

# 2040 Arrowsmith Drive, Ottawa

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## Planning Rationale

February 2023



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## 2.0 Executive Summary

Wigwamen Incorporated's (Wigwamen) 6-storey 50-unit affordable rental apartment building for Indigenous seniors and adults experiencing disabilities is a proposed infill intensification in the community of Gloucester in the City of Ottawa. The proposed development is situated near Gloucester Centre, an important local shopping centre and will take advantage of co-location with the Gloucester Emergency Food Cupboard (GEFC), a local food bank, as well as a future LRT station planned immediately to the south.

The infusion of residential density within the built-up area will help support the economics of local businesses and OC Transpo bus ridership in these uncertain times. By creating new housing units for Indigenous seniors and adults experiencing disabilities, the project will help support two vulnerable populations who are at particular risk in the current housing crisis. It also satisfies the demand for rental and affordable rental housing in the community and, more broadly, in a city experiencing a housing shortage.

Employing energy-efficient design principles will help the development conserve energy and water and provide residents with homes that are resilient to the effects of climate change and rising energy costs. With its location close to services, and amenities, the proposed development fosters a supportive environment for active transportation and reduces the need for vehicles in residents' daily activities. The easy access to both existing and planned transit infrastructure makes the proposal well-connected the surrounding community and the wider city from which future tenants may be drawn.

This proposal not only is consistent with and conforms to Provincial and Municipal policies, but it also actually exceeds requirements in many cases. Furthermore, the planning analysis in this report will demonstrate that the proposed development is appropriate, desirable, compatible with surrounding development, and timely. Ultimately, the proposal represents good planning, and the application for a Zoning By-Law Amendment should be supported.

### 3.0 Introduction

Wigwamen Incorporated (Wigwamen) is a non-profit housing provider established in 1972. Over the course of the past 50+ years, Wigwamen has become Ontario's largest urban Indigenous housing provider. Wigwamen's mandate is to house Indigenous (status, non-status, Métis, and Inuit) and non-Indigenous low- and moderate-income families and individuals. Wigwamen possesses extensive experience in the development of affordable rental housing, with major projects completed in both Ottawa and Toronto.

Wigwamen was the successful proponent of a Request for Proposals (RFP) process initiated by the City of Ottawa's Housing Services branch in 2021. The RFP required the development of a minimum of 50 units of affordable housing for seniors at 2040 Arrowsmith Drive. Housing Services had previously identified the Site at 2040 Arrowsmith Drive as being underutilized city-owned land suitable for the development of new housing. In early 2022, an agreement was signed with Housing Services for capital funding and eventual transfer of the Site to Wigwamen, dependent on the successful redevelopment of the site.

With the signed agreement, Wigwamen proposes to leverage what is currently an underutilized site with access to transit and near a future LRT station to develop a new 6-storey, 50-unit seniors' affordable rental apartment building with 10 fully-accessible units. On the ground floor, the GEFC will have a new home and base of operations from which to serve the community, as well as future residents of the proposed development.

Situated in an evolving neighbourhood east of Gloucester Centre, near the Queensway (Highway 174), the Site is well-situated with nearby services amenities and transit connections to the rest of the city. The proposed development represents an opportunity to deliver much-needed urban infill intensification, which contributes toward meeting the demand for affordable rental housing for seniors, Indigenous persons, and adults experiencing disabilities and contributes to both Provincial and Municipal policy goals.

This report will describe the Site and its surrounding context for the reader's benefit in Sections 3.0 through 5.0 before analyzing the need for affordable housing and market conditions in Ottawa in Section 6.0. Proposed site programming and circulation patterns, land use changes, built form typology and unit mix are described in Section 7.0. The submission will justify the proposal using Provincial and Municipal policy and regulatory frameworks and good planning principles in Sections 8.0 through 9.0. Section 10.0 will address how the proposal will engage the public. A recommendation for the proposal, representing a professional planning opinion, will conclude the submission in Section 11.0.

## 4.0 Site Description

### Legal Description

PART OF BLOCK D  
REGISTERED PLAN 848  
CITY OF OTTAWA

### Municipal Address

2040 Arrowsmith Drive, City of Ottawa

### Legal Owner

The site is currently owned by the City of Ottawa and is planned to be conveyed to the proponent, Wigwamen Incorporated.

### Existing Site Conditions

#### Existing Site Statistics

- Site area: 6,020.1 m<sup>2</sup>
- Existing Building Area: +/- 228.8 m<sup>2</sup>

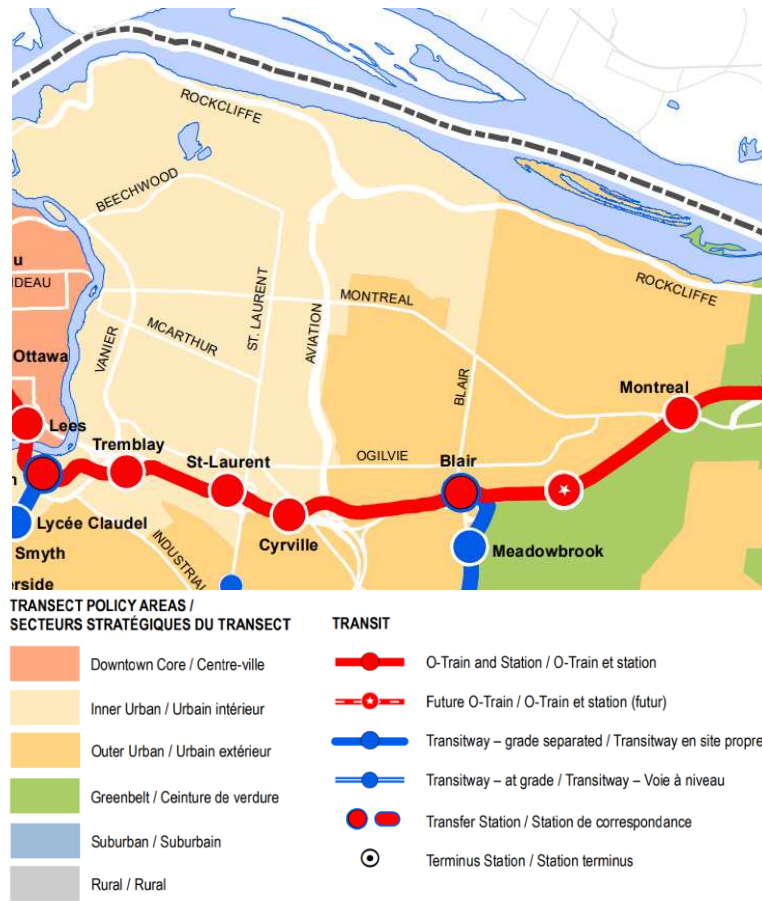
#### Current Uses

The northern portion of the Site is currently occupied by a 228.8 square metre building which serves as the offices for the Gloucester Emergency Food Cupboard (GEFC), a community food bank. The southern portion of the site is currently vacant and undeveloped and contains a gravel turning circle.

#### Current Land Use Designation

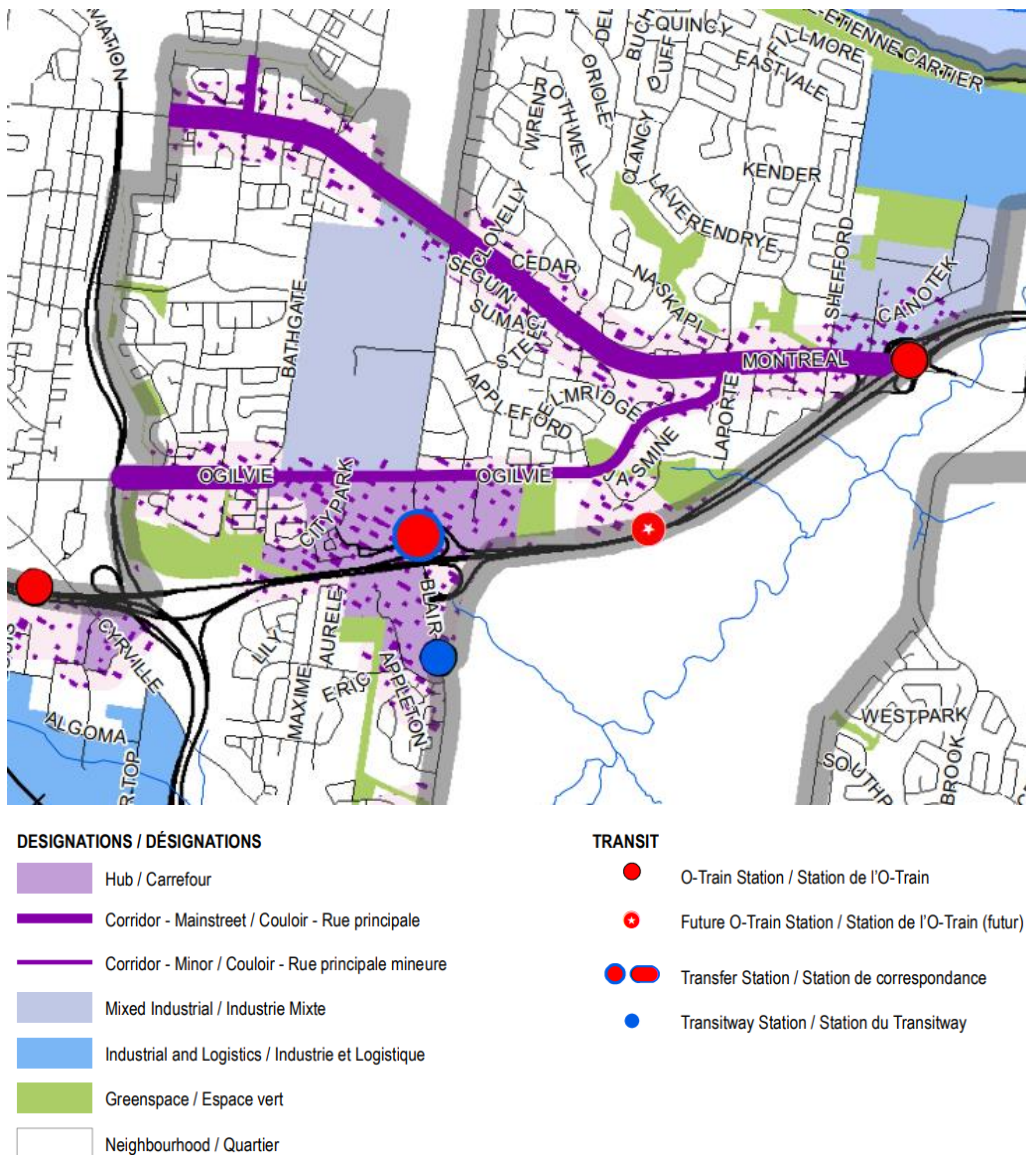
The Site is identified as part of the Outer Urban Area in Schedule A of the Official Plan and is designated as Neighbourhood within Schedule B3 of the Official Plan.

Figure 1. Excerpt from City of Ottawa Official Plan Schedule A



Source: The City of Ottawa; 2022

Figure 2. Excerpt from City of Ottawa Official Plan Schedule B3



Source: The City of Ottawa; 2022

The Neighbourhood designation permits a mix of building forms and densities, although the Official Plan specifies that building heights in these areas should be Low-rise except where zoning or secondary plans state otherwise, or in areas already characterized by taller building forms. Furthermore, Neighbourhoods will allow a range of built form to support provision of 'missing-middle' housing and provision of services which encourage creation of '15-minute neighbourhoods.'



## Current Zoning Classification

As Figure 3 shows, the site is currently zoned Institutional I1E which permits the existing Gloucester Emergency Food Cupboard use, as a 'community centre' use as defined under City of Ottawa Zoning By-Law 2008-250.

Figure 3. Excerpt from GeoOttawa Interactive Zoning Mapping



Source: The City of Ottawa; 2023, Esri; 2023

## Topography

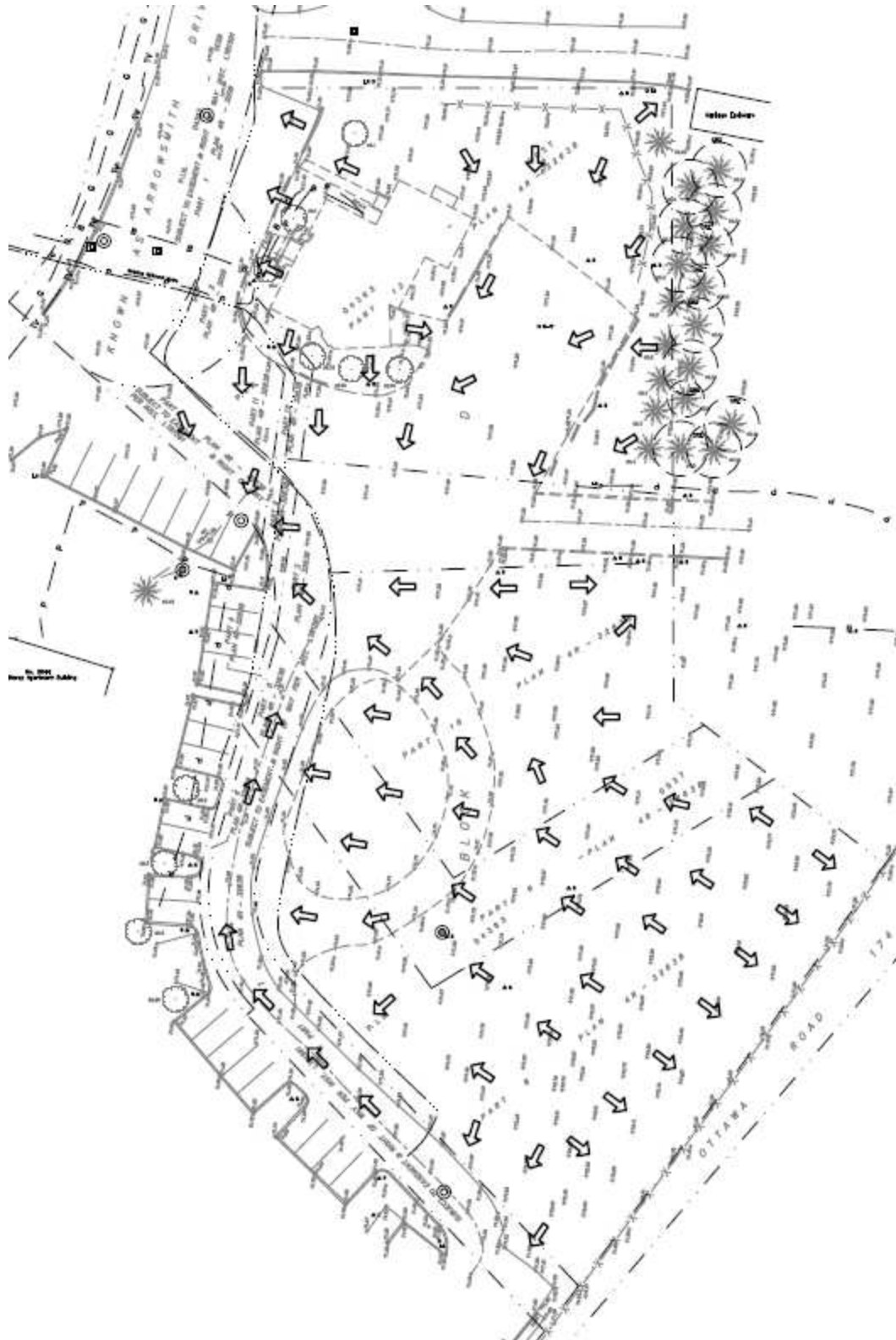
As Figure 4 shows, the Site is generally flat, except for two elevated berms. One berm at the north and northeastern edge of the site forms the boundary with the existing neighbouring condominium towers at 2000 101 Jasmine Crescent. The second berm is located along the south and southeastern edges of the site, acting as a barrier to the right-of-way for Highway 174 (The Queensway). The lowest elevation (70.95 metres ASL) is found near the Site's western boundary. Current site drainage is designed to flow towards a swale within the Highway 174 right-of-way at the southeast end of the site, and ultimately towards existing stormwater catch basins underneath Arrowsmith Drive and the private driveway which demarcates the southwestern edge of the site.

