

REGIONAL MUNICIPALITY OF OTTAWA CARLETON
 MUNICIPALITÉ RÉGIONALE D'OTTAWA CARLETON

REPORT
 RAPPORT

Our File/N/Réf. 11-95-0028
 Your File/V/Réf.

DATE 22 Aug 1996

TO/DEST. Coordinator
 Planning and Environment Committee

FROM/EXP. Planning and Development Approvals Commissioner

SUBJECT/OBJET **PUBLIC MEETING TO CONSIDER DRAFT REGIONAL
 OFFICIAL PLAN AMENDMENT 54
 CARLETON UNIVERSITY RESEARCH FACILITY**

DEPARTMENTAL RECOMMENDATION

That, subject to the public meeting, Planning and Environment committee recommend that council enact a bylaw to adopt Regional Official Plan Amendment 54, attached as Annex A to this report.

BACKGROUND

CUDC is proposing a university-related research facility on an 84-ha site in Osgoode Township which Carleton University has owned since the 1950s. The site is designated General Rural Area in the Regional Official Plan and a portion of the site includes organic soils shown on Schedule G of the Plan. The site is designated Marginal Resource and Environmental Protection Organic Soils in the Osgoode Official Plan (1991). Approximately 25 ha are part of the West Osgoode Complex identified as a provincially significant wetland (Class 3) and another 15 ha are adjacent lands, within 120 m of the wetland. The balance of the site includes scattered areas of coniferous plantation and some young hardwood, along with some overgrown old fields.

While the nature and scale of the initial phase of development is not known, CUDC envisions that at full development the facility could include:

- 31,600 m² of education, conference, laboratory and other research facilities;
- 9,000 m² of related facilities, such as a wetland interpretation centre;
- 79 dwelling units for persons employed on the site; and
- recreation facilities, such as tennis courts and ball diamonds.

Development is expected to begin between 2000 and 2010 with a few buildings on private services on the site fronting Manotick Station Road, a paved rural township road which is the only developed road access to the site (Annex B). An unopened road allowance abuts the western boundary of the site. Subsequent phases would be built further into the interior of the site along a loop road sometime between 2000 and 2020, likely requiring communal services. A mix of institutional and private sector research and development is envisioned, with the wetlands viewed as an opportunity for research and education. At full development over 50 years, the facility could employ approximately 700 persons along with another 700 students.

PUBLIC CONSULTATION

Public notice of this application was published in *Le Droit*, the *Ottawa Sun* and *Ottawa Citizen* on August 3, 1996 and in the August 7, 1996 edition of the *Tri-Valley Crier* in Osgoode Township. Notice of the public meeting was also mailed to adjacent property owners.

SUMMARY

Carleton University Development Corporation (CUDC) has requested an amendment to the General Rural Area policies to permit development of a university-related research facility in Osgoode Township. Developed in phases over the next 50 years, the facility will include a mix of uses, including office space, laboratories, educational facilities, housing, and recreation. The facility will entail development of approximately 44 ha of an 84 ha parcel, with the rest of the site remaining a portion of a provincially significant wetland or land adjacent to the wetland.

If it is to proceed, the project requires an Official Plan Amendment to permit the use on the site and to address servicing and environmental issues. Although the first phases may proceed on private individual services, full development will require communal services. The presence of a provincially-significant wetland requires attention to drainage and stormwater management, as well as servicing on the site.

The draft Official Plan Amendment 54 attached as Annex A addresses these issues by defining the uses permitted on the site and requiring a drainage plan, sewer and water servicing plan, and storm water design as conditions of planning approval as the project develops. Operating agreements for any communal water system are required between RMOC and Carleton University, the owner of the site, and between Carleton University, Osgoode Township and RMOC for any communal sewage system.

CIRCULATION

The proposed ROPA application was circulated to the key provincial agencies, including Ministry of Natural Resources and Ministry of Environment and Energy, as well as the conservation authorities in the area, adjacent landowners, and other interested parties.

Ministry of Natural Resources

The Ministry of Natural Resources raised several concerns regarding this proposal. MNR has requested that the Regional Official Plan policy 5.5 on Provincially Significant Wetlands and Adjacent Lands, adopted with respect to the Leitrim wetlands and adjacent land, be amended so that it also applies to this site in order to implement the provincial policy statement from 1993. The 1993 statement prohibited development within the wetland and restricted uses on land within 120 m of the wetland, with any development subject to an Environmental Impact Assessment. The 1996 provincial policy statement does not quantify the extent of the land adjacent to a wetland. However, the 1993 policy applies to this application because of the date the application was received by RMOC. It is to continue under the Planning Act as it read on March 27, 1995 and provisions of Bill 163 and Bill 20 do not apply.

The development concept for the site shows ball diamonds and tennis courts in this area.

MNR also asked that a master drainage plan be considered early in the planning process, prior to approval of a local official plan amendment. Concerns were also expressed about a reference in the development proposal regarding possible use of the wetland as part of stormwater management plans and innovative technologies for sewage treatment.

A need to update the natural environment assessment and address aquatic habitats was also noted.

