

Subject: Zoning By-law Amendment – 375 Famille-Laporte Avenue

File Number: ACS2023-PRE-PS-0040

Report to Planning and Housing Committee on 5 April 2023

and Council 12 April 2023

**Submitted on March 23, 2023 by Derrick Moodie, Director, Planning Services,
Planning, Real Estate and Economic Development**

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Ward: Orléans East-Cumberland (1)

Objet : Modification du règlement de zonage – 375, avenue Famille-Laporte

Dossier : ACS2023-PRE-PS-0040

Rapport au Comité de l'urbanisme et du logement le 5 avril 2023

et au Conseil le 12 avril 2023

**Soumis le 23 mars 2023 par Derrick Moodie, Directeur, Services de la
planification, Direction générale de la planification, des biens immobiliers et du
développement économique**

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REPORT RECOMMENDATION(S)

1. That Planning and Housing Committee recommend Council approve an amendment to Zoning By-law 2008-250 at 375 Famille-Laporte Avenue, from RI5 [389r] to I1B H(15.5) as shown in Document 1, to permit for a residential care facility and future retirement home, as detailed in Document 2.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the Planning Act 'Explanation Requirements' at the City Council Meeting of April 12, 2023," subject to submissions received between the publication of this report and the time of Council's decision.

RECOMMANDATION(S) DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil d'approuver une modification au Règlement de zonage 2008-250 pour le 375, avenue Famille-Laporte, passant de RI5 [389r] à I1B H(15.5) comme indiqué dans le Document 1, afin de permettre l'aménagement d'un établissement de soins pour bénéficiaires internes et d'une future maison de retraite, comme décrit dans le Document 2.
2. Que le Comité de l'urbanisme approuve que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffier municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes de la *Loi sur l'aménagement du territoire* à la réunion du Conseil municipal prévue le 12 avril 2023 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

BACKGROUND

Site location

375 Famille-Laporte Avenue (1161 Old Montréal Road when the application was submitted).

Description of site and surroundings

The subject lands are located on the east side of Famille-Laporte Avenue, just north of Old Montréal Road, within the developing community of Cardinal Creek Village. The site is about 2 hectares in size, and has 250 metres of frontage on Famille-Laporte Avenue and a lot depth of approximately 90 metres. Surrounding lands are primarily residential. Immediately adjacent to the north and east are residential townhouses fronting to Mishawashkode Street and Cartographe Street, to the south are detached dwellings on large lots, and to the west is a mix of residential lands and the Capital City Church.

Summary of proposed development

The development application proposes to amend the City's Zoning By-law to permit for both a residential care facility and a retirement home use. An application for Site Plan Control Approval has been received for the residential care facility, which will be located on the southern half of the property. A separate Site Plan Control application will be required when the retirement home is proposed to be constructed.

The proposed residential care facility is four-storeys and about 15 metres tall, with 12,600 square metres of gross floor area (GFA). The facility will provide 224 long-term care beds, amenity areas, and an internal landscaped courtyard area for residents. The building will provide 117 vehicular parking spaces, including 5 accessible spaces, and 56 bicycle parking spaces. Two vehicular access points are proposed from Famille-Laporte Avenue, providing access to the main entrance and through the site.

Important to note is that completion of the residential care facility (long-term care home) is subject to provincial funding, with funding deadlines in summer of 2023. Given the need for long-term care beds in Ottawa, staff are processing the files with priority, to ensure funding targets are met.

Summary of requested Zoning By-law amendment

The subject property is currently zoned Rural Institutional Subzone 5, RI5 [389r]. The site's existing rural zoning does not reflect the fact that this area is now within the City's

Urban Boundary. Additionally, permitted uses in the R15 zone are limited, and include just: cemetery, day care, place of worship, and school. Therefore, the Zoning By-law Amendment application proposes to rezone the lands to Minor Institutional Subzone B, I1B H(15.5), to permit for a full range of institutional uses, including a residential care facility and future retirement home, with a maximum height of 15.5 metres (four-storey building is proposed).

The proposed development does not request any site-specific changes to the I1B zoning and will comply with all requirements, including setbacks and landscaped area. The applicant is exceeding the amount of required parking (providing 117 spaces, where 56 are required), and the surface parking areas create a large setback from the existing homes to the future buildings. The amount of amenity area, both indoor and outdoor, exceeds the by-law requirement as well.