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Figure 4. Existing Site Drainage



Source: D.B. Gray Engineering Inc.; 2022

## Natural Features

The Site and surrounding areas have been completely altered by human activities, including re-grading, and the development of housing, surface parking and both public and private roadways. The proposal will require the redevelopment of the northern portion of the site through the construction of a 6-storey apartment building. This will decrease the permeable area of the site and necessitate the removal of landscaped areas, an existing community garden, and the mature trees located around the existing GEFC building as well as some adjacent to the northeastern property line. Likewise, the southern portion of the site, which is vacant but is primarily permeable surfaces (gravel, grass sod) will be partly paved to facilitate creation of a new surface parking lot. The existing community garden at the north end of the site will be relocated to retained landscaped areas on the southern portion of the site. New tree plantings proposed for the site and shown in the Landscape Plan will replace the trees lost to construction. The effects of development will be minimized through good stormwater management practices, described in Section 8.0 of this report.

**Figure 5. Existing Trees Surrounding GEFC Building (Top) and Along Property Boundary (Bottom)**



*Source: Google Maps; 2022*

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## Environmental Considerations

The City of Ottawa commissioned a Phase I Environmental Site Assessment (ESA) for a portion Site in 2005, undertaken by Dillon Consulting Limited which identified potential contaminants of concern in areas surrounding the site. Based on these findings, a second Phase I ESA was conducted for the entire site in 2013, also by Dillon Consulting. The 2013 ESA was prepared to Ontario Regulation 153/04 standards with the intention of being used towards the filing of a Record of Site Condition (RSC), and recommended a Phase II ESA based on the presence of fill material with unknown origins. The Phase II ESA was undertaken by Dillon Consulting in 2014. The report ruled out contamination of the fill material found on the site, but also found exceedances of Table 3 standards of elements in the naturally occurring native clay located on the site. The report concluded that the concentrations of these elements in the clay was naturally occurring, but any removal of this clay material from the site would need to be managed in accordance with Ontario Ministry of the Environment, Conservation and Parks (MECP) requirements.

The City of Ottawa is in the process of preparing the filing of a RSC for the Site, as required by the MECP for a change of use.

A Tree Conservation Report submitted with the Landscape plan as part of this submission confirmed that the existing trees surrounding the GEFC building, as well as the mature Colorado Spruce trees along the northeast property boundary would need to be removed. The proposed tree removal is necessary to facilitate construction of the apartment building, as well as other site improvements, including the installation of a retaining wall bordering the loading area. As shown in the Tree Conservation Report, the remaining pines, located on the neighbouring property at 2000 Jasmine Crescent, will need to be protected from construction activity. As mentioned above, new trees planted on the site after construction is completed will replace the trees removed during construction.

**Figure 6. Excerpt from Landscape Plan and Tree Conservation Report Showing Existing Tree List**

EXISTING TREE LIST							
KEY	QTY	BOTANICAL NAME	COMMON NAME	SIZE	CONDITION	REMARKS	OWNERSHIP
DECIDUOUS TREES							
HL	1	Gleditsia triacanthos	Honey Locust	400mm dia.		To Be Removed	2040 Arrowsmith Dr.
JTL	2	Syringa reticulata	Japanese Tree Lilac	200mm dia.		To Be Removed	2040 Arrowsmith Dr.
MS	3	Malus sp.	Crabapple	250mm dia.		To Be Removed	2040 Arrowsmith Dr.
PD	1	Prunus domestica	Plum Tree	175mm dia.		To Be Removed	2040 Arrowsmith Dr.
CONIFEROUS TREES							
CO	1	Picea pungens	Colorado Spruce	350mm dia.	Good	To Be Removed	2040 Arrowsmith Dr.
CS	5	Picea pungens	Colorado Spruce	200-400mm dia.	Good	To Be Removed	2040 Arrowsmith Dr.
PP	13	Picea pungens	Colorado Spruce	200-400mm dia.	Good	To Remain	2000 Jasmine Cr.

Source: James B. Lennox & Associates Inc. Landscape Architects; 2022

### 2040 Arrowsmith Drive, Ottawa

**Figure 7. Excerpt from Landscape Plan and Tree Conservation Report Showing Existing Proposed Tree Plantings**

PROPOSED PLANT LIST						
KEY	QTY	BOTANICAL NAME	COMMON NAME	SIZE	CONDITION	NOTES
DECIDUOUS TREES						
AC	3	<i>Amelanchier canadensis</i>	Canadian Serviceberry	60mm dia.	B&B	
AF	1	<i>Acer freemani</i>	Freeman's Maple	60mm dia.	B&B	
AS	3	<i>Acer saccharum</i>	Sugar Maple	60mm dia.	B&B	
CO	2	<i>Celtis occidentalis</i>	Hackberry	60mm dia.	B&B	
GB	2	<i>Ginkgo biloba</i>	Maidenhair Tree	60mm dia.	B&B	Male
GP	1	<i>Ginkgo biloba</i> 'Princeton Sentry'	Princeton Sentry Ginkgo	60mm dia.	B&B	Male
GD	2	<i>Gleditsia tricanthos</i> var <i>inermis</i> 'Draves'	Streetkeeper Honeylocust	60mm dia.	B&B	
GS	2	<i>Gleditsia tricanthos</i> var <i>inermis</i> 'Shademaster'	Shademaster Honeylocust	60mm dia.	B&B	
QM	1	<i>Quercus macrocarpa</i>	Bur Oak	60mm dia.	B&B	

Source: James B. Lennox & Associates Inc. Landscape Architects; 2022

## Historical Significance and Archaeological Importance

The site is not considered to have historical significance or archaeological potential as a result of previous disturbances including grading and fill activities which contributed to its current state. This was confirmed with City of Ottawa Planning Staff during a pre-consultation meeting held in February 2022.

## Impediments and Constraints to be Addressed

The proposed development will need address several constraints through the design process, including:

- Removal and replacement of existing trees on the northeastern edge of the site in order to facilitate regrading and construction of a retaining wall alongside the upgraded waste loading area;
- Installation of a new stormwater servicing connection from the site, beneath Arrowsmith Drive, to a new manhole on the existing municipal stormwater mains under Jasmine Crescent;
- Ministry of the Environment Conservation and Parks requirement for a Record of Site Condition (RSC) to facilitate the proposed introduction of a more sensitive use (residential) on the site, addressing; and
- Subsurface soil strata which will require raft footing foundations to carry the weight of the proposed building on the soft clay which underlies the site.

## **5.0 Planning History**

### **Previous Uses**

The existing single-storey slab-on-grade building currently occupied by the Gloucester Emergency Food Cupboard was built in 1976. Prior to that, the Site was vacant between 1958 and 1976 as the area was initially development. Before 1958 the site was actively used for agricultural purposes.

### **Previous Planning Approvals**

There are no recent planning approvals which apply to the Site.



## 6.0 Contextual Analysis

The Site is bounded by existing residential development to the north, east, and south, and the Regional Road 174 highway to the south. Immediately west of the site is a community complex which includes Gloucester High School, the Ottawa Public Library North Gloucester Branch, Trillium Park, and municipal facilities including the Earl Armstrong Arena and Splash Wave Pool. Beyond this there are retail stores, including pharmacies and a grocery store. Past the immediate surroundings to the north and east there are additional residential dwellings, several parks, and schools, all within 700m of the site. To the south, across Regional Road 174 is the Pine View Golf Course and environmental lands associated with Green's Creek. As such, the Site provides access to a variety of local amenities, including retail, grocery stores, schools, parks, and other public facilities via active transportation along the local road network.

Ogilvie Road is located approximately 250m from the Site along local roads. Ogilvie Road is an arterial road which connects to adjacent neighbourhoods including Cyrville to the west and Beaconwood to the east, as well as to the Regional Road 174 via Blair Road. Regional Road 174 is a City Freeway which provides access to Downtown Ottawa via Highway 417 to the west, and which extends east toward Queenswood Village.

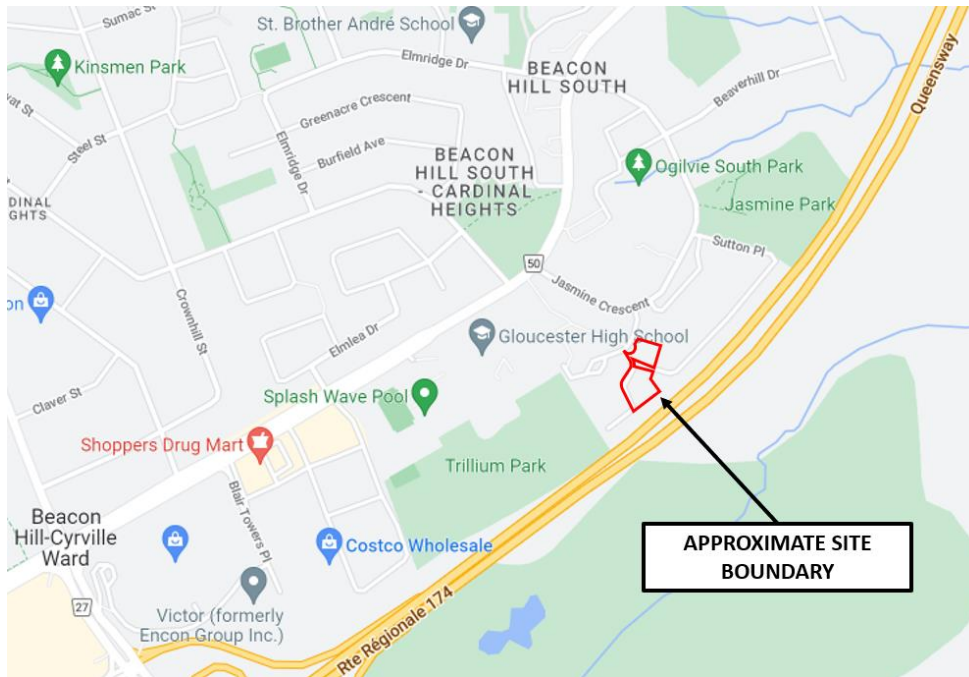
Figure 8. Site Context within the City of Ottawa



Source: Google Maps; 2023



**Figure 9. Site Context within Gloucester**



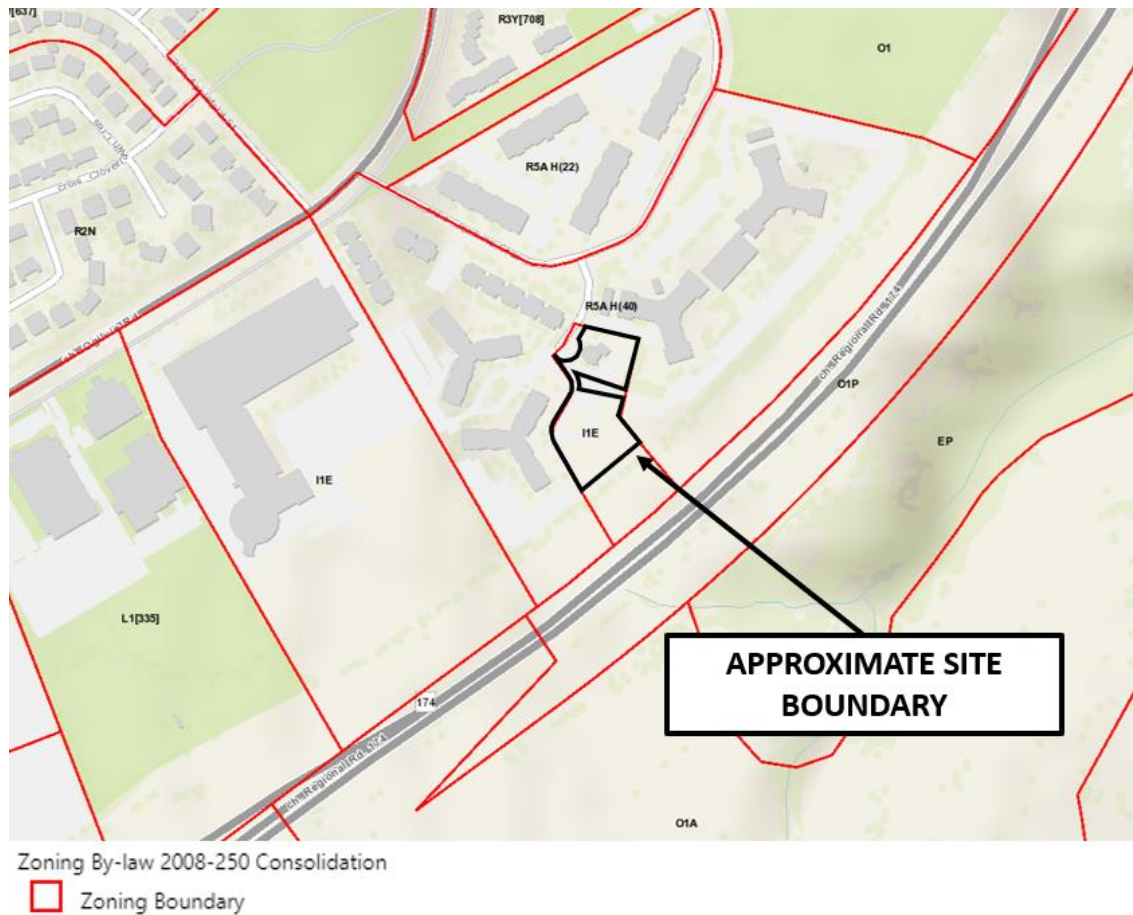
Source: Google Maps; 2023

## Surrounding Land Uses

The Site is primarily surrounded to the north, west, and east with lands designated General Urban Area. This area is primarily zoned Residential, Institutional, Leisure, or Open Space, and current uses primarily consist of low-, mid- and high-rise residential uses, community facilities, schools, and parks. Further west, approximately 500m from the site is an area designated Mixed Use Centre and zoned as Mixed-Use Centre or Transit Oriented Development. This area which features a variety of retail stores, restaurants, and other commercial establishments. To the northwest and northeast, uses include government and other offices, automotive services, large-scale retail, and other similar employment or commercial uses.

