line or lines of the lot containing the shelter.

The closest shelter to the subject property is the St. Mary’s Home shelter at 780 de l’Église Street, approximately 800 metres from the subject property. St. Mary’s Home is a specialized social service agency that provides programs and services to young pregnant women, young moms and dad, and their infants and young children.

The nearest facilities similar to the proposed Salvation Army facility are located approximately 2.5 kilometres from the subject property in the ByWard Market area. These other shelters are located across the Rideau River from the proposed development.

5. Despite anything to the contrary, a maximum of four shelters are permitted in Ward 12 as shown on Schedule 5 (Ward Map).

The proposed facility is located within Ward 12 however, the new facility will replace the former Salvation Army shelter located at 171 George Street in the ByWard Market, thereby maintaining the permitted number of shelters at four (4) within the Ward.

An additional outcome of relocating the facility to Montreal Road is the de-concentration of shelters within the Central Area and the ByWard Market. These older facilities are all located in close proximity to each other, and lack the modern amenities and facility design to minimize impacts on the neighbourhood in which they are located. Concentrated together and in older formats, they have a larger combined impact on community character.

The table below outlines the required standard provisions of the TM3 H(42) zone and those for the proposed development. Proposed amendments to the provisions are highlighted in orange and bolded.

Zoning Mechanism	Required	Provided
Minimum Lot Area	No minimum	6,698m ²
Minimum Lot Width	No minimum	14.95m
Minimum Front Yard Setback	0m	60m
Maximum Front Yard Setback	2m	No Maximum
Minimum Side Yard Setback	Interior: 3m, for a non-residential building abutting a residential zone. 0m in all other cases. Corner: 3m, except for any part of a building above 15 metres for which an additional 2m setback must be provided	Interior: Abutting a residential zone: 3m Abutting a non-residential building: 0m Corner: Under 15m: 20m Over 15m: 21.0m
Maximum Side Yard Setback	Interior: 3m, abutting a non-residential building Corner: No maximum	Interior: Abutting a non-residential building: 7.79m
Minimum Rear Yard Setback	7.5m	10.5m
Minimum % Of Building Facade On The Mainstreet Comprised Of Windows And Entrances	50%	0%
Minimum Building Height	6.7m for a distance of 20m from the front lot line	0m
Maximum Building Height	42m	21m
Required Step back	Above 4 storeys or 15m, the building must be setback a minimum of 2 metres more than the provided setback from the front lot line and from the corner side lot line	0m step back above 15m
Angular Plane	No part of a building on a lot with a rear lot line abutting an R1, R2, R3 or R4 Zone may project above a 45 degree angular plane measured at a height of 15 metres from a point 7.5 metres from the rear lot line, projecting upwards towards the front lot line	Compliant
Minimum Width of Landscaped Area	3m, abutting a residential zone. May be reduced to one metre where a minimum 1.4 metre high opaque fence is provided	3m, with opaque fence proposed

Zoning Mechanism	Required	Provided
	No minimum, in all other cases	
Minimum Bicycle Parking Spaces	1 per 1,500m ² of gross floor area 4 spaces	8 spaces
Minimum Parking Requirement	1 per 100m ² of gross floor area 62 spaces	27 spaces
Storage	Must be completely enclosed within a building.	Garbage enclosure is located in the loading area.
Minimum Required Loading Spaces	2 spaces	1 space
Minimum Driveway Aisle Width	Less than 20 spaces: 3m 20 or more spaces: 6m	Less than 20 spaces: 4m 20 or more spaces: 5.03m

The proposed amendments to the performance standards of the TM zone are primarily the result of the unusual lot configuration and the limited frontage onto Montreal Road. Careful attention has been paid throughout the design process to the impact on the adjacent residential uses, and the impact on the streetscape. Landscaped buffers wider than are required by the By-law have been incorporated along the edges of the property and the site's outdoor areas have been internalized to the site to reduce impacts. Building height is well under the current permissions and is, in our opinion, an appropriate transition from both the existing and planned function of the surrounding properties.

5.7.1 Rideau-Vanier Ward 12 Interim Control By-law Study and Zoning By-law Amendment (2008)

An Interim Control By-law Study was undertaken by City of Ottawa staff in 2008 as required by the Planning Act following the imposition of Interim Control (IC) By-law 2006-452. The IC By-law was enacted by Council in response to increasing community concerns over the number and size of special needs housing (group homes, shelters, retirement and nursing homes) at the time within Ward 12 and the ByWard Market.