DISCUSSION

Official Plan designation

The subject lands are designated Neighbourhood area in the Official Plan and are within the Suburban (East) Transect.

The Official Plan is the guiding document for the growth and development of the City of Ottawa. The Official Plan describes the overarching planning goals for the City in Section 2, Strategic Directions, by establishing five “Big Policy Moves”. Big Policy Move 1 is to “Achieve... more growth by intensification than by greenfield development.”, and Big Policy Move 4 is to “Embed environmental, climate and health resiliency and energy into the framework of our planning policies.” Further, subsection 2.2 describes the broad policy context for several cross-cutting issues, of which 2.2.1 intensification and diversifying housing options, and 2.2.4 healthy and inclusive communities are particularly relevant to the current proposal. 2.2.4 specifically states that a primary goal of the Official Plan is to “build accessible, inclusive communities, and design for all ages, including... older adults”, and that healthy inclusive communities “support aging-in-place” and “provide housing across the city for a range of ages”.

Section 4 provides more specific city-wide policies that build on the directions from Section 2. Section 4.2 contains housing policies, and subsections 4.2.1 and 4.2.3 specifically describe how the City shall diversify housing supply, and enable housing options for groups using non-traditional dwelling units, which include retirement homes and residential care facilities. Specifically, 4.2.3 states that “for individuals [who] may not constitute nor form part of a household and may rely on long-term housing other

than the traditional dwelling unit... The City shall enable the provision of housing options for such individuals through the implementing Zoning By-law.”

Section 5 provides policies for each of the transects in the City, which includes 5.4, the Suburban transect. 5.4.1 describes the expectations for built form and site design, 5.4.4 gives direction for new development, that “contribute to the evolution toward 15-minute neighbourhoods” and 5.4.5 describes the direction for neighbourhoods specifically to “allow and support a wide variety of housing types”.

Section 6.3 also provides policy for neighbourhoods, describing built form and design direction, and how they should achieve the goals of 15-minute neighbourhoods. 6.3.1(4) states that “approvals under the Planning Act shall allow a range of residential... built forms within the neighbourhood designation” including “institutional functions” under 6.3.1(4)(e).

Other applicable policies and guidelines

The Cardinal Creek Village Concept Plan provides a more detailed plan for future development in Cardinal Creek that builds on the policies of the Official Plan. The subject lands are designated Existing Residential in the concept plan. Section 3 describes different permitted land uses, and 3.4 provides land uses that are permitted in all residential areas, which includes retirement homes and care facilities. Section 4 provides for design guidelines, which, with the Urban Design policies in the Official Plan, describe how new development should be designed and laid out.

Planning Rationale

It is staff’s opinion that the proposed Zoning By-law is consistent with the Official Plan. The proposed Zoning is consistent with relevant Big Policy moves that aim to achieve a diversity of housing options, aging-in-place, and growth by intensification. The proposed rezoning is consistent with Section 4.2 – Housing Policies, of the Official Plan, and will enable the provision of non-traditional dwelling units for older individuals and those who are not part of a typical household unit who need supervised or supportive in-house care as part of a residential care facility. The rezoning is also consistent with Section 5.4 – Suburban Transect, and Section 6.3 – Neighbourhood policies relating to the design of the proposed built form, integration into the existing community, provision of additional housing diversity, and contribution to the creation of 15-minute neighbourhoods.

Additionally, since the current zoning is RI5 [389r] - Rural Institutional, a rezoning to an

urban institutional zone, **I1B**, in-effect represents a continuation of the historic planned institutional context for the area. While the current Rural Institutional zone doesn't permit for a retirement home or residential care facility, it is staff's opinion as demonstrated through policy that these uses should be integrated into neighbourhood areas where appropriate. These additional uses will provide an increased variety of housing options for people of different age groups and needs.

It is staff's opinion that the proposed Zoning By-law Amendment is also consistent with the Cardinal Creek Village Concept Plan (CDP). The care facility and retirement home are both uses that are permitted in all residential categories in the CDP, and both uses support CDP policy that aims to achieve a variety of housing options in a community predominantly characterized by low-rise residential forms. The design assessed through the accompanying Site Plan Control application has regard for Urban Design policies in Section 4 of the CDP by providing for a street-oriented form, sufficiently setback from existing surrounding residential uses to provide for compatibility.