To the south of the Site, across the highway, are lands within the Greenbelt Boundary which feature Parks and Open Space and Environmental Protection Zones. These lands primarily consist of the Pine View Golf Course, woodlands, Green's Creek, and some agricultural uses further south.

Figure 10. Excerpt from Ottawa’s Interactive Zoning Mapping



Source: geoOttawa; 2023.

## Surrounding Built Form

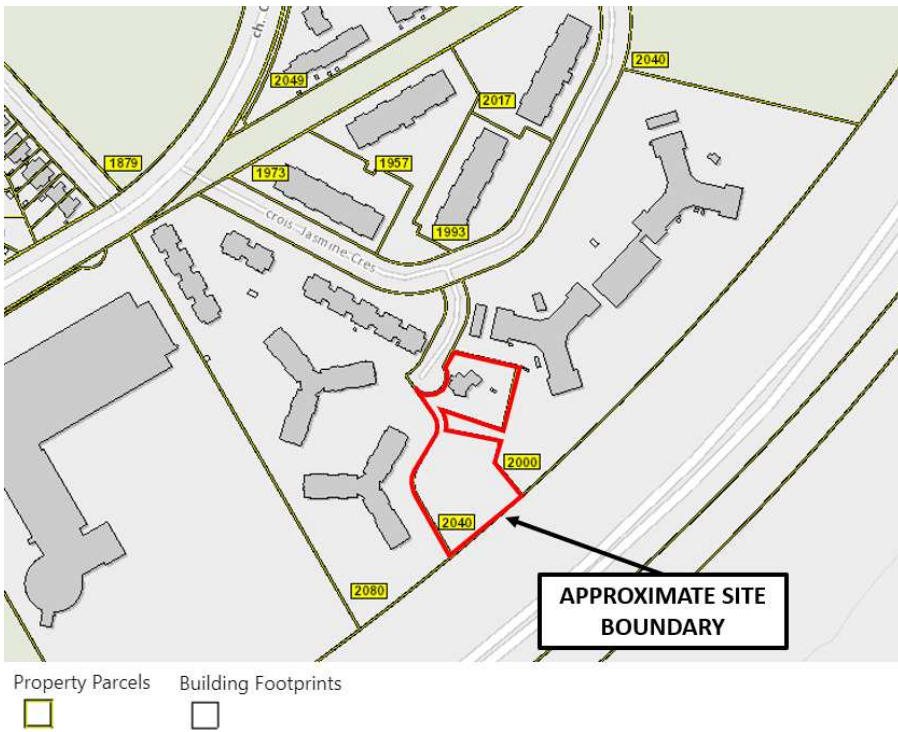
The Site is surrounded by a variety of residential and institutional built forms, open space, and highway lands.

Figure 11. Aerial Imagery of Site and Surroundings



Source: Google Maps; 2023

Figure 12. Parcels and Building Footprints for Site and Surroundings





Source: geoOttawa; 2023

**Figure 13. Surrounding Built Form: Low-rise Residential North of the Site at 1958 Jasmine Crescent (Looking Northwest)**



Source: Google Maps; 2023

There are two-storey residential row dwellings located immediately north of the site. Beyond this, further north, are additional four-storey residential buildings.

**Figure 14. Surrounding Built Form: High-rise Residential East of the Site at 2000 Jasmine Crescent (Looking East)**



Source: Google Maps; 2023

To the immediate east of the Site there are two 14-storey residential condominium buildings.

**Figure 15. Surrounding Built Form: Mid-rise Residential Buildings West of the Site at 2041 and 2044 Arrowsmith Drive (Looking West)**



*Source: Google Maps; 2023*

Immediately west of the Site there are two additional four-storey residential buildings.

**Figure 16. Surrounding Built Form: Gloucester High School to the West of the Site (Looking West)**



*Source: Google Maps; 2023*

Beyond the adjacent residential dwellings to the west is a two-storey school building.

**Figure 17. Surrounding Built Form: Highway and Open Space to the South of the Site (Looking Southwest)**



*Source: Google Maps; 2023*

Immediately south of the Site is the Regional Road 174 highway, past which there is open space and environmental lands.

## Nearby Services and Amenities

### Proximity Analysis

The Site is located within 200m of transit stops on Jasmine Crescent. This provides access to the number 12 Frequent bus line, which offers service every 15 minutes or less on weekdays and operates 7 days a week in all time periods. This route, in addition to providing local access along Montreal Road and St Laurent Boulevard, connects to the nearby Blair O-Train station, which provides direct access to downtown Ottawa to the west, and to the 39 Rapid bus line travelling east.

Additionally, the nearby Ogilvie Road is a designated Spine Route within the Primary Urban Cycling Network (Ottawa Official Plan, Schedule C), and a Transit Priority Corridor (Isolated Measures) within the Rapid Transit and Transit Priority Network (Schedule D). As such, the Site provides a variety of transportation options, including through transit and active transportation.

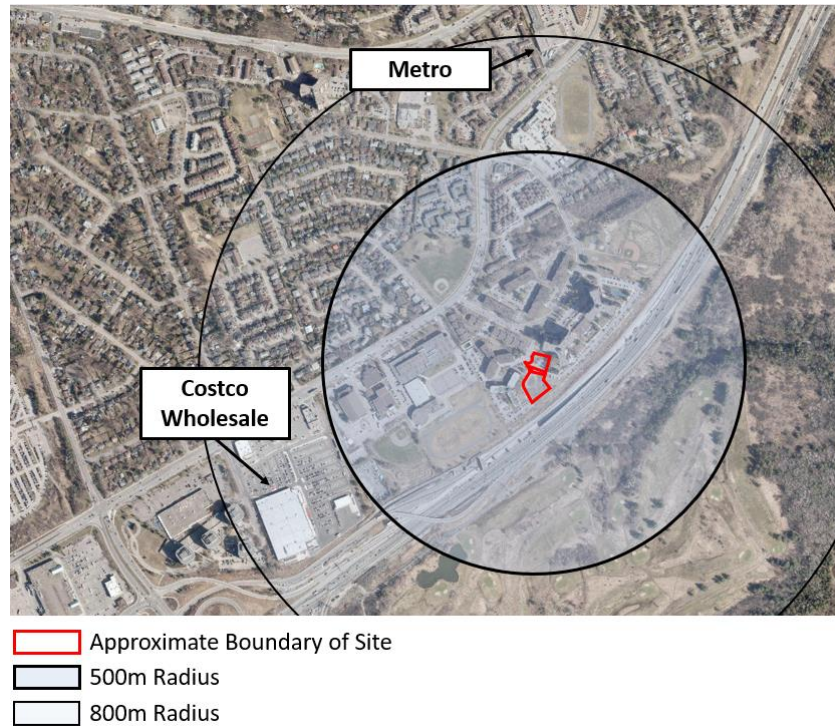
Figure 18. Excerpt from the OC Transpo Transit Map



Source: OC Transpo; 2022

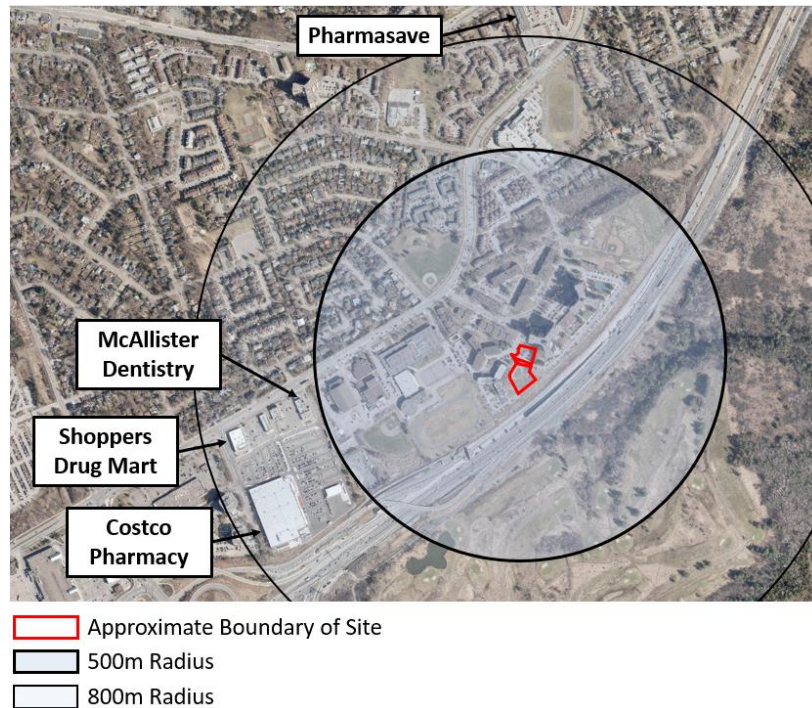


Figure 19. Proximity of Site to Grocery Stores



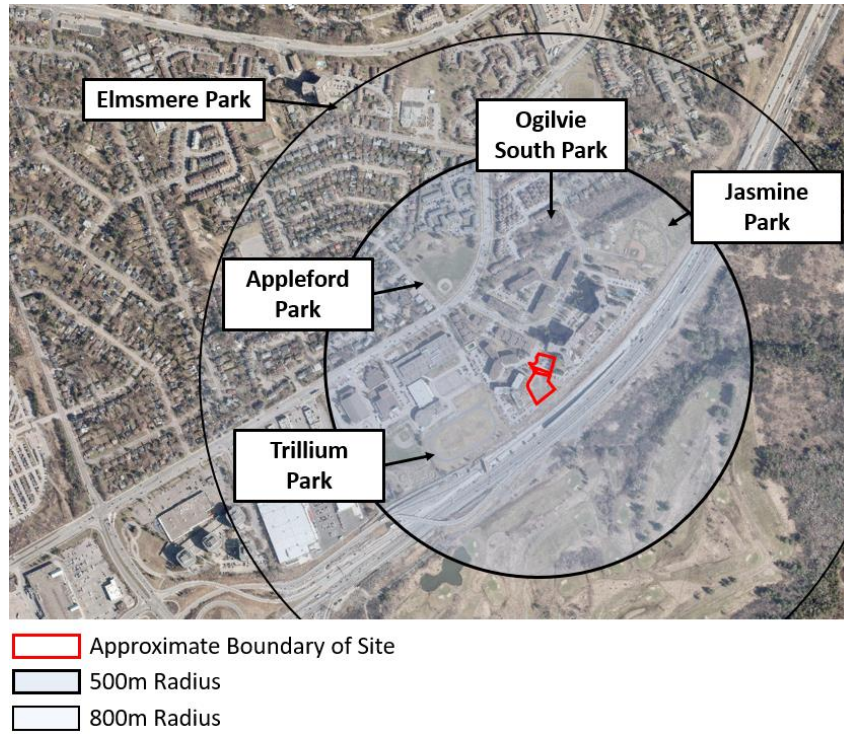
Source: geoOttawa; 2023

Figure 20. Proximity of Site to Pharmacies and Health Services



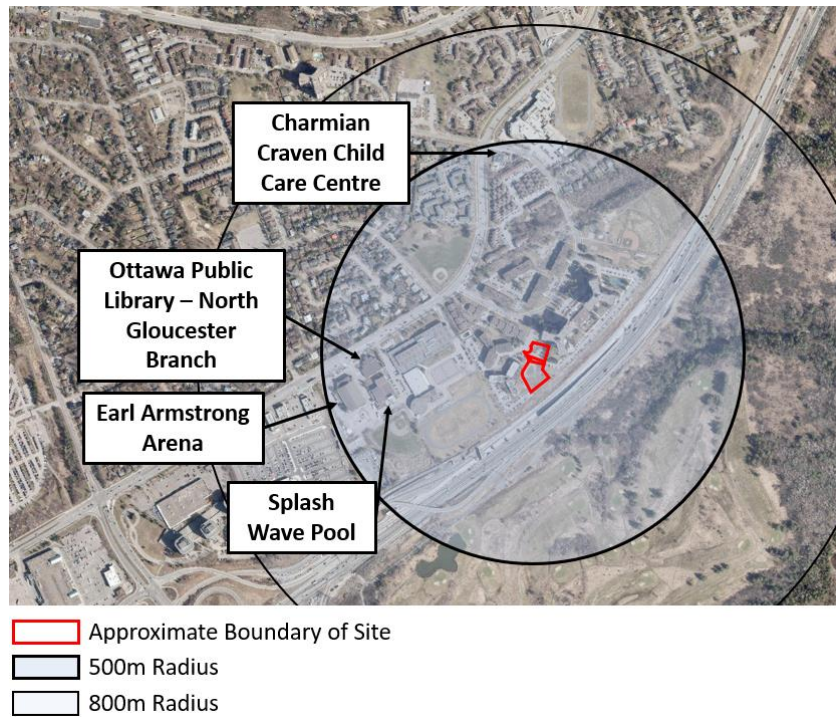
Source: geoOttawa; 2023

Figure 21. Proximity of Site to Parks



Source: geoOttawa; 2023

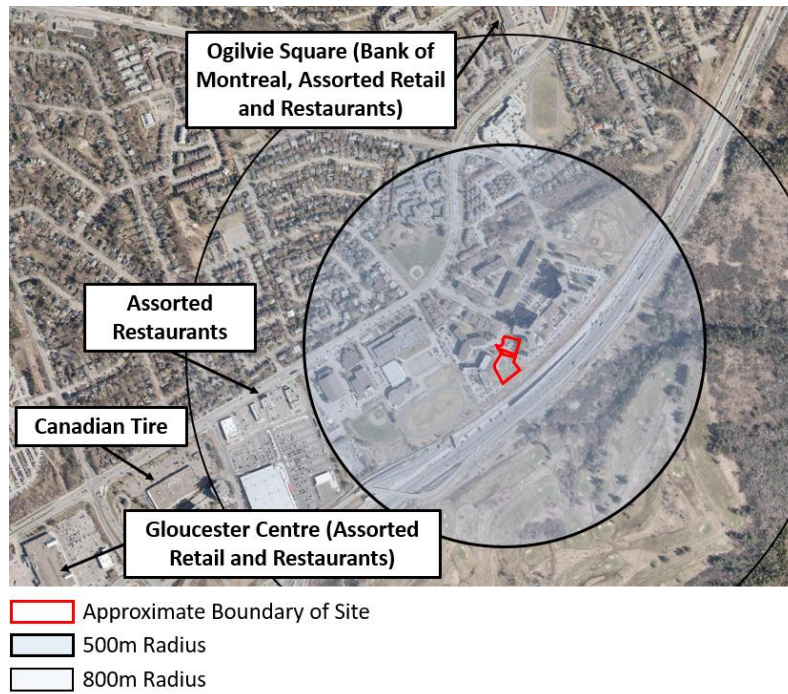
Figure 22. Proximity of Site to Libraries and Community Centres



