

Subject: Declaration of Surplus Land – 250 Forestglade Crescent and Transfer to Ottawa Aboriginal Coalition

File Number: ACS2024-CSS-GEN-007

**Report to Finance and Corporate Services Committee on 7 May 2024
and Council 15 May 2024**

Submitted on April 26, 2024 by Paul Lavigne, Director, Housing Services and Geraldine Wildman, Director, Housing Solutions and Investments

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Ward: Gloucester-Southgate (10)

Objet : Déclaration de terrain excédentaire – 250, croissant Forestglade et transfert à l'Ottawa Aboriginal Coalition

Numéro de dossier : ACS2024-CSS-GEN-007

Rapport présenté au Comité des finances et des services organisationnels

Rapport soumis le 7 mai 2024

et au Conseil le 15 mai 2024

Soumis le 2024-04-26 par Paul Lavigne, directeur, Services du logement et Geraldine Wildman, directrice, Solutions de logement et Investissements

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Quartier : Gloucester-Southgate (10)

REPORT RECOMMENDATION(S)

That the Finance and Corporate Services Committee recommend that Council:

- 1. Declare 250 Forestglade Crescent, being 04165-0476, shown as Parcel 1 on Document 1 attached as surplus to City requirements;**
- 2. Waive section 1.2 of the City's Disposal of Real Property Policy pertaining to the disposal of real property at current market value, Section 2.3 pertaining to the public marketing of viable properties, and Section 4.1 pertaining to the appraisal of the property; and**
- 3. That the Director, Housing Solutions and Investments, together with the Director, Housing Services, be delegated authority to enter into, conclude, execute, amend, and implement on behalf of the City, the required agreements for the sale of 250 Forestglade Crescent and transfer the property, for nominal consideration, subject to existing easements and any easements that may be required, to the Ottawa Aboriginal Coalition for the purposes of developing the site for transitional housing.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité des finances et des services organisationnels recommande ce qui suit au Conseil municipal :

- 1. Qu'il déclare le 250, croissant Forestglade, soit le 04165-0476 (parcelle 1 dans le document 1 ci-joint), comme excédentaire à la lumière des besoins de la Ville; et**
- 2. Qu'il lève l'exigence de l'article 1.2 de la Politique sur l'aliénation des biens immobiliers de la Ville, qui porte sur l'aliénation de biens immobiliers à la valeur marchande actuelle, l'exigence de l'article 2.3 de la Politique, qui porte sur l'offre au public des biens immobiliers viables, et celle de l'article 4.1, qui porte sur l'estimation des biens immobiliers; et**

- 3. Que la directrice, Solutions de logement et Investissements et le directeur, Services du logement obtiennent les pouvoirs délégués pour conclure, signer, modifier et mettre en œuvre, au nom de la Ville, les ententes nécessaires à la vente du 250, croissant Forestglade et transférer la propriété, sous réserve de toute servitude existante et requise, et moyennant une contrepartie symbolique, à l'Ottawa Aboriginal Coalition à des fins de construction de logements de transition.**

EXECUTIVE SUMMARY

The City's Disposal of Real Property Policy, which was approved by Council in 2001 and updated in 2018, is intended to ensure transparent and accountable processes are followed when the City disposes of municipally owned properties. The Policy sets out a number of conditions for land disposals including the requirement to sell properties at current market value, the property be declared surplus to municipal needs, and that notice be given to the public of proposed disposals to solicit offers.

Working in conjunction with the Disposal of Real Property Policy is the City's Affordable Housing Land and Funding Policy, which seeks to ensure that any surplus City-owned land that is deemed appropriate for residential development be considered for the purpose of building affordable housing.

Through a circulation process undertaken for the City owned parcel at 250 Forestglade Crescent in 2023, Housing Services and the Ward Councillor expressed an interest in the property for housing and a new childcare centre. Children's Services indicated that they are not interested in the property, as it is not located within a prioritized neighbourhood for new municipally run childcare services.