Serviceability

City Engineering staff have reviewed the plan and have confirmed that the site can be adequately serviced by municipal services and has sufficient sanitary, water, and storm capacity. Engineering has agreed the Zoning By-law Amendment may proceed. Detailed Engineering criteria will be finalised through the Site Plan Control application.

Provincial Policy Statement

Staff have reviewed this proposal and have determined that it is consistent with the 2020 Provincial Policy Statement.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

LEGAL IMPLICATIONS

There are no legal implications associated with implementing the recommendations contained within this report.

COMMENTS BY THE WARD COUNCILLOR(S)

I am aware of the application related to this report and have no concerns. Although I was not the ward councillor for this area when the application was submitted, I'm happy to hear that the applicants made changes to their original submission to address

concerns raised by the community, most pertinently with respect to building height. I'm pleased to see that this site will include both a long-term care facility and a retirement home, which provides a good option for seniors who require this type of housing, but who want to remain in their community, close to family, friends, and familiar amenities.

CONSULTATION

Notification and public consultation for this Zoning By-law amendment were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council. In total, at the time of reporting, 20 residents provided comments and their contact information to the City within the public circulation period.

While a few individuals wrote in opposition, many individuals who provided comment did not oppose the development, but instead had questions and concerns that staff have provided responses to in Document 3.

ACCESSIBILITY IMPACTS

The proposed Zoning By-law Amendment will improve accessibility by allowing for the retirement home and long-term care facility land uses in Cardinal Creek Village. These will enable seniors and individuals who need supervised or supportive in-house care to access more services within their community.

The Site Plan Control application that is currently under review is being designed with regard for the City of Ottawa's Accessibility Design Standards and shall comply with AODA legislation.

ASSET MANAGEMENT IMPLICATIONS

It has been confirmed that there is sufficient capacity in the existing water, wastewater and stormwater infrastructure systems to accommodate the proposed development. The proposal will not increase the City's inventory of assets to be managed.

ENVIRONMENTAL IMPLICATIONS

The proposed Zoning By-law Amendment will impact the environment by permitting for intensification, which will increase energy use and greenhouse gas emissions. There are no environmentally sensitive areas on-site. The Owner has stated they have a commitment to the environment and consider the use of renewable energy solutions during the design process, but nothing has been finalised to the City's knowledge.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications associated with this report.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Details of Recommended Zoning