The study notes that the greatest concern to the community was the “various social services and the close concentration of these uses... Specifically, there is great concern over the rise in drug trafficking, drug abuse, and illegal acts that occur near shelters”. The study recognizes that zoning cannot regulate people's behaviours or activities. The premise of the IC By-law and study was that if shelters could be relocated, the concentration of illegal behaviours would be reduced, creating a better environment for everyone. The report notes that these behaviours result in negative impacts, worsening the health and safety of both the homeless and at-risk, as well as increased safety concerns amongst the residents, particularly in communal areas, such as streets, sidewalks, stores, parks, and schools.

The study was completed to consider a land use solution to the perceived over-concentration of social services within Ward 12 and, more particularly, the current distribution of shelters, drop-in centres, and residential care facilities within the ward. The proposed zoning strategy was adopted for the entire urban area, to “promote an improved and reasonable geographical distribution of these land uses throughout the City”.

The result of the report was a series of recommendations that had the effect of:

- / Limiting the number of shelters in Ward 12 to four;
- / Not recommending shelters on streets that are designated Mainstreets in the Official Plan;

- / Prohibiting residential care facilities and community health and resource centres in the Residentially-zoned (R5) area adjacent to Murray and St. Patrick Streets and King Edward Avenue; and create site-specific exceptions to permit the existing centres in the R5-exception area, recognizing their current legal status as permitted land uses.
- / Prohibiting residential care facilities, shelters, and community health and resource centres in all Residential Zones throughout the City;
- / Prohibiting residential care facilities and shelters in all Local Commercial Zones throughout the City;
- / Increasing the general pool of lands available city-wide to permit shelters, residential care facilities, and community health and resource centres by permitting these uses in Commercial (non-Mainstreets and non-Local Commercial zones), Mixed-Use and Institutional zones, subject to regulations. In many instances, these uses were newly permitted in former municipalities within the City; and,
- / Increasing the minimum separation area required between shelters to 500 metres.

The Staff report does not rationalize the exclusion of shelters from the Traditional Mainstreet designation other than to state that “[Shelters are] not to be permitted in the Mainstreets designation in keeping with the Official Plan”. While prohibited on Traditional Mainstreets, the recommendations state that shelters should be permitted in a variety of other commercial, mixed-use, and institutional zones.

The following table compares the permitted uses of the Mixed-Use Downtown (MD), Mixed-Use Centre, and General Mixed-Use (GM) zones, all of which permit a shelter, to those of the Traditional Mainstreet (TM) zone. The list of permitted uses is not exhaustive, but includes a range of residential and non-residential land uses that demonstrate the similarities between the zones.

Use	Mixed-Use Downtown Zone (MD)	Mixed-Use Centre Zone (MC)	General Mixed-Use Zone (GM)	Traditional Mainstreet Zone (TM)
Apartment Dwelling, Low Rise	●	●	●	●
Apartment Dwelling, Mid-High Rise	●	●	●	●
Bar	●	●		
Bed and Breakfast	●		●	●
Cinema	●	●		●
Community Centre	●	●	●	●
Community Garden	●	●	●	●
Community Health and Resource Centre	●	●	●	●
Day Care	●	●	●	●
Dwelling Unit	●	●	●	●
Emergency Service	●	●	●	●
Group Home	●	●	●	●

Use	Mixed-Use Downtown Zone (MD)	Mixed-Use Centre Zone (MC)	General Mixed-Use Zone (GM)	Traditional Mainstreet Zone (TM)
Hotel	•	•		•
Instructional Facility	•	•	•	•
Medical Facility	•	•	•	•
Office	•	•	•	•
Personal Service Business	•	•	•	•
Place of Assembly	•	•	•	•
Place of Worship	•	•	•	•
Residential Care Facility	•	•	•	•
Restaurant	•	•	•	•
Retail Food Store	•	•	•	•
Retail Store	•	•	•	•
Retirement Home	•	•	•	•
Rooming House		•	•	•
Rooming Unit	•		•	•
School	•	•		•
Shelter	•	•	•	
Stacked Dwelling	•	•	•	
Townhouse Dwelling		•	•	
Training Centre	•	•	•	•

All of the zones are intended to accommodate a broad range of uses in stand-alone or mixed-use buildings and all zones include, or are adjacent to, residential zones around the City. In the same way as the comparison of land use designations, this comparison demonstrates the appropriateness of a shelter within the mixed-use, pedestrian-oriented Traditional Mainstreet zone, particularly in this case. Traditional Mainstreets are well-served by transit, offer excellent pedestrian connectivity, are in proximity to services, and offer increased visibility.