In recognition of the unique and culturally relevant considerations to supporting the Indigenous population in Ottawa, the City's 10-Year Housing and Homelessness Plan commits to the creation of an Indigenous-specific housing strategy. Since 2022, Housing Services staff have been accompanying the Ottawa Aboriginal Coalition (OAC) and their partners as they develop the plan. The OAC and their partners have identified priority projects that are needed for the Indigenous community in Ottawa through the plan's development. They have indicated the best way the City can support them in the realization of these projects is through the provision of surplus municipally owned land.

One of the priority projects identified by the OAC as part of the Indigenous Housing and Homelessness Plan is transitional housing for Inuit women. The site at 250 Forestglade Crescent is ideal for this use because of its proximity to transit and parks. As well, it is in

a quiet residential neighbourhood, which is beneficial for the women and their children as it allows for privacy and safety. Staff recommend the subject property at 250 Forestglade Crescent be declared surplus by Council and transferred to the OAC for nominal consideration. The intended transfer conforms to the Disposal of Real Property Policy, with the exception of Section 1.2 that requires that viable real property be disposed of at market value and Section 2.3 that requires the public be notified of the disposal of viable real property. Recommendation 2 of this report seeks to waive these two sections.

The proposed disposal and transfer of this parcel aligns to the goals and objectives of the City's 10-Year Housing and Homelessness Plan and represents a meaningful step towards reconciliation with the Indigenous community in Ottawa.

RÉSUMÉ

La Politique sur l'aliénation des biens immobiliers de la Ville approuvée par le Conseil en 2001 et mise à jour en 2018 vise l'utilisation de processus transparents et la reddition de comptes lorsque la Ville cède de ses biens immobiliers. La Politique établit des conditions pour la cession de biens-fonds, y compris l'obligation de vendre le bien immobilier à la valeur marchande actuelle, de le déclarer comme excédentaire à la lumière des besoins de la Ville et de diffuser publiquement un avis concernant l'aliénation du bien pour solliciter des offres d'achat.

La Politique sur l'aliénation des biens immobiliers s'applique en parallèle à la Politique sur les terrains et le financement pour les logements abordables, qui vise à ce que l'on évalue la possibilité de construire des logements abordables sur tous les biens-fonds municipaux excédentaires convenables pour des aménagements résidentiels.

En 2023, au cours de la période de diffusion concernant le bien municipal se trouvant au 250, croissant Forestglade, les Services du logement et la conseillère de quartier ont manifesté leur intérêt pour la construction de logements et d'un service de garde d'enfants. Les Services à l'enfance ont toutefois indiqué ne pas être intéressés par la propriété, qui n'est pas située dans un quartier prioritaire pour la création de services de garde d'enfants relevant de la Ville.

Étant donné le caractère unique et culturellement pertinent des initiatives de soutien à la population autochtone à Ottawa, la Ville, de par son Plan décennal de logement et de lutte contre l'itinérance, s'engage à élaborer un plan de logement pour les Autochtones. Depuis 2022, le personnel des Services du logement accompagne l'Ottawa Aboriginal Coalition (OAC) et ses partenaires dans l'élaboration du plan. Dans le cadre de cet

exercice, l'OAC et ses partenaires ont défini les projets prioritaires pour répondre aux besoins de la population autochtone d'Ottawa. Ils ont indiqué que c'est en cédant des biens-fonds municipaux excédentaires que la Ville les aidera réellement à réaliser ces projets.

L'un des projets que l'OAC a définis comme prioritaires dans le cadre du Plan de logement et de lutte contre l'itinérance à l'intention des Autochtones est la création de logements de transition pour les Inuites. Avec la proximité du transport en commun et de parcs, le site du 250, croissant Forestglade est parfait pour ce projet. Il est également dans un secteur résidentiel tranquille qui favoriserait l'intimité et la sécurité des femmes et de leurs enfants. Le personnel recommande donc que le Conseil déclare la parcelle du 250, croissant Forestglade excédentaire, et qu'elle soit cédée à l'OAC moyennant une contribution symbolique. La cession proposée est conforme à la Politique sur l'aliénation des biens immobiliers, à l'exception de l'article 1.2, qui exige que les biens immobiliers viables soient aliénés à la valeur marchande, et de l'article 2.3, qui exige la diffusion publique d'un avis sur l'aliénation des biens immobiliers viables. La recommandation n° 2 du présent rapport est de lever les exigences de ces deux articles.