Source: geoOttawa; 2023

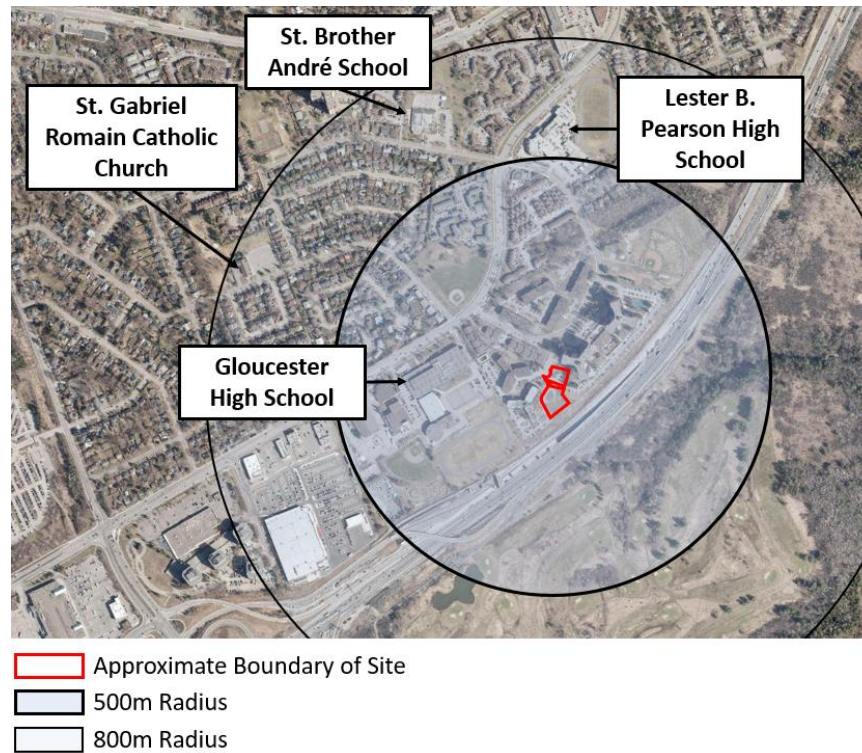


Figure 23. Proximity of Site to Retail Shopping and Financial Institutions



Source: geoOttawa; 2023

Figure 24. Proximity of Site to Places of Worship



Source: geoOttawa; 2023

As Figures 17 to 22 indicate, the Site is located near a variety of services and amenities. Most notably, the site is located within 500m of several parks, recreational facilities, and a local Ottawa Public Library branch. Further, there are two grocery stores, Costco and Metro, within 800m of the site, as well as three pharmacies, and some additional retail and restaurants within or just outside of an 800m radius. There are also nearby schools, a Place of Worship, and a childcare centre.

## Nearby Environmental and Topographic Features

As Figure 23 demonstrates, the Site is not within a Rideau Valley Conservation Authority (RVCA) Regulated Area or Floodplain. The nearest environmental features consist of a Ministry of Natural Resources and Forestry (MNRF) Significant Woodland approximately 115m south of the Site, which is separated by the intervening highway, and an additional Woodland approximately 200m north of the Site. Remaining environmental features, including the 100 Year Floodplain associated with Green’s Creek, wetlands, and the nearest Areas of Natural and Scientific Interest (ANSI) fall approximately 500m or more from the Site. There is a water body approximately 380m southwest of the Site that appears to be associated with the Pine View Golf Course.

**Figure 25. Excerpt from Rideau Valley Conservation Authority (RVCA) Regulated Floodplain and Regulated Lands**



Source: Rideau Valley Conservation Authority; 2023; ESRI; 2023

The area surrounding the Site consists primarily of developed lands with minimal changes in grade. There is some sloping associated with the nearby Woodland features to the northeast and south.



Figure 26. Excerpt from geoOttawa Topography Mapping



Source: geoOttawa; 2023

## 7.0 Market Analysis

### Introduction

The project is designed to meet housing need within the City of Ottawa by providing 50 units of affordable housing targeted for Indigenous older adults. The project will feature 50 one-bedroom units, 10 of which will be accessible and designed to satisfy the Universal Design Standards as described in CAN/CSA B651-12 Accessible Design for the Built Environment. By addressing the need for affordable housing for both Indigenous and senior populations, as well as the high demand within the immediate neighbourhood, this development will contribute to Ottawa's broader housing goals.

### Demand and Need

#### Demand

The City of Ottawa's population is estimated to increase by 402,000 persons, or 194,800 private dwellings from 2018 to 2046, as per the City's Growth Projections for the New Official Plan, released November 2019. Further, the City of Ottawa's population is ageing. According to Statistics Canada data collected as part of the 2021 Census of Population, 16.9% of the City Ottawa's population is 65 years and over, compared to 15.4% in the 2016 Census. Further, the Beacon Hill Sub-Area, which includes the Site and its immediate neighbourhood, has historically had a greater proportion of seniors. As per data provided by the City of Ottawa, based on customized sub-areas of the 2016 Census of Population, 22.3% of the Beacon Hill Sub-Area's population was 65 years and older in 2016. Further, the population of Indigenous people in Ottawa is growing. According to the Census Profile for the City of Ottawa from the 2016 Census, of the population in private households, 22,960, or 2.5%, are of Aboriginal identity. According to the 2021 Census Profile, within private households, there are 26,395 people, or 2.6% of the population, with Indigenous identity.

The latest CMHC data shows that within the Gloucester North/Orleans Zone, which includes Gloucester, Ramsayville, and much of the surrounding Greenbelt Lands, the apartment vacancy rate is 1.5% in October 2021, having increased only slightly from 1.2% in October 2018. The need in the immediate neighbourhood, consisting of Beacon Hill/Cyrville is even more acute, with an apartment vacancy rate of 0.9 in October 2021, down from 1.1 in October 2018. In contrast, the apartment vacancy rate for the City of Ottawa is 3.4% in October 2021. The lower vacancy rate in Gloucester and the immediate neighbourhood around the Site shows a higher demand for rental apartments in this area, relative to the rest of the city. Further, the demand appears to have increased over time in the immediate neighbourhood.



According to Data from Statistics Canada collected as part of the 2016 Census of Population, in the Ottawa-Gatineau Census Metropolitan Area (Ottawa Part) there were 34,710 seniors (those aged 65 and older) living alone, and 77,660 living in a couple without a child present. This represents 80.5% of the total population of seniors (139,590) in this geography. The high proportion of seniors living in the Ottawa CMA alone or with their spouse represents a high demand for seniors' independent living, which can be accommodated by the 50 one-bedroom units proposed.

While the proposed 50-unit development seeks to serve the local Indigenous population, Ottawa's Centralized Wait List does not currently track whether wait list households are Indigenous. As such Wigwamen may draw from its own waitlist in order to fill the 50-unit, with any remaining vacancies being filled from Ottawa's Centralized Wait List, however final procedures for assigning tenure are still being determined. At present there are approximately 10,000 households on the Centralized Wait List for social housing, and wait times can be up to 5 years.

### **City Demonstrated Need**

The City of Ottawa's 10-Year Housing and Homelessness Plan acknowledges that Indigenous-specific housing is extremely limited in Ottawa. The report identifies only two Indigenous housing organizations in Ottawa who combined receive approximately 245 applications per year. Further, in 2018, the City of Ottawa conducted a point-in-time count which found that 316 individuals (24%) experiencing homelessness self-identified as First Nation, Inuit, or Métis. The lack of affordable, culturally relevant housing options was also identified as a challenge experienced in implementing the Housing First model for the Indigenous population. The Plan sets a specific target to reduce Indigenous homelessness by 25%, in addition to the target to reduce overall homelessness by 25%. The annual housing targets provided in the plan include the provision of 575 to 800 units per year which will be affordable to low and moderate income households. The proposed development of 50 affordable units (10 of which will be accessible) will help meet these above noted targets, including addressing Indigenous homelessness, and contributing to the city's annual housing targets.

### **Supply**

As per the City of Ottawa's Growth Projections for the New Official Plan (2019), the number of dwellings is estimated to increase from 429,800 to 470,700 from 2021 to 2026, representing approximately 8,180 units a year. According to CMHC's data on the City of Ottawa, there were 7,938 housing completions in 2021, and 7,668 in 2022. As such, development appears to be lagging behind the projected dwelling counts. Within the neighbourhood of Beacon Hill/Cyrville, as per CMHC data, there were only 6 housing starts in 2021 and 2 housing completions, none of which were apartments. While 2022 saw 124 housing starts, 117 of which were apartment dwellings, only 2 non-apartment dwellings were

completed. Similarly, while the wider Zone of Gloucester North/Orleans saw 1,778, and 1,768 housing completions in 2021 and 2022 respectively, only 398 of these dwellings were apartments across both years.

The proposed 50-unit development has a potential to represent a significant source of growth in residential apartment development within both its immediate neighbourhood, and the broader area of southeast Ottawa. Further, it will help address the high demand for housing for the ageing and Indigenous population in both Beacon Hill/Cyrville and Ottawa more broadly.

## 8.0 The Proposal

### Proposal Overview

The City of Ottawa's Housing Services branch identified an increased need for additional housing, especially affordable housing for seniors. As part of a strategy to unlock underutilized municipally-owned lands, Housing Services released an Request for Proposals (RFP) in late 2021 for the redevelopment of the Site at 2040 Arrowsmith Drive. Wigwamen Incorporated, an Indigenous housing provider with a presence in both Toronto and Ottawa was the winning proponent to the RFP. The proposal described in this section will create new affordable rental units for Indigenous seniors as well as adults experiencing disabilities.

The Site at 2040 Arrowsmith Drive, is a 0.6-hectare (6,020.1 square metre) block and is currently home to a 1-storey temporary building out of which operates a local food bank, the Gloucester Emergency Food Cupboard (GEFC). The proposal will redevelop and intensify the Site by constructing a new 6-storey rental apartment with 50 affordable units, including 10 fully-accessible units for adults experiencing disabilities. The fully-accessible units will be managed by March of Dimes Canada. The GEFC will occupy a new space on the ground floor from which it will serve the needs of the wider community, as well as the new residents living in the proposed rental apartment building.

As an infill and intensification project within the City of Ottawa, the proposed development will provide high-quality, affordable housing units targeted at Indigenous seniors and adults experiencing disabilities in Gloucester and across the city.





## Proposed Uses

The breakdown of the Site's uses would be as follows:

- Lot Area: 6,020.1 m<sup>2</sup>
- Building Area: 940 m<sup>2</sup>
- Lot Coverage: 15.6%
- Paved Area: 2,857 m<sup>2</sup> (47.6%)
- Landscaped Area: 2,213 m<sup>2</sup> (36.8%)
- Amenity Area: 399 m<sup>2</sup>
- Total Gross Floor Area (GFA): 3,585 m<sup>2</sup>
- Residential Gross Floor Area (GFA): 3,179 m<sup>2</sup>
- Non-Residential Gross Floor Area (GFA): 406 m<sup>2</sup>
- Building Height Proposed: 20.20 m
- Building Height Stories: 6 storeys
- Number of Residential Units: 50 Units

### Residential Uses

A total of 50 new residential units are proposed to be created as part of the proposed seniors' affordable rental apartment on-site. The proposed units are all 1-bedroom configurations, with 10 fully-accessible 1-bedroom units proposed – 2 on each residential floor. The Gross Floor Area (GFA) of typical 1-bedroom units ranges from 45 square metres to 57 square metres, and the GFA of the accessible 1-bedroom suites ranges from 62 square metres to 64 square metres.

All 50 of the proposed units will be offered at affordable rental levels.

### Community Centre Uses

The proposed development will contain 406 square metres of non-residential GFA on the ground floor for GEFC operations. GEFC programming will include 120 square metres of office space to support GEFC foodbank operations, 123 square metres of assembly space for community events, and 163 square metres of space for storage, food preparation and circulation.

### Ancillary Uses

In addition to the residential and community centre uses in the proposed development, there will be 64 square metres of GFA dedicated to the indoor

Amenity Space, in the form of a large common room located at the southeast corner of the ground floor.

A large laundry room and bicycle and motorized mobility device (scooter) storage room will be located on the ground floor, near the elevators.

Accessory support spaces for residents experiencing disabilities, occupied by March of Dimes Canada will be located on the ground floor.

## **Building Design**

### **Site Layout & Built Form**

The proposed development is a six-storey apartment building with a 940 square-metre building footprint. The proposal strategically places the apartment building at the north end of the Site, framing the public streetscape along Arrowsmith Drive. The building location was selected for design reasons (pedestrian access, transition in built form and scale), as well as practical considerations (the location of underground utilities beneath the southern portion of the site. The northern and southern portions of the site are divided by a private roadway (Sutton Place).

The building massing is roughly rectilinear in shape, oriented along a north-south axis. The ground floor of the proposed building will extend east beyond the building face above at its north end. There will be some articulation to the building façade, adding visual interest from the street and neighbouring properties, as well as mitigating the visual impact of the development.

Within the proposed 6-storey building, circulation is organized along a north-south axis dictated by the building orientation and built form. The proposed building has two distinct occupancies, access to which is clearly separated for functional purposes. The GEFC serves the wider community and as such has its entry from Arrowsmith Drive. Its associated vehicular parking is located directly in front of the building and along the existing private laneway to the south. The entry to the residential units is on the south side of the new building, opposite its associated surface parking which occupies the majority of the southern portion of the Site.