Document 3 Consultation Details

Document 4 Site Concept and Elevations

DISPOSITION

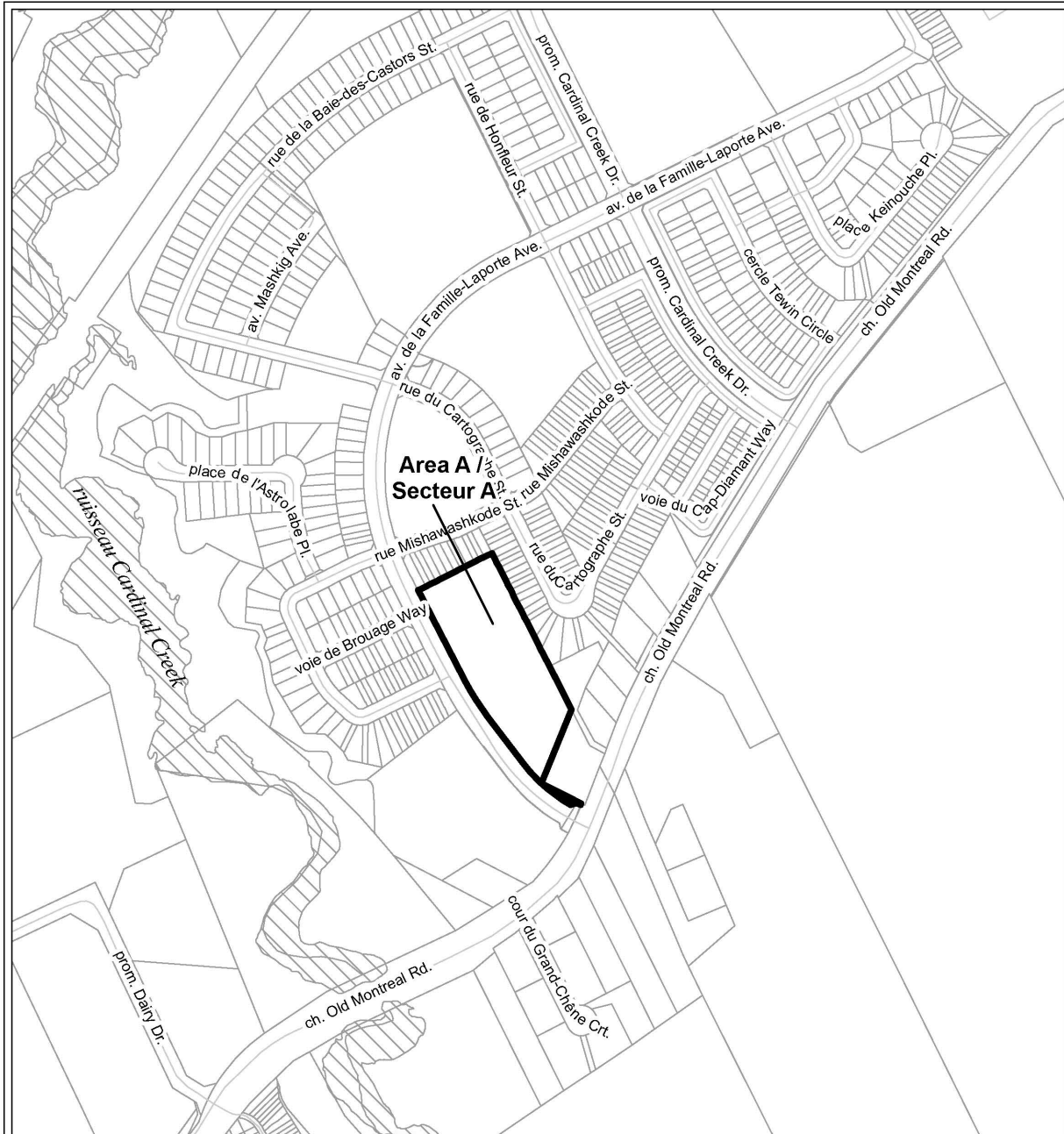
Office of the City Clerk, Council and Committee Services to notify the owner; applicant; 13-1920 Merivale Road, Ottawa, ON K2G 1E8; Krista O'Brien, Program Manager, Tax Billing & Control, Finance Services Department (Mail Code: 26-76) of City Council's decision.

Zoning and Interpretations Unit, Policy Planning Branch, Economic Development and Long Range Planning Services to prepare the implementing by-law and forward to Legal Services.

Legal Services, Innovative Client Services Department to forward the implementing by law to City Council.

Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION ZONING KEY PLAN / SCHÉMA DE ZONAGE 375 avenue Famille Laporte Avenue	
D02-02-22-0004	23-0175-X	<div style="display: flex; align-items: center;"> <div style="border: 2px solid black; width: 40px; height: 20px; margin-right: 10px;"></div> <div> <p>Area A to be rezoned from RI5[389r] to I1B H(15.5) Le zonage du secteur A sera modifié de RI5[389r] à I1B H(15.5)</p> </div> </div>	
I:\CO\2023\Zoning\Famille_Laporte_375			
<small>©Parcel data is owned by Terranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission. THIS IS NOT A PLAN OF SURVEY</small>			
<small>©Les données de parcelles appartiennent à Terranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CECI N'EST PAS UN PLAN D'ARPENTAGE</small>		<div style="display: flex; align-items: center;"> <div style="border: 1px solid black; width: 20px; height: 10px; margin-right: 5px; background: repeating-linear-gradient(45deg, transparent, transparent 2px, gray 2px, gray 4px);"></div> <div> <p>Existing Flood Plain (Section 58) / Plaine inondable (Article 58)</p> </div> </div>	
REVISION / RÉVISION - 2023 / 02 / 21		 <p style="font-size: 8px;">NOT TO SCALE</p>	

Document 2 – Details of Recommended Zoning

The proposed change to the City of Ottawa Zoning By-law No. 2008-250 for 375
Famille-Laporte Avenue:

1. Rezone the lands as shown in Document 1.

Document 3 – Consultation Details

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Zoning By-law amendments.