L'aliénation et le transfert proposés répondent aux buts et objectifs du Plan décennal de logement et de lutte contre l'itinérance de la Ville et constituent une étape significative vers la réconciliation avec la communauté autochtone à Ottawa.

BACKGROUND

Disposal of Real Property Policy

The City's Disposal of Real Property Policy was approved by Council in 2001 and updated in 2018. This policy is intended to ensure transparent and accountable processes are followed and that land disposals are undertaken in a manner that maximizes social, economic, environmental, and cultural return to the City. The policy sets out that, unless authorized by Council, viable lands must be disposed of at current market value (Section 1.2), yet Council may authorize the disposal of land at less than market value if it is in the best interest of the City to do so (Section 1.3).

Conditions for the disposal of viable real property are set out in Section 2 of this policy and require that:

- The real property be declared surplus to current or future program or operational requirements of the City (Section 2.1);

- That at least one appraisal of the real property be obtained (Section 2.2); and
- That notice of the disposal of viable real property be provided to the public to solicit offers (no sole sourcing) (Section 2.3).

Affordable Housing Land and Funding Policy

The City's Affordable Housing Land and Funding Policy was approved by Council in 2005 and updated in 2017. The policy states that the City "will provide real property (Land) and funding for affordable housing that achieves the vision and targets established in the 10-Year Housing and Homelessness Plan, the Official Plan and other Council-approved affordable housing initiatives".

The policy aims to ensure that surplus City-owned land, deemed appropriate for residential development, is considered for the purpose of developing affordable housing and that Housing Services work in collaboration with the City's Corporate Real Estate Office (CREO) to increase the supply of affordable housing.

Background Information Relating to the Subject Site

The property known municipally as 250 Forestglade Crescent and shown on Document 1, contains a total area of approximately 0.2339 ha (0.58 acres). When the surrounding subdivision of 4M-842 was created in 1992, the subject lands were portioned off and transferred to the City as a condition of subdivision approval with the intent of creating a City operated childcare facility. If a childcare facility was not feasible, the City had the discretion to determine another appropriate use for the subject lands.

In 1995, a city-wide circulation declared the subject lands surplus to municipal needs and the Children's Centre, a third-party childcare provider, applied for capital funding to construct a child-care facility on the subject lands. Funding failed to materialize, and the property was subsequently not marketed to the public but was leased to Richcraft Homes for use as a temporary sales office instead.

In 1999, the property was circulated again and the Children's Centre, the same third-party childcare provider from 1995, requested to put a hold on the subject lands despite not having the necessary funding. Other City groups also expressed interest in the lands as well, therefore, the decision was made to remove 250 Forestglade Crescent from the surplus property list.

Ten years later in 2009, the Real Estate Partnerships and Development Office (REPDO), now known as the Corporate Real Estate Office (CREO) surveyed the City's Children's Services to determine if they wanted to use the subject lands for a childcare facility. REPDO staff were informed that the Community Housing and Social Services (CHSS) department, as it was known at that time, was undergoing a funding review and needed further analysis. Ultimately, the review did not lead to a decision on the subject lands, and it remained on hold.

In November 2014, the subject lands were circulated once again and the Affordable Housing Development Branch requested that REPDO hold the property until 2015. At this time, Legal Services advised that the property would require Council approval to implement a use different from a childcare facility. In February 2023, CREO undertook the most recent circulation to internal City departments and utility companies of the subject lands to determine if it could be declared surplus to City needs. Like previous circulations, the Affordable Housing Development Branch and the Ward Councillor expressed an interest in the lands for both housing and childcare facilities. Given that the subject lands are not in a prioritized neighborhood for new municipally run childcare services, the Director of Children's Services indicated they do not have an interest in the parcel for the purposes of developing a new childcare facility.