The staff report focused on the over-concentration of shelters within Ward 12, but more specifically the over-concentration of shelters within the ByWard Market and Sandy Hill areas. The proposed facility is still located within Ward 12, however it will be separated from the existing major shelter facilities and will replace one of the existing shelters within the Market area. The result is an achievement of the desire of the zoning strategy to reduce the concentration of these services generally.

As noted above, emergency shelter accommodations are just one aspect of the program for the proposed facility. In addition to the shelter beds, there will be beds devoted to the Life Skills, Stabilization

and Anchorage programs, as well as to a special care (medical) floor, and beds for working men. Beyond the beds, there will be significant space devoted to a variety of other social service programs, day programs, dining rooms, communal space, community rooms, and more. The facility also includes office space for The Salvation Army's activities across the City and for the Housing First initiatives across the City.

The facility is truly mixed-use and incorporates a range of individual uses or similar uses that are defined in the Zoning By-law and already permitted within the Traditional Mainstreet zone. These include: community centre, community health and resource centre, instructional facility, medical facility, office, place of assembly, place of worship, residential care facility, dwelling units, and rooming house/units. The only proposed use that is not explicitly permitted is a shelter use. As stated, the shelter use is only one aspect of the many services that will be offered at the facility.

The subject property is currently being used as a motel, which is defined in the by-law as a hotel, a building that provides temporary accommodation, meals and other services. The proposed use, in many ways, is very similar to a hotel, other than the additional support services that will be offered.

It is also important to recognize that the closure of The Salvation Army's existing centre facilitates the development of a new centre that learns from the successes and failures of other facilities across North America to create a secure, welcoming, and effective facility to counter homelessness. The site design is focused on creating a secure environment, eliminating as many opportunities as possible for the less desirable activities previously associated with shelters.

It is our opinion that shelter is an appropriate additional use in the Traditional Mainstreet zone as it will help the City to achieve their objectives with regards to reducing the concentration of services within the ByWard market, will increase the separation of shelter services within the City, and provides an opportunity to design a state-of-the-art facility to serve the homeless in our City, helping the City to achieve their objectives with regards to reducing chronic homelessness.

In considering the proposed development and applicable development framework, it is Fotenn’s professional opinion that the proposed development represents good planning and is in the public interest for the following reasons:

Consistent with the Provincial Policy Statement

The proposed development contributes to the range of housing options in the settlement area and acts as an important public service facility for the community. The subject property is appropriate given its proximity to transit, pedestrian and cycling infrastructure (existing and planned) along Montreal Road.

Conforms to the City of Ottawa Official Plan and Official Plan Amendment No. 150

The proposed development supports the Official Plan’s objective to create a liveable community by providing affordable housing and support for the most vulnerable members of the community. The form of development is appropriate for the property and appropriately addresses the existing character of the adjacent areas by keeping building heights to a maximum of six (6) storeys and mitigating impacts through creative and thoughtful design. Crime Prevention through Environmental Design (CPTED) principles have been applied throughout the site to ensure that security concerns are addressed on site, minimizing impacts on the surrounding area.

In considering the site-specific policy of the OPA, it is Fotenn’s opinion that a shelter is an appropriate additional use for the Traditional Mainstreet land use designation. The shelter will benefit from the mixed-use, pedestrian-oriented nature of Traditional Mainstreets, and proximity to transit. The multi-program facility will be a community hub that will allow The Salvation Army to continue meeting the needs of the homeless in Ottawa, through a variety of housing options, support programs and services.

Meets Applicable Design Guidelines

The proposed development conforms to the intent and provisions of the Urban Design Guidelines for Development along Traditional Mainstreets. The proposed building is a good fit in terms of form and design, and contributes positively to the renewal of Montreal Road.

Complies with the Zoning By-law

To accommodate the proposed development, a Zoning By-law Amendment is requested to add shelter as a permitted use on the lands. Amendments to the performance standards of the zone are also requested, due to the unusual lot configuration and frontages. The proposed use is appropriate along a Traditional Mainstreet and the site design has been carefully planned to mitigate impacts on surrounding uses.