Public comments received are summarised as follow.

Public Comments and Responses

1. Desire for a greater amount of tree plantings and planting of mature trees along the east property line to reduce visual impact of the 4-storey building on existing residents that back onto the subject lands.
 - Staff response: The applicant has agreed to revise its site plan to provide additional trees and reduce the spacing between them to improve privacy screening. There is a row of trees and a fence along the east façade that provides visual screening.
2. Lack of information about the retirement building proposed for the north end of the site.
 - Staff response: A Site Plan Control application will come forward at a future date for the retirement home. It will be subject to the same zoning and performance standards established through this Zoning By-law Amendment.
3. Request that the height for the retirement building be the same or less than the proposed long term care facility.
 - Staff response: A maximum height of 15.5 metres will be established through this Zoning By-law Amendment and will apply to all buildings on-site.
4. Desire for green space and outdoor amenities for residents of the building.
 - Staff response: There are strict guidelines set by the Ministry of Long-term Care for long-term care homes, including a requirement for outdoor spaces to be secured. Residents of the building will have an outdoor amenity space provided as an internal courtyard, designed to Ministry requirements, and a large amount of indoor amenity as required by the Zoning By-law.
5. Concerns about grading and drainage of the site, and possible impact on adjacent properties.

- Staff response: The engineering review of the project has concluded that there are no anticipated impacts to adjacent properties. The Engineering design will be finalized with the Site Plan Control application.
6. Suggestion for building height to be capped at four storeys.
- Staff response: A maximum height of 15.5 metres will permit generally for up to four storeys.
7. Concerns about light created by the lot and spill onto neighbouring properties.
- Staff response: A Lighting Plan was submitted by the applicant, which demonstrates minimal to no light spill onto adjacent properties. A Site Lighting Certificate is a standard Site Plan Control application requirement, which guarantees that exterior site lighting is full cut-off (does not illuminate the sky), and that there is minimal light spillage onto adjacent properties. Staff will require that this be submitted with the Site Plan Control application and that lighting on-site be constructed to the described standard.
8. Concerns about noise generated by ambulances and uses on the site.
- Staff response: Noise generated by emergency vehicles is exempt from the Noise By-law and regulations.
9. Concerns about traffic and parking created by the development, including quantity of parking for the site and on-street parking.
- Staff response: An excess of parking beyond what is required in zoning for residents, facility staff and visitors, is proposed. Only 58 parking spaces are required and 117 are provided. Of those 117, five are accessible parking spaces.
10. Concerns about possible shadowing onto neighbouring properties.
- Staff response: A sun/shadow study was prepared by the applicant and demonstrated that there is minimal additional shadowing on adjacent properties, particularly during the spring/summer/autumn months.
11. Concerns about land values being negatively affected.
- Staff response: The proposed development will provide for new housing options in Cardinal Creek Village that will enable seniors and individuals who

need supervised or supportive in-house care to access more services within their community.

12. Concerns about the height of four-storeys, not being compatible with existing neighbourhood.

- Staff response: Planning Staff are of the opinion that four-storeys at a height of 15.5 metres is compatible with the surrounding neighbourhood for the reasons and planning rationale contained in this report. Additionally, there is a large setback between the proposed buildings and the existing residential homes, created by the surface parking areas. Landscaping and fencing are also provided at the rear of the site to reduce the potential visual impact on the existing neighbourhood.

13. Statement that construction activities should not impact adjacent properties (vibration, construction materials, dust/debris).

- Staff response: The applicant has confirmed that all construction activities will be conducted in keeping with all applicable rules and regulations, and that a safe, secure, and clean construction site will be maintained from start to finish. A geotechnical investigation was prepared and provides recommendations for construction activities. There were no significant concerns raised in the report.

14. Question about the house at the intersection and whether it was attempted to be purchased for a development that could make use of the corner at the intersection.

- Staff response: Sale of adjacent properties is unknown and was not required or evaluated as part of this zoning by-law amendment.