DISCUSSION

In many large urban communities, including in Ottawa, Indigenous people are overrepresented in the homelessness sector. In the 2021 Point-in-Time Count, 32 per cent of people experiencing homelessness identified as Indigenous; however, the true percentage of people experiencing homelessness who identify as Indigenous is likely higher. Many Indigenous people do not self-identify as such even if they do access shelters for fear of racial stereotyping and discriminatory responses, or due to a mistrust of mainstream institutions and agencies, which is rooted in the legacy of colonial practices and harm done to Indigenous peoples. The Indigenous population who experience homelessness are unique in that their experience is influenced by the interconnectivity of colonization, residential school abuse, intergenerational trauma, and structural policy and practices. With the Indigenous population in Ottawa growing, the demand on culturally appropriate services related to housing and homelessness continues to grow as well.

In recognition of the unique and culturally relevant considerations to supporting the Indigenous population in Ottawa, the City's 10-Year Housing and Homelessness Plan commits to the creation of an Indigenous-specific housing strategy. In September 2022,

the City and the Ottawa Aboriginal Coalition (OAC) entered into an agreement for the allocation of \$80,000 in federal Reaching Home funding to the OAC for the development of an urban Indigenous Housing and Homelessness Plan. Since 2022, Housing Services staff have been accompanying the OAC and their partners as they develop the plan. Through the development of their plan, the OAC and their partners have identified priority projects that are needed for the Indigenous community in Ottawa. They have indicated the best way the City can support them in the realization of these projects is through the provision of surplus municipally owned land.

One of the priority projects identified by the OAC as part of the urban Indigenous Housing and Homelessness Plan is transitional housing for Inuit women. The proposed development is intended to support up to twenty women and their children, with a maximum of thirty people at any one time. The project is in direct response to two identified needs: 1) demand for housing for Indigenous women and children - the current Indigenous women's shelter turns away 300 women a year, and 2) the growth of the Inuit population in Ottawa and growth in demand for service from Inuit community members - one quarter of that group are Inuit women.

The federal government has identified this transitional housing for Inuit women and children as a priority need and has approved \$6.8 million in capital funding to the OAC to advance the project and \$1.8 million annually in operational costs for a twenty-year contract. Ottawa will be the first city south of Inuit Nunagat to have transitional housing for Inuit women. Culturally appropriate support services will be provided on site, including but not limited to, child-minding, counselling, and food services. The site at 250 Forestglade Crescent is ideal for this use because of its proximity to transit and parks. As well, it is in a quiet residential neighbourhood, which is beneficial for the women and their children as it allows for privacy and safety.

The parcel was originally presented to the OAC as having potential for an Indigenous Family Healing Lodge and concept plans were developed for that use; however, it was determined the parcel is too small for that use. For many of the urban Indigenous Housing and Homelessness Plan priority projects, the OAC is looking for larger parcels (2-3 acres) so there is space for outdoor and culturally specific programming. The size of the parcel at 250 Forestglade Crescent (0.58 acres) suits the programming requirements of the proposed transitional housing, making it an ideal site for this use.

The following was considered as part of the recommendation to transfer 250 Forestglade Crescent to the OAC:

- Support for this land transfer acknowledges and responds to the City's commitment to reconciliation with Indigenous Peoples as outlined in the Reconciliation Action Plan approved by Council in February 2018.
- The proposed land transfer and development align with the Community and Social Services Strategic Plan 2024-2026, which seeks to advance the priorities of the Indigenous community and improve relationships with Indigenous communities in Ottawa.
- Capital and operating funding for this project has been committed by the federal government through the Canada Mortgage Housing Corporation and Indigenous Services Canada.
- The proposed development is an appropriate form of development that conforms to the relevant policies set out in the Official Plan and the existing zoning for the site permits the proposed use, which for zoning purposes will be considered a group home. A zoning amendment may be required to increase the number of residents permitted in a group home, which is currently capped at 10 people, exclusive of their dependents and staff. If a zoning amendment is required, staff intend to undertake a City-led rezoning process to ensure the property is transferred to the OAC and zoned appropriately for the proposed development.