**Figure 28. Colour Elevation of Proposal as seen from the South**



*Source: Vandenberg & Wildeboer Architects, Inc.; 2022*

The proposed Site Plan maximizes the amount of site area available for automobile parking and green space through a compact building footprint. The height and footprint of the proposed apartment building is complementary to the surrounding built form, creating a transition between the interface of the 14-storey residential condominium apartment building to the north and east, and 3.5 storey residential townhouses to the west.

### **Building Access**

As Figure 29 shows, pedestrian access to the proposed building is separated by use - GEFC clients and staff would enter the ground floor GEFC spaces from the west, along Arrowsmith Drive, while residents, visitors and staff supporting the 50-unit affordable rental apartment building would access the building from the south, along Sutton Place.

The proposed building will be equipped with two (2) staircases, one at the north end, and one at the south end of the building, both adjacent to, or with emergency exits opening from the stairwells on the ground floor.

In addition, (2) elevators, of which two (2) will be located south side of the building, adjacent to the primary residential entrance. The primary entrances for both the GEFC and residential spaces will be barrier-free and accessible to people with physical disabilities. For ease of pick-up and drop-off, the new building would have three (3) drop-off areas, two (2) near the primary entrances for the GEFC and apartment building, and a third near a relocated community garden at the southeastern edge of the site.



Figure 29. Excerpts from Ground Floor Plan



Source: Vandenberg & Wildeboer Architects, Inc.; 2022

## Sustainability

The proposed site lighting is designed to be ‘full cut-off’ lighting, with minimal spillage off-site, which will reduce the impact on neighbouring property owners and reduce light pollution – an important consideration for a site situated near the Greenbelt.

In addition, the roof of the one-storey wing of the GEFC, located at the northeast corner of the proposed building will be designed as a “green roof.”

The building’s mechanical and electrical design, and building envelope will be developed using energy modelling software to ensure a selection of products and measures to achieve that goal. Design features will include the use LED lighting throughout the building and site, high efficiency heating and ventilation systems,

**2040 Arrowsmith Drive, Ottawa**

high-performing windows, and thicker insulation with particular attention given to air tightness to improve energy efficiency to, at a minimum, a 25 percent decrease in energy and greenhouse gas emissions when compared to the 2017 National Energy Code.

### **Accessibility**

A total of 10 of the 50 proposed units on the site will be designed to be fully accessible for adults experiencing disabilities and will include design features such as: specialized kitchens (including accessible appliances), washrooms with multiple grab bars, a roll-in shower, transfer spaces, and larger turning radii to accommodate assisted mobility devices such as wheelchairs. In addition, all 50 residential units will be fully 'visitable' under the Ontario Building Code. This is defined as having wheelchair accessibility in the washroom, bedroom, and the Kitchen/Living Dining areas.

All common spaces throughout the building are designed to be wheelchair accessible.

### **Parking**

The proposed development will have 71 parking spaces. 17 parking spaces will serve clients and staff of the GEFC, and will be located along Arrowsmith Drive and Sutton Place as well as a private laneway to the south. Placement of these parking spaces maximizes ease of access and accessibility for users of the GEFC space. A further 54 parking spaces will serve residents and visitors of the affordable seniors apartment building. The proposal would meet the Zoning By-law requirement of 10 visitor parking spaces, but would require relief from the By-law to provide a reduced standard of 44 resident parking spaces where the By-law requires 55. The proposed supply of resident parking spaces is appropriate for the anticipated demand from residents given the target demographic for future residents – low-income senior households and adults experiencing disabilities. Both of these groups typically have lower rates of automobile ownership than the general population.

### **Landscape and Fencing**

Retaining exterior amenity areas and landscaping for the benefit of future residents and GEFC clients were a key design consideration in the proposal. In order to maximize the amount of usable green space available for residents and GEFC clients, the building massing was isolated to the northern portion of the site. By reducing the parking space allocation in the surface parking lot which occupies the majority of the southern portion of the site, the Site Plan maximizes landscaped space available for snow storage, buffering of the parking lot from neighbouring residential uses, and permits the relocation of a 274 square metre community garden.

New plantings are proposed to replace trees which must be removed to facilitate construction and grading of the northern portion of the site, and additional private trees will be planted in the landscaped areas surrounding the parking lot in the southern portion of the site. A new landscaped island is proposed within the Arrowsmith Drive right-of-way at the northwest of the site, which will increase groundwater infiltration and soften the visual impact of the proposed development from the street.

Existing fencing surrounding the northern portion of the site will be retained where possible, unless consultation with the neighbouring property owners uncovers a desire for upgrades to fencing which would alleviate concerns regarding noise or privacy.

A private 61 square metre amenity patio at the southeast corner of the proposed building, accessible from the proposed common room, will serve as valuable outdoor space for future residents. The amenity patio will be bordered by a black ornamental fence, as well as new plantings.

## **Circulation**

### **Private Automobile**

The principal point of access to the site is from Arrowsmith Drive, which is a public right-of-way. From Arrowsmith Drive, private automobiles can access a proposed drop-off area in front of the GEFC entrance to the building, as well as 5 parking spaces on the west side of the Site which are intended to be allocated to the GEFC. Automobiles can also access Sutton Place, a private roadway owned by the adjacent condominium corporation, from which drivers can enter and exit from the proposed 54 space surface parking lot, via two bidirectional driveways. Drivers would also be able to access an unnamed private roadway and an additional 12 parking spaces located on the west side of the southern portion of the site.

### **Pedestrian**

The Site is currently connected to the community via a concrete sidewalk which gives access to Arrowsmith Drive. The proposed development will add a new concrete sidewalk from Arrowsmith Drive, east along Sutton Place, around the south side of the building, providing pedestrian access to the primary entrance for the rental apartments. A new north-south oriented sidewalk along the eastern side of the new surface parking lot on the southern portion of the site will provide pedestrian access to the relocated community garden.

### **Waste Collection**

An exterior waste storage area serving the needs of the GEFC is proposed at the northeast corner of the Site. This waste storage area is adjacent to an existing garbage enclosure serving the 14-storey residential condominium apartment

building immediately east. In addition, the waste storage area will be screened from view via a new fence and gate. The proposed route for waste collection vehicles is 5 metres wide and is accessed from Sutton Place, which is consistent with existing waste collection for the site. Due to site constraints, waste collection vehicles will not be able to enter and exit the site in a continuous forward movement.

Within the building, the residents will be able to dispose and recycle their garbage in the dedicated garbage rooms provided near the centre of each residential floor. Chutes will carry waste to a ground floor waste storage room which has dedicated access to the waste loading area immediately to the east.

## Proposed Servicing

### **Water Supply and Fire Suppression**

2040 Arrowsmith Drive is currently served by an outdated water service connection running from the northwest corner of the existing GEFC building, to the 200mm watermain running beneath Arrowsmith Drive. The existing water service will be decommissioned prior to demolition and replaced by a new 150mm water service which has been calculated to provide an adequate domestic water supply for the requirements of the new building.

The nearest municipal fire hydrant to 2040 Arrowsmith Drive is located in the Jasmine Crescent right-of-way, approximately 117 metres from the proposed fire department connection. As this exceeds the maximum 45 metre distance required in the Ontario Building Code, a new private fire hydrant is proposed immediately to the west of the proposed apartment building. The calculated supply and pressure from the 200mm municipal watermain beneath Arrowsmith Drive will be adequate for firefighting purposes, as demonstrated within the attached Site Servicing Study prepared by D.B. Gray Engineering Inc.

### **Sanitary Sewerage**

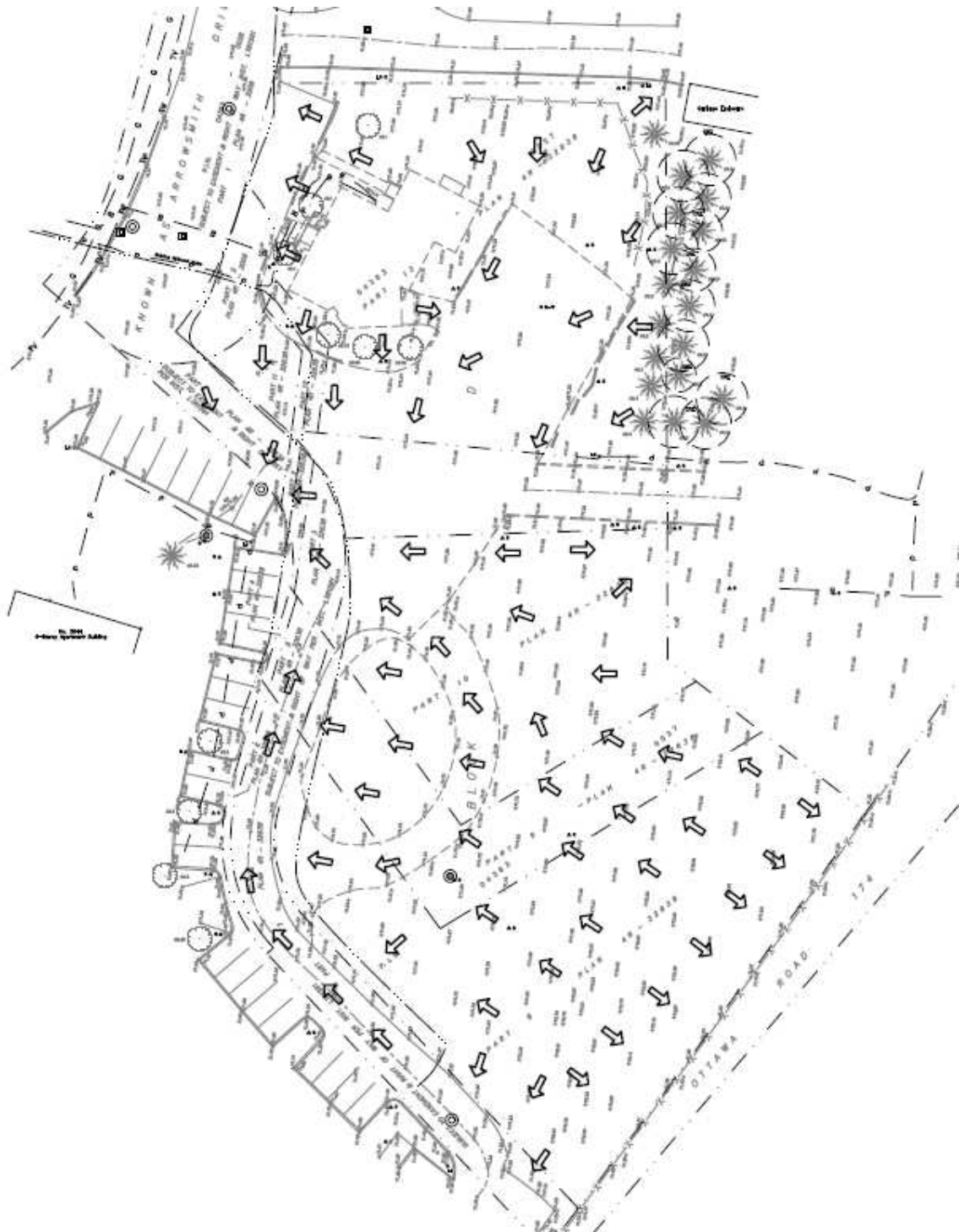
Currently, the Site is served by a sanitary connection (the exact location of which and capacity of is yet to be confirmed) which runs southwest from the existing 1-storey GEFC building, to a 250mm private sanitary sewer which is owned by the neighbouring condominium corporations. The existing connection will be decommissioned prior to demolition and replaced with a new 150mm sanitary connection during construction.

### **Stormwater Management**

The Site does not currently have a stormwater connection to the City of Ottawa Stormwater system. A new 450mm storm sewer connection is proposed to be built connecting 2040 Arrowsmith Drive to a new manhole in the existing 600mm storm sewer under Jasmine Crescent.

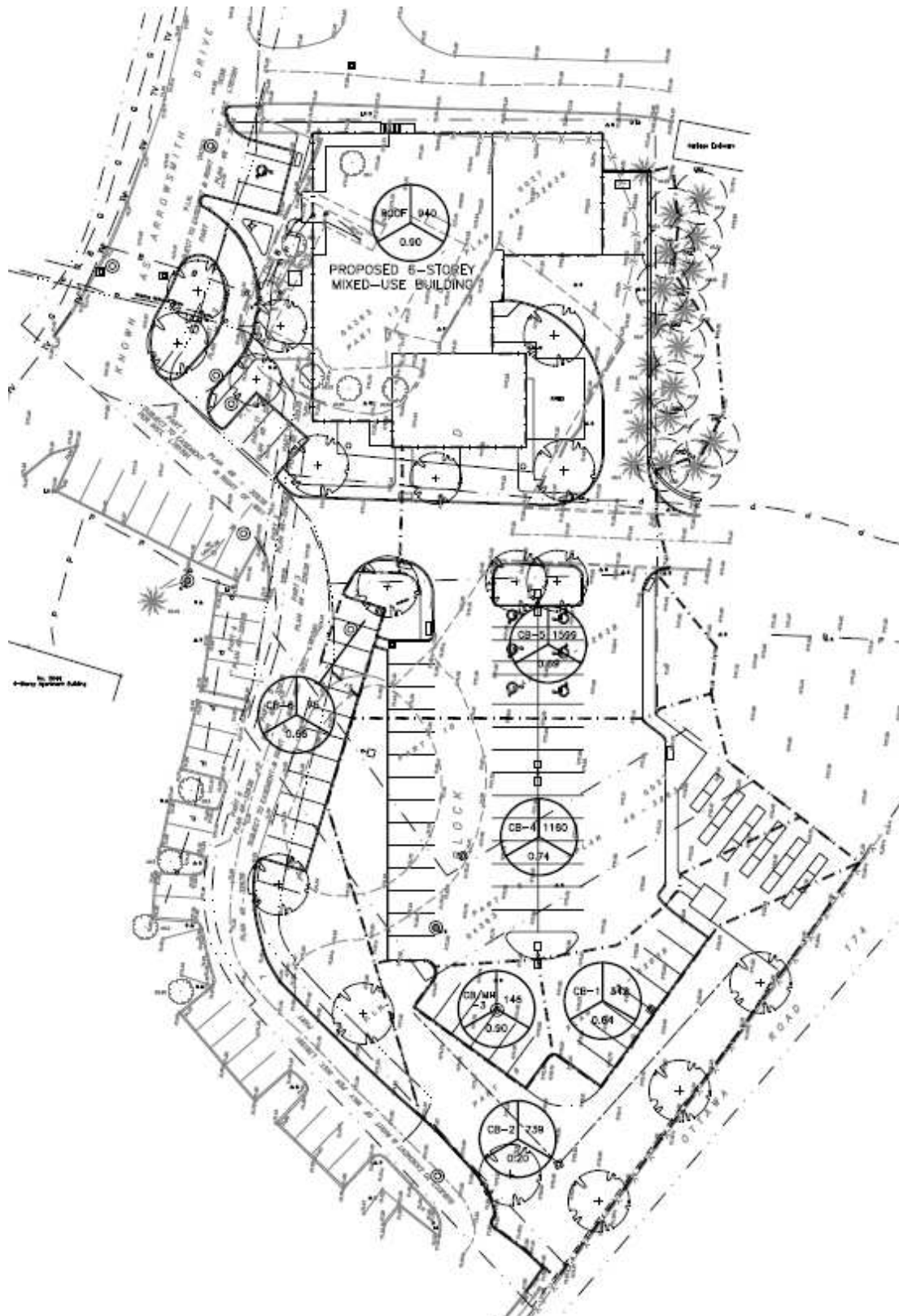


Figure 30. Excerpt from Site Servicing Report Showing Existing Drainage Patterns on the Site



Source: S. Douglas B. Gray Engineering Inc.; 2022

Figure 31. Excerpt from Site Servicing Report Showing Proposed Site Drainage



Source: S. Douglas B. Gray Engineering Inc.; 2022

**2040 Arrowsmith Drive, Ottawa**  
Planning Rationale

## Implementation

### **Policy and Regulatory Approvals**

The applicant, Wigwamen Incorporated, was the successful proponent in a Request for Proposals (RFP) process initiated by the City of Ottawa's Housing Services branch. The RFP required the development of a minimum of 50 units of affordable housing for seniors at 2040 Arrowsmith Drive. The Housing Services branch had previously identified the Site at 2040 Arrowsmith Drive as being underutilized city-owned land suitable for the development of new housing. A requirement of the RFP process was that proponents meet with City Staff for a Pre-Application Consultation meeting regarding their conceptual design prior to submission of a proposal.