15. Questions about traffic calming and design of adjacent streets and nearby intersections.

- Staff response: A Transportation Impact Assessment was prepared for the entire site, assuming both the long-term care facility and retirement home were in full operation. 135 AM peak-hour trips and 207 PM peak-hour trips are forecasted for the entire site. Nearby intersections are currently operating at an acceptable level of service and will not be significantly affected by the added trips at peak-hours. In sum, the site does not generate a significant amount of traffic as evaluated by Transportation Staff and thus does not

warrant any traffic calming or new/changed intersections.

16. Cement/steel, or wood construction?

- Staff response: Concrete construction.

Document 4 – Site Concept and Elevations

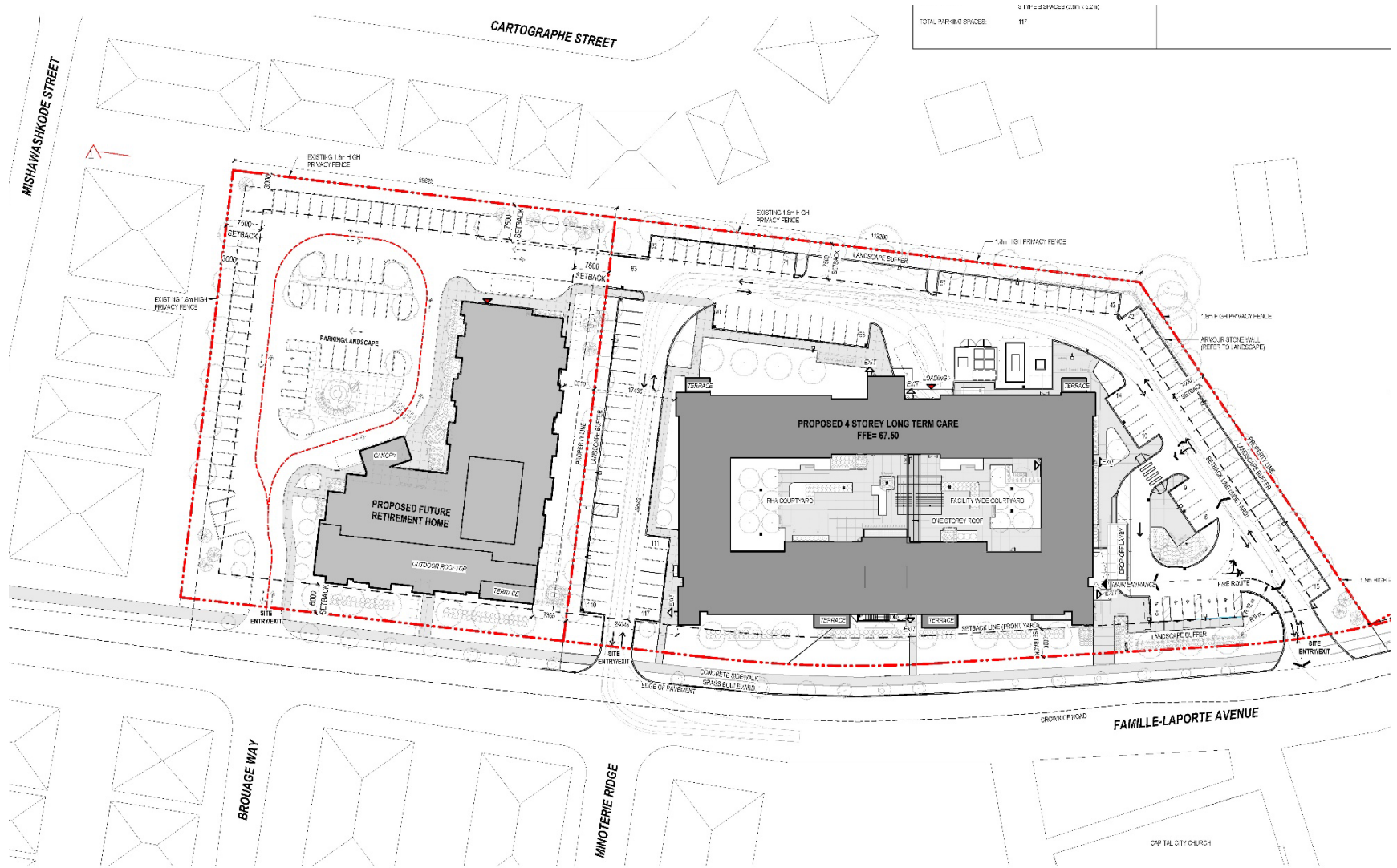


Figure 1 – Site Plan (for Long-term Care Home and future Retirement Home)