The proposed development aligns with the 10-Year Housing and Homelessness Plan's goal of ensuring that people get the support they need by providing Inuit women with a supportive and culturally safe transitional living environment, while providing them with the supports they need to find suitable permanent housing.

Staff recommend the subject property at 250 Forestglade Crescent be declared surplus by Council and transferred to the Ottawa Aboriginal Coalition for nominal consideration. The intended transfer conforms to the Disposal of Real Property Policy, with the exception of Section 1.2 that requires that viable real property be disposed of at market value and Section 2.3 that requires the public be notified of the disposal of viable real property. Recommendation 2 of this report seeks to waive these two sections.

An internal appraisal completed by CREO's Valuation Unit has valued the subject site at between \$1.4 million and \$1.6 million. Section 4.1 of the Disposal of Real Property Policy requires that two appraisals be undertaken for properties valued at over \$1

million; however, because the property is proposed to be disposed of at nominal value, an external appraisal is deemed to be an unnecessary cost to the City. As such, staff recommend Section 4.1 be waived. By waiving section 1.2 of the City's Disposal Policy, the City will be forgoing the potential revenue from the sale of this property. The City's Parkland Acquisition and Funding Through Property Disposal Policy relies on the sale of surplus land to generate revenue for future park land acquisitions. For this proposed disposal, the monetary value of the subject property is not being considered as a contribution to the OAC, as the land has more significance to the Indigenous community than a monetary value assigned to it.

As part of the land transfer to OAC, the City will retain an option to repurchase the property for a purchase price of One Dollar (\$1.00) free and clear of all encumbrances. The option to repurchase shall be exercisable by the City should the OAC fail to meet agreed upon project timelines or use restrictions. OAC will further agree not to market the Property nor accept any offer to purchase the property without first offering to sell to the City for a purchase price of One Dollar (\$1.00). This option to repurchase will be registered on title and will expire 10 years from the date of the land transfer.

The Affordable Housing Land and Funding Policy approved by City Council on April 26, 2017, advances the vision and targets established in the 10-Year Housing and Homelessness Plan, the Official Plan, and other Council-approved affordable housing initiatives. This policy seeks to ensure that land suitable for residential development and identified as surplus to the City's needs is considered for the development of new affordable housing. If the site is not used for new affordable housing, the policy requires the Corporate Real Estate Office and Build Ottawa to allocate 25 per cent of its revenues on the sale of the property to support affordable housing. In the case of 250 Forestglade Crescent, Housing Services has determined that the property's use as transitional housing by the OAC meets the intent of the policy.

Through the circulation process initiated by CREO for the subject site in March 2023, it was confirmed that no other department needed to retain the lands for other purposes. Transportation Engineering Services noted that there is a strong pedestrian desire line between the northwest corner of the property and the southeast corner of the property. They recommended that a provision in the transfer agreement require any redevelopment to include an internal, public pedestrian walkway that mimics the desire line. Transportation Engineering Services also requested that a 10 metre by 10 metre corner sight triangle from the northwest corner of the property be reserved and dedicated to the Blohm Drive right-of-way to preserve sightlines between northbound vehicles on Blohm Drive and westbound cyclists/pedestrians on the pathway. These

comments will be considered and addressed through the site plan control process for the proposed development.

The proposed disposal and transfer of this parcel aligns to the goals and objectives of the City's 10-Year Housing and Homelessness Plan and represents a meaningful step towards reconciliation with the Indigenous community in Ottawa. The proposed use of the land will provide much needed transitional housing for Inuit women and is an effective use of surplus municipal land.

FINANCIAL IMPLICATIONS

If approved the City will be forgoing potential revenues as the property will be sold and transferred for a nominal amount to the OAC.