The proponent met with the City of Ottawa on February 10, 2022, for the Pre-Application Consultation Meeting. City Staff provided feedback during that meeting; the submission requirements were summarized in a checklist dated February 10, 2022. The submission requirements checklist was updated as of January 12, 2023.

The Submission Checklist confirms the requirement for a Zoning By-law Amendment, which this report is intended to support, as well as a Site Plan Control application for technical review by City Staff.

## 9.0 Policy Justification

In order to gain planning approval for the proponent's application to build a 6-storey seniors' affordable rental apartment building with 50 units, integrated with a new space for the Gloucester Emergency Food Cupboard, a Zoning By-Law Amendment will need to show alignment with the aims of Provincial and municipal policy, and meet the standards set in Provincial and local regulation. At the Provincial level, the development will be required to demonstrate consistency with the Provincial Policy Statement (2020). Likewise, at the municipal level, the development will need to demonstrate conformity with City of Ottawa Official Plan (2022), Binbrook Village Secondary Plan, and compliance with City of Ottawa By-Laws passed under S.34 of the Planning Act, namely Zoning By-Law 2008-250.

### Planning Act (1990)

The Planning Act is provincial legislation that sets out the ground rules for land use planning in Ontario. Section 2 of the Planning Act describes the Provincial interest in land use planning matters.

In accordance with Section 3(5) of the Planning Act, all land-use planning decisions are required to be consistent with the Provincial Policy Statement on these matters.

### Provincial Policy Statement (2020)

The current Provincial Policy Statement (PPS) came into effect on May 1, 2020, replacing the previous PPS published in 2014.

The PPS provides province-wide policy direction on matters of provincial interest regarding land use planning and development. It sets the vision that Ontario's long-term prosperity and social well-being depend upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy.

The land-use planning decisions made by municipalities, planning boards, the Province, or a commission or agency of the government must be consistent with the PPS. Policy 4.2 also provides that the PPS "shall be read in its entirety and all relevant policies are to be applied to each situation".

PPS also highlights efficient development patterns that optimize the use of land, resources and public investment in infrastructure and public service facilities. These efficient land-use patterns contribute to a mix of housing, including affordable housing, as well as employment, parks and open spaces, recreation and active transportation.

To support the collective well-being in the present and in the future through well-managed land use, the proposed development is consistent with policies in the



PPS relating to housing, infrastructure and public service facilities, stormwater management, transportation, energy conservation and climate change.

Furthermore, the proposal specifically addresses certain policies, including:

### **Efficient and Resilient Land Use**

- *Section 1.1* The proposed intensification contributes to the goal of building healthy, liveable and safe communities by adding more affordable housing units to the community, accommodating a mix of residential types. The proposal will also enhance efficient land by incorporating the development into the existing network of public infrastructure and public service facilities.
- *Section 1.1.3.1* As an intensification project located within the built-up area, the proposed development will contribute to the aim of directing development to existing settlement areas
- *Section 1.1.3.2 (a) and (b)* The proposal will ensure efficient use of land and resource by intensifying development within settlement areas. It increases density on under-utilized space on an existing parcel with access to infrastructure and public service facilities such as roads and water infrastructure.
- *Section 1.1.3.2 (c) and (d)* The proposal will exceed the National Energy Code energy and greenhouse gas emission standards by a minimum of 25 percent and prepare for a changing climate's impacts through energy efficient building design.
- *Section 1.1.3.2 (e) and (f)* The proposal's proximity and easy pedestrian and access to OC Transpo bus service along Jasmine Crescent and a proposed pedestrian and cycling connection to a future LRT station supports active transportation.
- *Section 1.1.3.4* The proposed new development of a 6-storey affordable rental apartment building will facilitate intensification and redevelopment, enhancing compact urban form.

### **Housing**

- *Section 1.4.1* As an expansion project within the City of Ottawa, the proposed development will provide an additional 50 affordable rental units for seniors, including 10 for persons experiencing disabilities. The proposal will complement the existing surrounding rental townhouses and condominium apartments. The proposed 50 unit buildings contain a mix of standard and fully accessible 1-bedroom suites for seniors. All units will be visitable by visitors with accessibility challenges. It contributes to the PPS's

goal of developing a range of housing options and densities to meet the projected requirement of current and future residents.

- *Section 1.4.3* Permitting and facilitating the proposed 50-unit development will help meet the projected affordable housing demands of current and future residents of the regional market area. It helps achieve Ottawa's annual target of building an average of 575 to 800 new affordable rental units.
- The availability of public infrastructure and community service facilities benefits the proposed residential intensification. It promotes a compact and efficient land-use pattern. The easy access to amenities and services, including co-location with a new space for the Gloucester Emergency Food Cupboard (GEFC), encourages the use of active transportation for future residents.

### Sewage, Water and Stormwater

- *Section 1.6.6.1* The proposed development uses capacity within existing municipal water and sewer services, contributing to the efficient use of municipal infrastructure.

### Transportation

- *Section 1.6.7.4* By locating the proposed development within a short bus ride of Gloucester Centre, an important local mall with various amenities and commercial services, future residents will be able to enjoy a higher quality of life. Furthermore, the proximity to a future LRT station to the south of the site will further connect residents with amenities and services across the city.

### Long-Term Economic Prosperity

- *Section 1.7.1(a)* The addition of 50 new residential units will bring more traffic to the local retail commercial businesses and services, promoting local business growth.
- *Section 1.7.1(c)* The proposal makes use of the existing resources and infrastructure, including under-utilized municipal lands, water infrastructure and roads. It optimizes the long-term availability and use of land, resources, infrastructure and public service facilities.
- *Section 1.7.1 (j)* By utilizing energy-efficient design which will exceed the 2017 National Energy Code by a minimum of 25 percent the proposal reduces energy consumption, promoting energy conservation.

## Energy Conservation, Air Quality and Climate Change

- *Section 1.8.1 (a)* As an intensification project which includes an expanded GEFC, and near transit service to various amenities and services, the proposal promotes a compact form and reduces private vehicle trips. It reduces greenhouse gas emissions, improves air quality, and prepares for the impacts of a changing climate.

## Natural Heritage

- The proposal does not conflict with Section 2.1 as the proposed expansion will not affect the area's natural features, ecological function and biodiversity.

## Water

- *Section 2.2.1 (g) and (i)*, the Site's design and construction to efficiency standards, including water conservation technologies such as low flow plumbing fixtures, are inherent in building design. Integrating stormwater management infrastructure within the Site will sustain water quality and preserve key hydrological functions on the Site.

## Natural Hazards

- *Sections 3.1.2 and 3.1.5* By avoiding natural hazards, the proposal is consistent with Provincial policy on development near natural hazards. Specifically, the development is not located near identified flood or erosion-prone areas.

## Human-made Hazards

- *Section 3.2* The goal of Section 3.2 is to protect human health and safety from point source contaminants and pollutants. A Phase II ESA completed by Dillon Consulting Limited in September 2013 confirmed that no human-made contaminants exist on-site.

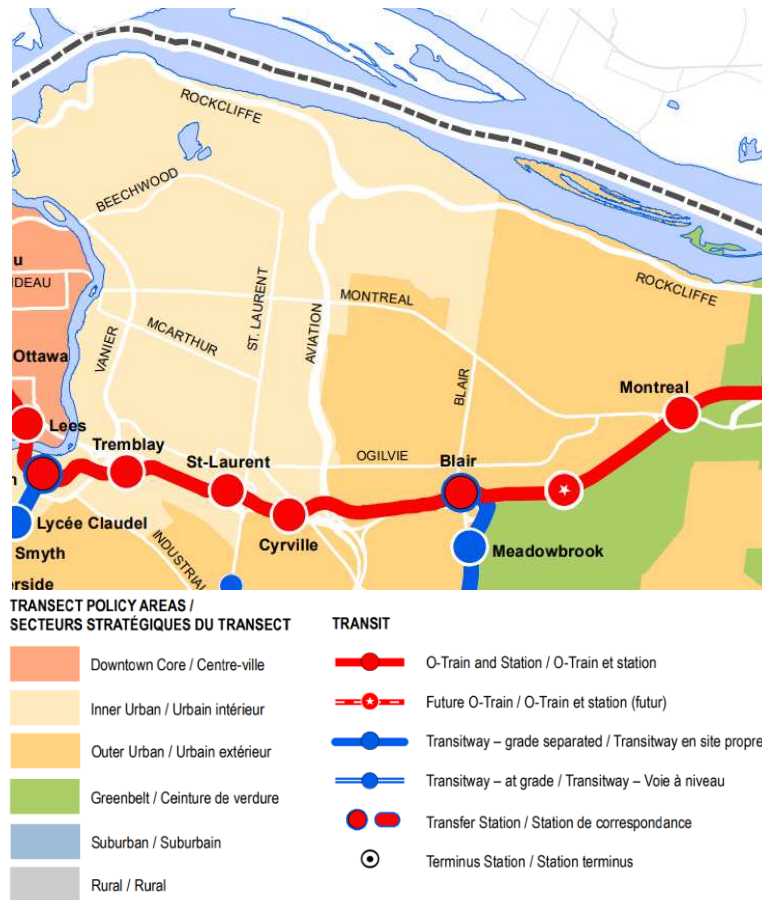
## City of Ottawa Official Plan 2022

The 2022 City of Ottawa Official (OP) was approved by the Ontario Ministry of Municipal Affairs and Housing and is the municipal document guiding land use and planning decisions within the municipality. It must be consistent with the PPS. As such, the OP not only describes the City's vision for the future and guides development but also reflects the Provincial interest. Policies contained within the Municipality's OP address: growth management, land use designations, housing, urban design, cultural heritage resources, health and safety, energy and environmental design, among other matters.

## Land Use Designation

The Site is identified as part of the Outer Urban Area in Schedule A of the Official Plan and is designated as Neighbourhood within Schedule B3 of the Official Plan, as shown below.

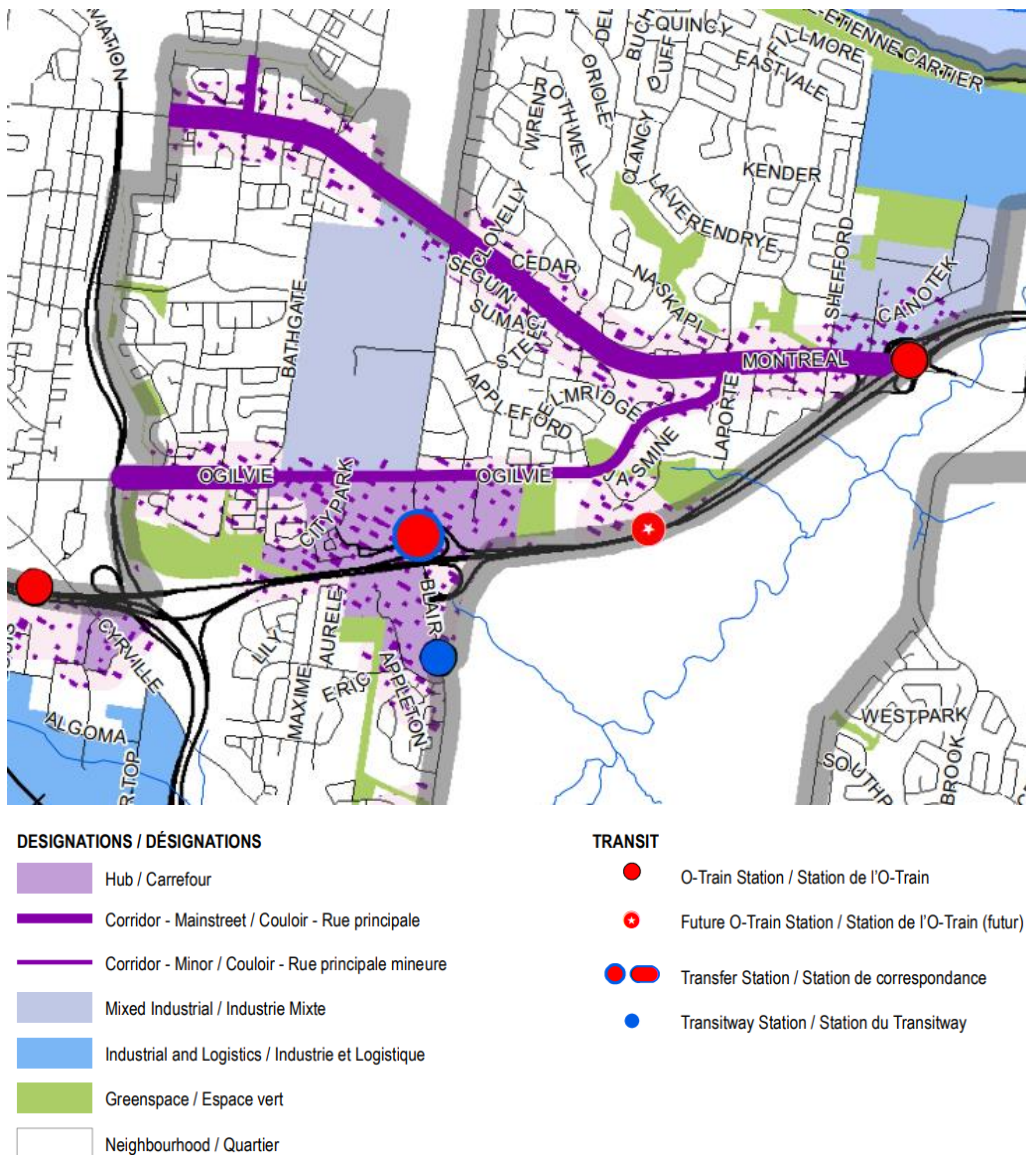
Figure 32. Excerpt from City of Ottawa Official Plan Schedule A



Source: The City of Ottawa; 2022



Figure 33. Excerpt from City of Ottawa Official Plan Schedule B3



Source: *The City of Ottawa; 2022*

The Neighbourhood designation permits a mix of building forms and densities, although the Official Plan specifies that building heights in these areas should be Low-rise except where zoning or secondary plans state otherwise, or in areas already characterized by taller building forms. Furthermore, Neighbourhoods will allow a range of built form to support provision of ‘missing-middle’ housing and provision of services which encourage creation of ‘15-minute neighbourhoods.’