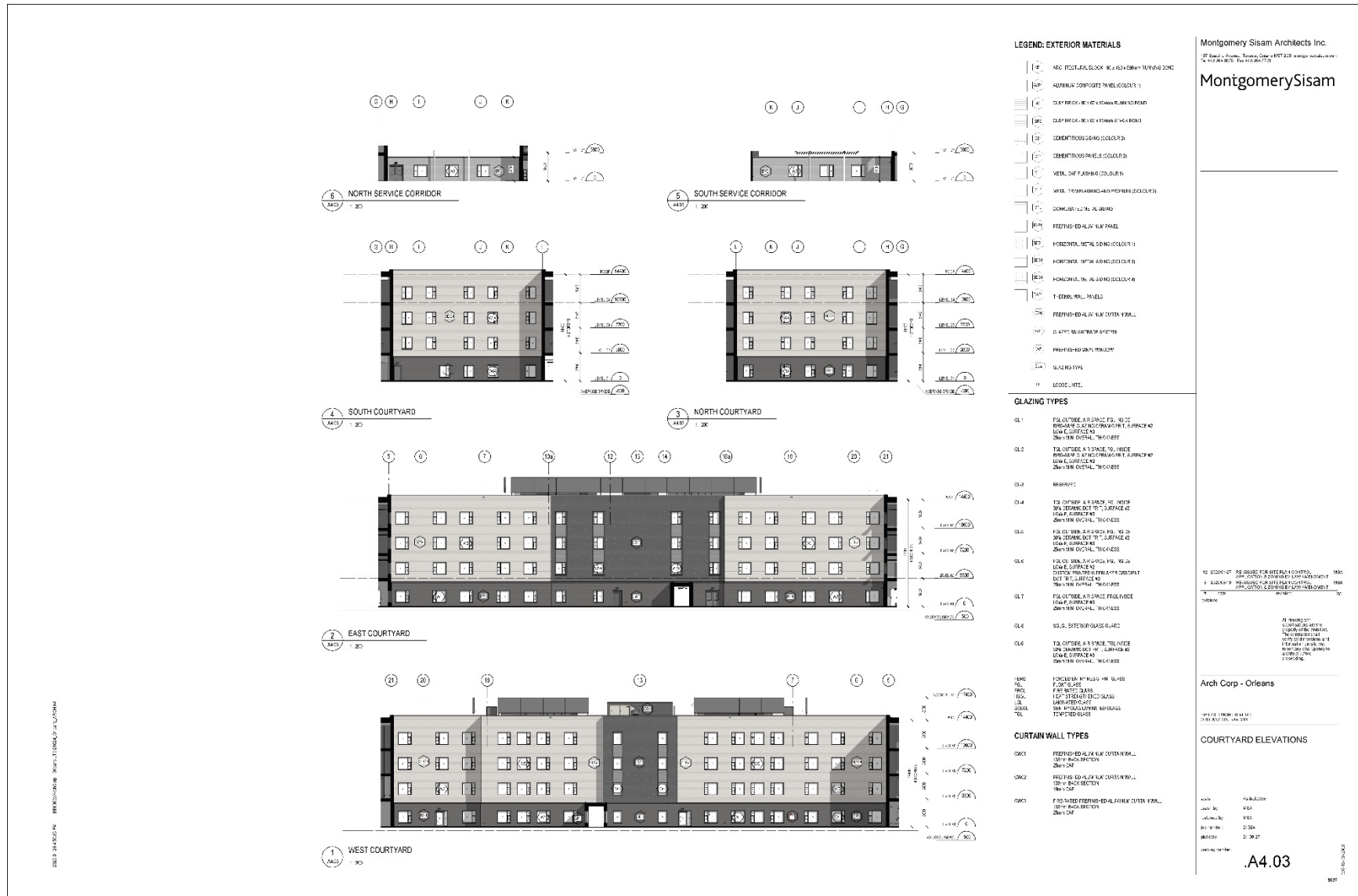


Figure 3 – Courtyard Elevations (Long-term Care Home)



Figure 4 – Conceptual Rendering (Long-term Care Home)