The City will have the option to repurchase the property for One Dollar (\$1) if certain conditions are not met by the OAC, as outlined in the report. The OAC will not market or offer to sell the property without first offering to sell the property back to the City for One Dollar (\$1). The option to repurchase the property expires 10 years from the date of the transfer.

LEGAL IMPLICATIONS

There are no legal impediments to the implementation of the report recommendations.

COMMENTS BY THE WARD COUNCILLOR(S)

Councillor Bradley provided the following comment:

As the Councillor for Gloucester-Southgate Ward and the Council Liaison for the Anishinabe Algonquin Nation Civic Cultural Protocol and Implementation Plan, I am fully committed to the City's reconciliation efforts with Indigenous Peoples which includes building trust, relationships, and awareness through concrete actions. Advancing safe homes for Inuit women and children is part of that commitment and I support the transfer of land to the Ottawa Aboriginal Coalition for that purpose.

ADVISORY COMMITTEE(S) COMMENTS

N/A

CONSULTATION

The Corporate Real Estate Office undertook a surplus lands circulation in March 2023 which was distributed to internal departments and utility companies. No objections were

received to this parcel being declared as surplus to municipal needs and designated for the purpose of a development that aligns with the City's 10-Year Housing and Homelessness Plan.

ACCESSIBILITY IMPACTS

As with all new developments, the eventual development of the site at 250 Forestglade must adhere to the accessibility requirements within the Ontario Building Code, and the *Integrated Accessibility Standards Regulation of the Accessibility for Ontarians with Disabilities Act, 2005*, as required.

The City is committed to identifying, removing and preventing barriers to persons with disabilities and, as such, highly recommends developers design the new facility on this property to follow the City of Ottawa's Accessibility Design Standards. Furthermore, the City highly recommends that a minimum of 10 per cent of the units in this facility be designed as barrier-free and fully accessible, following the requirements of the City's 10-Year Housing and Homelessness Plan.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with this report.

CLIMATE IMPLICATIONS

There are no climate implications associated with this report.

DELEGATION OF AUTHORITY IMPLICATIONS

This report recommends delegated authority be granted to the Directors of Housing Services and Housing Solutions and Investments to enter into any required agreements for the transfer of 250 Forestglade Crescent. The exercise of delegated authority will be reported to the appropriate standing committee annually in accordance with Section 8 (8) of the Delegation of Authority By-law.

ECONOMIC IMPLICATIONS

There are no economic implications associated with this report.

ENVIRONMENTAL IMPLICATIONS

The Environmental Remediation Unit does not have any records for the property. A review of the Historic Land Use Inventory from 1968 indicated the property and

surrounding areas were used as a quarry at one time. Based on the use as a quarry there is a potential for fill of unknown quality to be present on the property.

INDIGENOUS, GENDER AND EQUITY IMPLICATIONS

The recommendations in this report will directly benefit the Indigenous community, particularly Inuit women, as the proposed disposal and transfer of the subject property will allow for the creation of much needed transitional housing for Inuit women.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

RURAL IMPLICATIONS

There are no rural implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.