The proposed development conforms to the Neighbourhood land use designation policies set out in Section 6.3 of the Official Plan, including:

**2040 Arrowsmith Drive, Ottawa**

- 6.3.1.2 The proposed development is a residential infill project which is consistent with the existing surrounding built form, characterized by primarily Mid- and High-Rise residential buildings.
- 6.3.1.3(a) As the proposed 6-storey rental apartment building is within an area already characterized by taller buildings, the development proposal will be evaluated through a Zoning By-law Amendment without the need for an Official Plan Amendment.
- 6.3.1.4(b) and (d) The proposed Mid-rise building is a form of ‘missing middle housing’ in the City of Ottawa, the provision of which, coordinated with a new home for the Gloucester Emergency Food Cupboard (GEFC), a local food bank, furthers the development of a 15-minute neighbourhood.
- 6.3.1.5 The proposed development is in close proximity to a planned LRT rapid-transit station.
- 6.3.2.3(b) *The proposed development is consistent with a more urban form of development appropriate for an area within the Outer Urban Transect.*
- 6.3.2.7 The proposal conforms with policies applying to the conversion of underutilized non-residential sites to residential uses. Deemed to be underutilized by the City of Ottawa, the site will see the redevelopment of the existing GEFC building into a 6-storey affordable rental housing with a non-residential component for the future use of the GEFC to support local residents and contribute to the creation of a 15-minute neighbourhood.

### **Outer Urban Transect**

- 5.3.1.1 The proposed development is designated within an Evolving Neighbourhood overlay which recognizes the changing nature of this area, and its gradual transformation into a 15-minute neighbourhood typified by a greater proportion of mid- and high-rise buildings near transit, and the integration of multiple uses. Through the integration of the proposed residential and institutional uses (affordable rental housing and the GEFC), and its proximity to transit in a mid-rise built form within walking distance of a future LRT station, the proposed development conforms with the Official Plan.
- 5.3.1.3(a) Due to its proximity to a future LRT station, the proposal is consistent with the objective of introducing mixed-use urban developments at strategic locations close to rapid transit stations.
- 5.3.1.4 The proposed development does not conflict with policies promoting Low-rise multi-unit dwellings near transit routes given the existing built context and the Evolving Neighbourhood Overlay applied to the site.

- 5.3.2.1 The proposed creation of a direct pedestrian and cycling connection to the future LRT station at the south end of the site supports enhanced mobility options and materially reduced active transportation trip distances.
- 5.3.4.1 Given the existing High- and Mid-rise built form context immediately surrounding the site, the proposal does not conflict with policies supporting more urban built forms, notwithstanding the guidance of Table 6.

## Growth Management

- 3.2.1 The proposal contributes directly to the City of Ottawa's target of achieving 45 percent of growth in residential units through intensification between 2022-2026.

## Mobility

- 4.1.2.6 The proposal provides direct connections to the existing network of public sidewalks via Arrowsmith Drive, as well as creating an opportunity for a new pathway to connect with a designated cycling Major Pathway, as well as the future LRT station via the south end of the site.
- 4.1.2.9 The application provides both long- and short-term bicycle parking facilities, which are secure, sheltered and usable, in areas which are safe, accessible and which provide convenient access to the building.
- 4.1.4.1 The proposal includes Transportation Demand Management measures to incentivize sustainable transportation and decrease reliance on private automobile use by future residents of the building, as well as GEFC staff.
- 4.1.4.2.(b) The attached application includes proposed reduced minimum parking requirements for residents of the proposed affordable seniors rental apartment building, consistent with Official Plan policies permitting these reductions for development within a 600 metre radius of a planned rapid transit station.
- 4.1.4.11 The proposed surface parking lot design minimizes the number and width of vehicle entrances so as to avoid disruption of pedestrian movement and includes provision of electric vehicle charging infrastructure.

## Housing

- 4.2.1.1(a) and (c) As an affordable rental apartment building comprised of 1-bedroom and accessible 1-bedroom units in an area typified by market ownership and rental units with predominantly larger unit sizes, the proposed development will contribute to a greater diversity in unit sizes, tenure, and price options within the surrounding neighbourhood.

- 4.2.2.4 With 50 deeply affordable rental units proposed, this application contributes to the City’s target of 20 percent of all new residential units being affordable, in accordance with the 10-Year Housing and Homelessness Plan.
- 4.2.3.2 As a proposal submitted by a non-profit housing provider, the proposed site-specific Zoning By-law Amendment specified in and attached to this report, the proposal at 2040 Arrowsmith Drive qualifies for City support.

## Urban Design

- 4.6.4.2 The proposed development includes energy-efficient design which exceeds the 2017 National Energy Code by at least 25%. This will be achieved through technologies and building methods, including a combination of: LED lights throughout, high efficiency heating and cooling systems, high performing windows, and a thicker exterior building envelope with particular attention given to air tightness.
- 4.6.5.3 The proposed site plan demonstrates a site design which screens servicing, loading areas and mechanical equipment from the public realm, accommodating space for trees, and screening surface parking with grading and new plantings.
- 4.6.5.4 The proposed building design emphasizes universal accessibility and exceeds requirements with 20 percent of units being fully accessible for residents and visitors, and all units being considered ‘visitable’ by those with accessibility challenges.
- 4.6.6.1 The proposed 6-storey building design, including its height and massing, effectively minimizes the impacts on neighbouring properties through a transition from the High-rise condominium apartments to the north and east, the Low-rise townhouse dwellings to the west, and the Low- and Mid-rise apartments to the south. This step-down in height is shown in Section 6.0 of this report, as well as the attached Design Brief.
- 4.6.6.4 The proposed design of amenity areas meets the intent of the Official Plan policies on urban design encouraging these areas to be multi-functional spaces with access to natural light.
- 4.6.6.7 Designed as a Mid-rise building the proposed 6-storey affordable rental apartment building provides an active frontage along Arrowsmith Drive through the location of the proposed GEFC spaces along the west and north sides of the building, and provides sufficient setbacks and stepbacks to enable landscape and tree planting space. The height of the building, at approximately 23 metres is also generally proportional to the width of the right-of-way on Arrowsmith Drive.



## Drinking Water, Wastewater and Stormwater Infrastructure

- 4.7.1 The proposed development does not exceed the capacity of the existing infrastructure system and addresses the impacts of additional runoff through site-specific stormwater management, including the inclusion of a new green roof on a portion of the development.

## Natural Heritage, Greenspace and the Urban Forest

- 4.8.2 The proposed development will require clearing of several existing mature trees from the site to facilitate construction of the proposed affordable rental apartment building but will replace these trees with new plantings which will contribute to an increase in the urban forest canopy.
- 4.8.3.2 As Appleford Park is approximately 250m to the northwest of the site, and Trilium Park is less than 150m to the southwest of the site, future residents of 2040 Arrowsmith Drive will have excellent access to public green spaces for passive or active recreation activities.

## City of Ottawa Zoning By-Law 2008-250

City of Ottawa Zoning By-law 2008-250 is the regulation implementing the Official Plan. The Zoning By-Law restricts development through permitted uses and performance standards by controlling built-form and land use. It is much more specific and complex than the Official Plan land use designations from which it receives direction.

### Current Zoning Classification

As Figure 32 shows, the site is currently zoned Institutional I1E which permits the existing Gloucester Emergency Food Cupboard use, as a 'community centre' use as defined under City of Ottawa Zoning By-Law 2008-250.

Figure 34. Excerpt from GeoOttawa Interactive Zoning Mapping



Source: The City of Ottawa; 2023, Esri; 2023

The current Institutional I1E zoning does not support the proposed residential uses on the site. A pre-application consultation meeting with City of Ottawa Staff in February, 2022 confirmed the need for Zoning By-Law Amendment to accommodate residential uses. Staff suggested one of the Residential Fifth Density (R5) subzones with site-specific exceptions to permit the continued operation of the Gloucester Emergency Food Cupboard (GEFC) on the site, as well as relief from specific performance standards and minimum parking requirements.

### **General Provisions**

The proposal complies with the General Provisions of Zoning By-law 2008-250. The lot frontage of 2040 Arrowsmith Drive exceeds the required minimum 3.0 metre frontage on a public street required under Section 59 of the By-law. Likewise, a Functional Servicing Report completed in 2022 confirmed adequate

municipal services for the redevelopment of the property, as required under Section 56 of the By-law. The proposal does not conflict with the other General Provisions of the By-law.

### **Specific Use Provisions**

With the proposed relocation of the existing community garden, managed by the GEFC, to the southeast edge of the site, the proposal is subject to Section 82 of the By-law, subsection (1)(a) of which mandates that the “cultivation of plants for consumption may only be undertaken on lands having soils suitable for food production.” The Phase I and II Environmental Site Assessments undertaken by Dillon Consulting Limited did not find topsoil contamination which would preclude the cultivation of plants for consumption in the community garden on-site.

### **Parking, Queuing and Loading Provisions**

The proposed parking supply for the Site will comply with Section 100 subsection (1)(a) of the Zoning By-law, which requires that parking spaces must be set aside for and used exclusively for that purpose. Specifically, the parking requirements for the GEFC will be physically separated from the proposed residential parking supply, and will have signage indicating their reserved use for GEFC clients and staff. In addition, the proposal complies with Section 100, subsection (4), which requires that all parking and loading spaces must be accessible directly via a driveway or private way or aisle leading directly to a driveway, or public lane from a public street.

The proposed parking supply for the Site will not comply in full with the minimum parking space rates identified in the By-law. Notwithstanding Section 101, Table 101, the proposed mid-rise apartment building, which would be zoned R5AA, for which Additional Zoning Provision 34 in Table 164B would apply. As such, the resident parking requirement would be 1 space per dwelling unit for the first 4 storeys and 0.75 spaces per dwelling unit for additional storeys beyond 4 storeys. With no residential units on the ground floor of the proposed apartment building and 5 residential floors with 10 units each above, the required minimum parking space rate would be 55 parking spaces. As the proposed development would have a resident parking space supply of 44 spaces or 0.88 parking spaces per unit, the proposal would not comply with the By-law. The proposed reduction in resident parking space requirements would be consistent with the anticipated level of demand from low-income seniors and adults experiencing disabilities who would be the target demographic of the proposed affordable rental apartment building.

The proposed residential visitor parking supply complies with Section 101 Table 102 of the By-law. The proposed 10 visitor parking spaces is consistent with the required 0.2 parking spaces per dwelling unit in a mid-rise apartment, calculated for 50 residential dwelling units.

The non-residential component of the proposed development, containing the expanded GEFC operations on the ground floor of the new building, are expected to comply with the minimum parking space rates in Section 101, Table 101. Although though the GEFC operation has been classified as a Community Centre under the Zoning By-law, its parking demand does not completely align with the requirements envisioned by the By-law. As such, the proposal calculated the parking requirements for the GEFC by dividing the Gross Floor Area (GFA) of the GEFC space into 2 separate uses – 120 square metres of office space for the food bank operations of the GEFC, and 123 square metres of assembly space for the community programming element of GEFC operations. By using the required minimum rates for the office and assembly space uses in Table 101 (Rows N59 and N65, respectively) a minimum requirement of 15 parking spaces was calculated for the GEFC. With 17 parking spaces proposed to be allocated to the GEFC, the proposal complies with the By-law.

All parking spaces provided in the proposal are consistent with the minimum parking space dimensions of Section 106 of the By-law.

The proposed aisle and driveways provided for the surface parking lot has a width of 6.7 metres, consistent with Section 107, Table 107 of the By-law.

The proposed location of parking spaces on the Site do not comply with Section 109 of the By-law, as despite the inability to locate the required parking on the lot in conformity with the provisions of the by-law (subsection (5)(a)), there is more than one parking space proposed within the required front and corner side yards of the Site. A site-specific exemption will be required.

7 accessible parking spaces are provided on the site, including 3 Type A spaces, and 4 Type B spaces. 1 of the proposed accessible parking spaces will serve GEFC staff and clients, with the remaining 6 spaces serving the affordable rental apartments. All parking spaces meet the AODA required accessible parking space dimensions.

The proposed landscape buffer for the parking lot on the southern section of the Site complies with requirements of Table 110 in Section 110 of the By-law that the landscaped buffer for a parking lot containing more than 10 but fewer than 100 spaces be at least 3 metres where it abuts a street, or at least 1.5 metres where it does not abut a street.

The proposed development will have a total of 30 bicycle parking spaces, with 14 located indoors, within a dedicated bicycle storage room, and the remaining 16 spaces located outdoors within the landscaped area surrounding the proposed building. This is consistent with the required minimum bicycle parking space rates in Table 111A of Section 111 of the By-law. All bicycle parking spaces are consistent with the minimum dimensions identified in Table 111B in the By-law. As only 14 of 30 proposed bicycle parking spaces are located indoors, the



proposal does not comply with subsection (7) of Section 111 of the By-law, which requires that a maximum of 50 percent or 15 spaces, whichever is greater, be located in a landscaped area. A site-specific exception will be required.