Miguel Tremblay, MCIP RPP
Director, Planning and Development



Paul Black, MCIP RPP
Senior Planner



Official Plan Amendment No. XXX

Modification du Plan Directeur

To the Official Plan of the City of Ottawa

Land use
Utilisation du sol

INDEX

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PART A – THE PREAMBLE

i. Purpose

The purpose of the proposed Official Plan Amendment is to add a site specific exception policy to Section 3.1, Generally Permitted Uses, Policy 4, for 333 Montreal Road and 273 Ste. Anne Avenue to permit a multi-purpose, state-of-the-art building that includes a shelter use on the lands, which are designated Traditional Mainstreet on Schedule B of the Official Plan.

Site Specific Exception Policy:

“a. Notwithstanding the policies of Section 3.1(4), for the lands known municipally as 333 Montreal Road and 273 Ste. Anne Street, located on the north side of Montreal Road between Ste. Anne Street and Granville Street, a shelter accommodation shall be permitted.”

ii. Location

The property is an internal site, located on the north side of Montreal Road, east of Ste. Anne Avenue and west of Granville Street. The property has minimal frontage on Montreal Road with additional frontages on Ste. Anne Avenue and Montfort Street. The property has a total area of 6,698 square metres.

iii. Basis

Background

The site is currently designated in the Official Plan as ‘Traditional Mainstreet’ pursuant to Schedule B of the Official Plan and located within the Montreal Road District Secondary Plan area. The lands are currently zoned to accommodate a broad range of uses, including retail, commercial, institutional, and residential, in a compact, mixed-use, and pedestrian-friendly environment. Per Policy 4 of Section 3.1, a “shelter accommodation” is not permitted within the Mainstreets designation (including along Traditional Mainstreets).

Rationale

Policy 4 of Section 3.1 permits shelter accommodations within the General Urban Area, Developing Community, Central Area, Mixed-Use Centre and Village land use designations of the Official Plan. Several of these designations share common characteristics, including a mix of uses, compact built form, pedestrian-oriented, and easily accessed by transit and bicycle. The Traditional Mainstreet designation also shares all of these characteristics. In addition, Traditional Mainstreets also feature increased activity and visibility which provides additional security, are very accessible, and provide a range of services nearby. Given the above, the permission of a shelter accommodation on the subject property is appropriate.

PART B – THE AMENDMENT

1. Introduction

All of this part of this document entitled Part B – The Amendment consisting of the following text and the attached Schedule A constitutes Amendment No. XXX to the Official Plan for the City of Ottawa.

2. Details of the Amendment

The Official Plan, Volume 1 is hereby amended as follows:

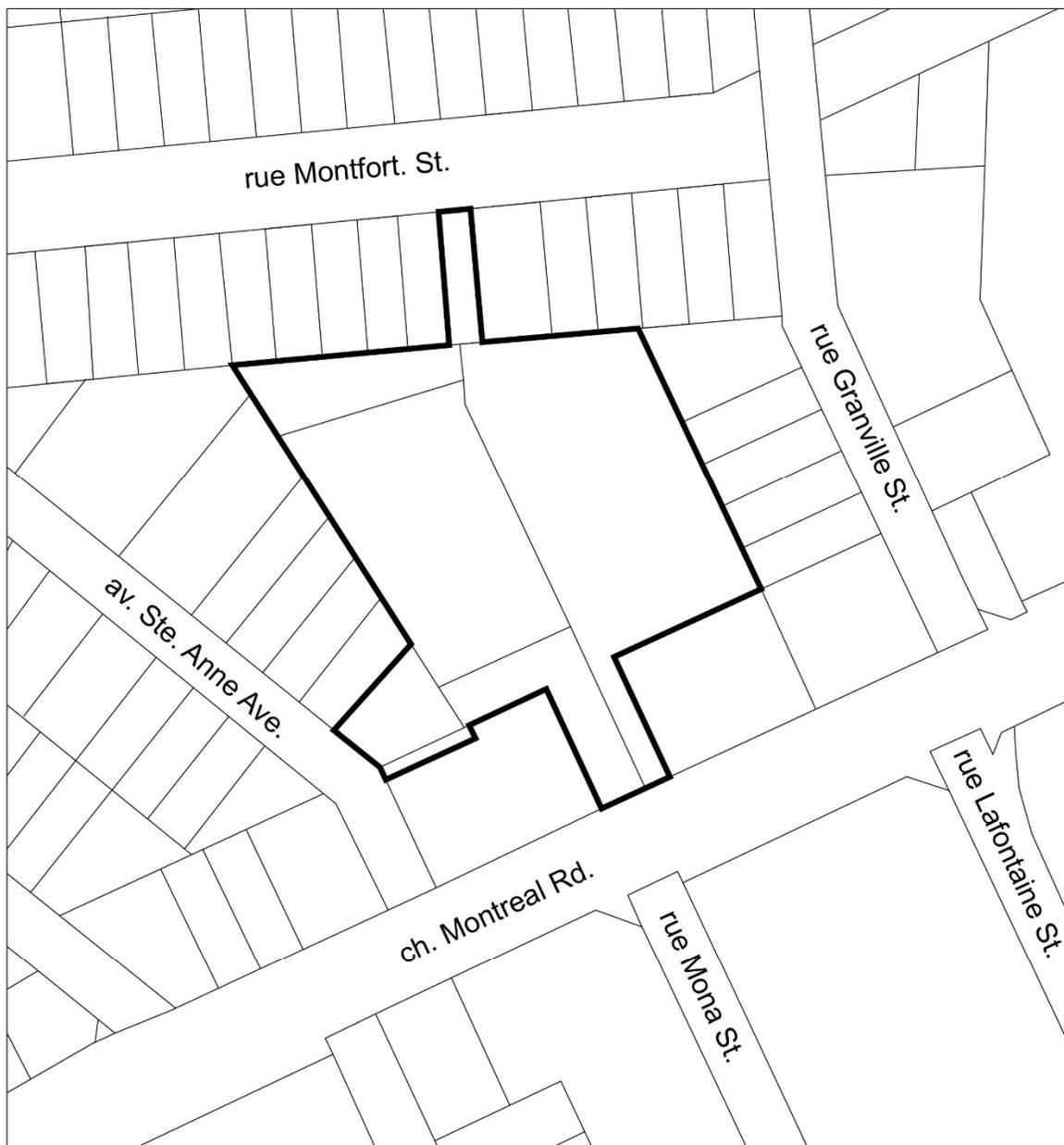
Amend Section 3.1 – Generally Permitted Uses by adding a new sub-policy as part of Policy 4 as follows:

“a. Notwithstanding the policies of Section 3.1(4), for the lands known municipally as 333 Montreal Road and 273 Ste. Anne Street, located on the north side of Montreal Road between Ste. Anne Street and Granville Street, a shelter accommodation shall be permitted.”

3. Implementation and Interpretation

Implementation and interpretation of this Amendment shall be in accordance with the policies of the Official Plan for the City of Ottawa.

SCHEDULE A



FOTENN
Planning + Design

LOCATION MAP / PLAN DE LOCALISATION
333 ch. Montreal Road & 273 av. Ste. Anne Ave.

June 6, 2017

APPENDIX B

PROPOSED ZONING BY-LAW AMENDMENT

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 333 Montreal Road and 273 Ste. Anne Avenue:

1. Rezone the lands shown in Document 1 from TM3 H(42) and R4E to TM3[XXXX].
2. Add a new exception XXXX to Table 239, Urban Exceptions, with provisions similar in effect to the following:
 - a. In Column II, add the text, “TM3[XXXX]”;
 - b. In Column III, add “Shelter” as an additional permitted use;
 - c. In Column V, add the text:
 - / The property is one lot for zoning purposes;
 - / Section 197(1)(b) and (c) do not apply;
 - / Section 197(3)(c) does not apply;
 - / Maximum Interior Side Yard Setback, abutting a Non-Residential Building: 7.79 metres;
 - / Section 197(3)(g)(i) and (ii)(2) do not apply;
 - / Minimum Parking Requirement for a Shelter is 1 space per 230 square metres of gross floor area;
 - / Notwithstanding Section 197(3)(6), a garbage enclosure is permitted outdoors;
 - / Notwithstanding Section 197(3)(8), the minimum width of a driveway providing access to a parking lot with 20 or more parking spaces is 5 metres;
 - / Notwithstanding Section 109(1), parking is permitted in the required and provided front yard and the required and provided corner side yard; and,
 - / Notwithstanding Table 113A(d), only one loading space is required.