TERM OF COUNCIL PRIORITIES

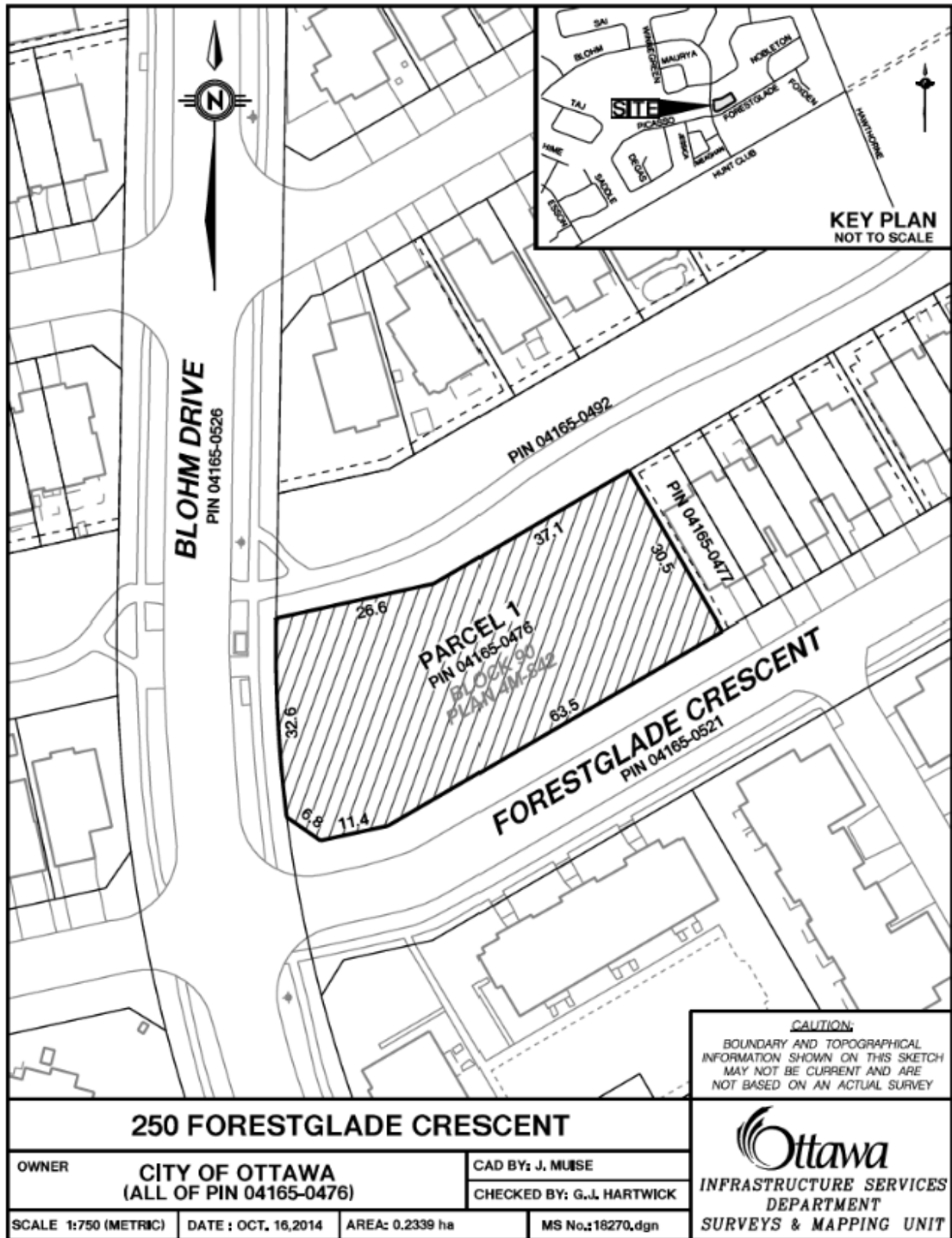
The recommendations in this report align with the 2023-2026 Term of Council Priority that Ottawa is a city that has affordable housing and is more livable for all.

SUPPORTING DOCUMENTATION

Document 1: Location Map

DISPOSITION

Legal Services will work with Housing Services and Housing Solutions and Investments to dispose of the property. Housing Services will work with the OAC to ensure the property is developed as contemplated in this report.



250 FORESTGLADE CRESCENT

OWNER **CITY OF OTTAWA**
(ALL OF PIN 04165-0476)

CAD BY: J. MUISE
CHECKED BY: G.J. HARTWICK

SCALE 1:750 (METRIC)

DATE : OCT, 16, 2014

AREA: 0.2339 ha

MS No.: 18270.dgn

Ottawa
INFRASTRUCTURE SERVICES
DEPARTMENT
SURVEYS & MAPPING UNIT

CAUTION:
BOUNDARY AND TOPOGRAPHICAL
INFORMATION SHOWN ON THIS SKETCH
MAY NOT BE CURRENT AND ARE
NOT BASED ON AN ACTUAL SURVEY