Despite their being no dedicated loading spaces for the proposed development, the proposal does not conflict with Section 113 of the By-law. Per Table 113A, no loading spaces are required for residential uses, and given the proposed non-residential GFA on the site, no loading spaces are required for the GEFC use.

## **Residential Provisions**

The proposal does not conflict with Section 130 of Zoning By-law 2008-250, which requires that where a non-residential use is permitted in a residential zone, the non-residential use must comply with the regulations applying to the highest-density residential use permitted in that zone.

Section 137 of the By-law regulates the provision of Amenity Areas for residential uses. For mid-rise apartment buildings, the Table 137 specifies a minimum of 6 square metres per dwelling unit. The total 399 square metres of amenity area proposed for the development exceeds the minimum 300 square metres required for the 50 residential units in the affordable rental apartment building. The 274 square metre proposed community garden located on the southern section of the Site will satisfy the requirement that a minimum of 50 percent of the required total amenity area be located in a communal amenity area. The other amenity areas provided in the proposal (a 64 square metre indoor common room and a 61 square metre exterior patio) exceed the By-law requirement that at least one aggregated amenity area exceed 54 square metres in size.

## **Residential Zones**

The proposed development at 2040 Arrowsmith Drive is proposed to be rezoned to Residential Fifth Density, subzone AA (R5AA). The proposal complies with requirements for development on lands zoned R5AA as specified in Table 164A of Zoning By-law 2008-250. Specifically, the proposed mid-rise apartment building complies with the permitted principal dwelling types in Column IV and does not contain prohibited uses in Column II of the Table. The lot at 2040 Arrowsmith Drive does not conflict with the requirement for a minimum lot width of 22.5 metres or a minimum lot area of 675 square metres in columns V and VI. The proposed building height of 6 storeys complies with the maximum permitted height identified in Column VII of the Table. The minimum setbacks for the proposed apartment building meet or exceed the minimum required setbacks in columns VIII-XI of the Table. Additional Zoning Provision 34 in Table 164B also applies to the site, and provides an alternative minimum parking space rate for apartment buildings on properties zoned R5AA, with resident parking to be provided at a minimum of 1 space per dwelling unit for the first 4 storeys and 0.75 spaces per unit for any additional storeys over 4 storeys.

## Proposed Changes to Zoning

The current Institutional of the Site is incompatible with the proposed development of seniors' affordable rental apartments. Therefore, a Zoning By-law Amendment (ZBA) will be required to permit the proposed development and in a way consistent with the vision of the Official Plan and PPS. This submission proposes to amend Zoning By-law 2008-250 by changing the current zoning of the Site at 2040 Arrowsmith Drive from Institutional (I1E) Residential Fifth Density (R5AA) with Site-specific exceptions, allowing the development of the proposed seniors affordable rental apartment building with Gloucester Emergency Food Cupboard (GEFC) operations on the ground floor.

For the proposal to comply with the regulations and provisions of Zoning By-law 2008-250, site-specific zoning exceptions would be necessary. Specifically, the following exceptions would be required:

- **Permit Community Centre Use on the Site.** Notwithstanding the permitted uses in a Residential Fifth Density zone, subzone AA, Community Centre uses are permitted on the ground floor of the site to facilitate continued operation of the GEFC, a longstanding local food bank serving the community as well as future residents of the affordable rental apartment building proposed for the site.
- **Reduce Minimum Parking Space Rate for Community Centre Use Permitted on the Site.** Notwithstanding the minimum required parking space rate for a Community Centre use specified in row N24, Column IV of Table 101 (4 spaces per 100 square metres of gross floor area), the Community Centre Use (GEFC operations) proposed to continue on the site shall be required to maintain a minimum of 15 parking spaces for clients and staff, calculated based on the proposed programming for the space, at a rate of 2.4 spaces per 100 square metres for the office use and 123 spaces per 100 square metres for the assembly space proposed.
- **Reduce the required resident parking space rate in an Apartment Building Zoned R5AA from 1 space per unit on floors 1-4 and 0.75 spaces per unit on floors 5 and above to 0.88 parking spaces per unit.** Notwithstanding the alternative parking space rate for Apartment Buildings identified in Additional Zoning Provision 34 of Table 164B of the Zoning By-law, permit 0.88 resident parking spaces per unit. The proposed 44 parking spaces are sufficient to satisfy an expected level of demand for seniors affordable rental apartments.
- **Permit the location of required parking spaces within the required minimum front and corner side yards.** Notwithstanding Section 109, more than 1 parking space is required to be located within the required

minimum front and corner side yards in order to achieve the minimum parking space rate for the GEFC community centre use proposed to continue on the site. This will also enable enhanced accessibility and convenience for clients and staff of the GEFC. Due to an irregular site shape and limited site area, these parking spaces cannot otherwise be accommodated within the site.

- **Permit the location of 16 Bicycle Parking Spaces within a Landscaped Area.** Whereas Section 111, subsection (7) of the Zoning By-law permits a maximum of either 15 parking spaces or 50% of the required bicycle parking be permitted outside, in a landscaped area on the site, the proposed development would locate 16 bicycle parking spaces within the exterior landscaped area.

By amending Zoning By-Law 2008-250 as described above, the proposal to construct a new 6-storey affordable rental apartment building for Indigenous seniors will comply with regulations.

## Other Applicable Policies, Standards and Guidelines

### [City of Ottawa 10-Year Housing and Homelessness Plan 2020-2030](#)

Ottawa's 10-Year Housing & Homelessness Action Plan was adopted in 2020 to guide the City of Ottawa's decision-making on how to address affordable housing and homelessness issues.

The proposed development would create 50 affordable rental units for Indigenous seniors, 10 of which would be fully accessible. The project contributes to the City's goal of developing 575 to 800 new affordable rental units annually.

It improves equity which is closely associated with housing insecurity and homelessness as seniors experience decreased incomes and greater incidence of experiencing disability.

## 10.0 Planning Analysis

### Change and Intensification of Land Use

In its current condition, with the existing temporary structure from which the Gloucester Emergency Food Cupboard (GEFC) operates, the Site does not realize the potential of its highest and best use. The size, location and irregular shape of the site do not lend themselves towards intensification of institutional uses on the site and the current Institutional I1E zoning does not permit other, complementary uses.

When considered from the perspective of residential infill development however, located within the City of Ottawa's urban and built-up area boundaries, the Site represents an excellent opportunity for the development of affordable rental apartment units. The Site's proximity to Jasmine Crescent provides future residents with transit access to Blair and Ogilvie Roads. The Site is also located adjacent to a future LRT station, which will provide fast, easy and convenient access to Downtown and the rest of the City when built.

The intensification of the Site will replace an ageing temporary structure with a new 6-storey affordable rental apartment building which will complement and provide a transition between existing developments of differing heights and densities which surround the site. It is desirable as it would bring an in-demand use into the area (affordable rental housing for Indigenous seniors and adults experiencing disabilities) while retaining providing a new, enlarged space for the continued operations of the Gloucester Emergency Food Cupboard. The proposal helps address a housing shortage at the local, regional, and provincial levels by focusing on affordable housing and will help satisfy a sorely missing gap in the City Ottawa's housing continuum. The introduction of additional residential uses onto the Site is consistent with existing land use patterns in the area.

### Market Analysis

Housing market conditions in the Beacon Hill Sub-area and City of Ottawa strongly support the intensification of the site and creation of affordable rental apartments for Indigenous seniors and adults experiencing disabilities. The local vacancy rate is extremely low and rental stock has growing slowly. With an ageing, rapidly-growing population in the City of Ottawa, the proposed 50 affordable (including 10 fully-accessible) units will help accommodate the need of Indigenous seniors. The City of Ottawa's City of Ottawa 10-Year Housing and Homelessness Plan 2020-2030 recognizes the high importance of focusing on the housing needs of seniors, and Indigenous households, both of whom are at an elevated risk of marginalization in the current housing market. Building 50 new affordable rental apartments for Indigenous seniors will advance the priorities



outlined in the City of Ottawa's City of Ottawa 10-Year Housing and Homelessness Plan.

## Physical Constraints

The principal physical constraint to development is the soft subsurface clay soils underlying the site. Construction of the slab-on-grade structure will require raft footing foundations to support the weight of a conventionally-built 6-storey apartment building.

## Environmental Considerations

The principal environmental consideration for development are existing trees located within the area proposed for development on the Site. Mature private trees will be retained and protected from the impacts of construction wherever possible. Where in-situ protection is not be possible in order to accommodate the proposed building footprint or a new retaining wall on the east edge of the Site, the landscape design team have proposed suitable replacement trees to be replanted across the Site.

## Infrastructure and Facilities

The Site is well served by municipal water and wastewater infrastructure. The infrastructure has been confirmed to have the capacity to absorb the extra volumes from a development proposal of this size without materially impacting the quality of service for existing users or requiring infrastructure upgrades. Using existing system capacity is cost-effective for both the City of Ottawa and Wigwamen and represents good planning. However, the site does not currently have stormwater service connecting it to municipal stormwater mains. As a result a new stormwater service connecting the proposed development with existing municipal stormwater mains beneath Jasmine Crescent will need to be built. The Site is near community service facilities, including a public library, arena, pool, and several public parks.

## Transportation and Parking

The Site is located on Arrowsmith Drive, an approximately 80-metre public road that connects the Site to Jasmine Crescent. Jasmine Crescent in turn provides direct connections to the wider transportation network, including arterial corridors such as Blair Road and Ogilvie Road. OC Transpo provides regular bus service along Jasmine Crescent and Ogilvie Road, giving future residents access to nearby amenities and services, including the Gloucester Centre, and important local mall. A future LRT station is planned immediately south of the site, providing quick and convenient access for residents to Downtown Ottawa and the wider city.

By providing a parking supply which is tailored to the proposed intensity of use for the Site rather than one-size-fits-all requirements in the in-force Zoning By-Law, the proposal is able to maximize the landscaped green space available for the enjoyment of future residents and relocate an important community garden which is operated by the GEFC.

## Proximity Analysis

The Site is conveniently located with access to nearby amenities and services, including retail strip malls, grocery stores, a library and a community centre, green space, several pharmacies, and a healthcare facility, all within walking distance. Furthermore, the Site's proximity to major arterial roads means services further afield can also be reached quickly and easily by private automobile. The Site's location allows future tenants to take care of their daily needs nearby, thereby reducing trip distances and times. This would be a desirable location for future residents to move to.

## Local Context

The Site is located within the Beacon Hill neighbourhood in the community of Gloucester, an area typified by older residential development and a mix of densities. The Site's immediate surroundings include 14-storey residential condominium apartments to the east, 3.5 storey townhouses to the west, and 4-storey residential apartments to the south. The introduction of a six-storey affordable rental apartment building with 50 units is consistent with the surrounding context and will complement the primarily ownership-tenure housing stock in the area. The proposal will foster a diverse community by providing opportunities for Indigenous seniors with lower incomes, and adults experiencing disabilities. The Official Plan recognizes that the local context is an area undergoing transition and the proposal is appropriate with urban design goals for mid-rise development. The proposed development would be an appropriate and desirable addition to the local context.

## 11.0 Community Engagement Plan

Communication will be an important focus during the development process for Wigwamen in order to ensure that neighbour and community issues are identified and addressed. Toward that end, a community engagement plan has been prepared.

### Phase 1: Pre-Submission

The pre-submission phase is a very critical time in the community consultation process. In an effort to establish trust and garner community support for the proposed project, Wigwamen and its consultants engaged in the following activities:

**Gloucester Emergency Food Cupboard (GEFC) Consultation:** GEFC staff have been heavily involved with the design of the site and the future GEFC space within the proposed building, with key consideration for the needs of staff and client with respect to the efficient and inclusive operation of the organization.

**March of Dimes Canada (MODC) Consultation:** MODC staff have been heavily involved with the design of support spaces intended for adults experiencing disabilities, who will be supported by MODC in the proposed building.

### Phase 2: Post Development Application

After the submission of the development application, Wigwamen will undertake the following activities:

**Community Open House:** Wigwamen will take the step of proactively informing GEFC clients and staff, neighbours and community members of the proposed development through a Community Meeting with an Open House format. Invitations to the event will be shared by the GEFC and through the local municipal councillor's office. Wigwamen will invite members of City Staff from various departments including Housing Services and Planning to attend the Open House. Printed boards showing the proposed Site Plan and colour renderings of the proposed development in its neighbourhood context allowed attendees to gain a better understanding of potential impacts of the proposal, and ask questions of the design in a more intimate format. Questions from the public will be recorded and may be used to inform further design development of resubmissions of the Zoning By-Law Amendment and Site Plan applications.

**Public Meeting:** Wigwamen and its consultants will attend the statutory public meeting on the development application to answer questions and address concerns from the public prior to a decision by Council on the proposal.

**Dedicated Feedback Email Address:** Wigwamen will share an email address for residents to give feedback on the proposed project prior to and during

construction. This feedback will allow Wigwamen and its consultant team to be informed of the views of the public throughout the project.

### Phase 3: Construction

During construction, it will be important to continue to have good relations with the community. Throughout the construction period, Wigwamen and GEFC will provide periodic updates to neighbours and interested members of the public as to how construction is proceeding, as well as as-needed communications where things like construction staging might impact noise or parking. This will be provided through email or printed notices and other means of communication by the Wigwamen to GEFC staff and clients, as well as community members who have signed up for updates.

### Phase 4: Post Opening

The community will be further engaged upon opening and occupancy of the building. After tenants have moved into the building, Wigwamen and GEFC plans to host a grand opening event to both celebrate the project completion and create another opportunity to engage with the local stakeholders.



## 12.0 Summary and Conclusions

Having given fair and full consideration to the factors outlined in this report, it is our professional opinion that the proposed development at 2040 Arrowsmith Drive represents 'good planning.' The Provincial and municipal planning framework is supportive of intensification and infill residential development on the Site, and the proposal is able to maximize efficient and effective use of existing infrastructure, the local transportation network, nearby services and community facilities.

Furthermore, the proposal adds much-needed new affordable, rental, accessible, Indigenous and seniors' housing options to the City of Ottawa, which is supported by both Provincial and Municipal policy, as well as demographics and current residential real estate market dynamics. The proposed height and massing are compatible with the surrounding context.

Overall, the proposed development will contribute to use of public transit, support nearby retail and businesses, and support the creation of a complete and age-friendly community in the Beacon Hill neighbourhood, Gloucester, and the City of Ottawa. Our professional recommendation is that the proposed Zoning By-law Amendment is appropriate and desirable from a planning perspective and should be approved.