Ministry of Municipal Affairs and Housing

MMAH requested justification for the amendment in light of 1995 Provincial Growth and Settlement Policy Guidelines, particularly section 3 dealing with development outside settlement areas.

Ministry of Agriculture and Food

The Ministry had no comments or objections.

Conservation Authorities

The site lies within both the Rideau Valley Conservation Authority and the South Nation River Conservation Authority. The latter had no objections to the principle of this development, noting the site is mainly located in the RVCA area. It said the following issues needed to be addressed: stormwater management, assessment of the woodlot on site, and protection of the aquifers.

The RVCA had no objections to the concept of the research facility, but was concerned about the site's suitability for servicing and stormwater management. The RVCA recommended a master drainage plan outlining stormwater management strategies prior to approval of the Regional Official Plan Amendment, or failing that, directions for such a plan within the proposed amendment. It also questioned whether the natural environment inventory included the most recent information available. It requested that if the amendment were approved, that the text indicate the additional studies required to demonstrate the technical feasibility of private servicing and stormwater management alternatives; any studies required to protect the West Osgoode

Complex wetland; preservation of the natural features and functions of the site; and the timing of such studies and the participants involved.

RMOC Environmental Services and Transportation Department

Environmental Services indicated private services at the outset would be acceptable if they met MOEE's private servicing requirements. Also, a detailed hydrogeological report would be useful up front to determine when and how any communal services would be required. Such services could be owned and operated by the owner of the site or by RMOC, the latter option in keeping with Amendment 47.

The Communal Services Working Group also reviewed the proposal and preferred that it proceed under Amendment 47 if communal services were required rather than through a policy amendment. Under Amendment 47, communal servicing would be permitted if the project met the requirements of the Working Group and was approved by Regional Council. RMOC would assume ownership and maintenance of the system.

Transportation had no comments.

Township of Osgoode

The Council of the Township of Osgoode has reviewed the proposal for the research facility and has indicated its support for the project in a letter to the Planning and Development Approvals Department.

DISCUSSION

Development of the proposed research facility requires an Official Plan Amendment to permit both the use proposed for the site as well as to address environmental and servicing issues. As noted by the circulated agencies, a master drainage plan and stormwater management must also be addressed.

Land Use Issues

The site is in the General Rural Area, where section 4.2.3 of the Official Plan indicates that the Region's prime concerns are to maintain the rural character; develop only on sites that can support private individual services (with exceptions described below); and regulate country lot development in accordance with specific policies. Non-residential development of a type and scale to meet local needs or the needs of the travelling public is permitted, as are industrial and commercial uses related to local resources and industries. Major Community Facilities, such as hospitals and universities that serve large numbers of people, are also allowed, subject to an Official Plan Amendment and policies in the Plan.

The proposed research facility is not a Major Community Facility, in that it is not intended for widespread public use. The scale of development and the mix of accommodation, research and education facilities and other uses proposed for the site are unique. The most comparable rural developments, in terms of site area, are various industrial parks. In West Carleton, for example,

the A.G. Reid industrial area south of Highway 417 includes more than 100 ha of undeveloped land. In Osgoode, the South Greely Industrial area contains about 55 ha of vacant land. In terms of the amount of building envisioned for the parks, however, these parks are not comparable to the 40,000 m² proposed for full development of the research facilities. In terms of building area, the closest comparisons are with Carleton Board of Education high schools in the rural area. South Carleton High School in Goulbourn is approximately 16,650 m², serviced by municipal sewer and private water. West Carleton Secondary School (10,595 m²) and Osgoode High School (8,235 m²) both have private wells and septic tanks.

CUDC supports a rural location for the facility on the following basis:

- As proposed, the park is to complement the rural area by including environmental research in its activities and by using the wetland for research and education.
- CUDC indicates in its proposal that Carleton University has owned the site proposed for the park since the 1950s and does not own sufficient land for this project elsewhere.
- Furthermore, CUDC indicates another suitable location would be difficult to find in the rural area because parcels of the required size are in agricultural or other resource use or have other constraints to development.
- Urban locations are unsuitable for the mix of uses proposed by CUDC and the rural and environmental focus of much of the research activity.
- The research park will provide a stimulus to the local economy and diversify the regional economy.

Official Plan policies cannot anticipate unique proposals such as the proposed research facility, and thus they need to be considered individually. The proposed ROPA addresses land use issues by defining the uses allowed on the site and requiring that housing be provided as an accessory use and not precede other development.

Servicing Issues

The Regional Official Plan permits servicing in the rural area on communal services under several policies in the plan, including those pertaining to Major Community Facilities (Section 3.3.3.5), multiple unit developments such as mobile home parks and senior citizens housing (Section 4.2.5) and their servicing provisions (Section 10.1.2.10) and under Amendment 47 (Section 10.1.2.7) on communal services. These policies were considered in drafting requirements for operating agreements as part of the proposed amendment.

Policies for Major Community Facilities require a study showing that the site can provide a natural source of water sufficient to support the development and that the site can also support the safe operation of a private sewage disposal system. The proponent must resolve the infrastructure required for private water supply and sewage disposal to the satisfaction of Regional Council and the Ministry of the Environment; agreements providing for the construction, maintenance, operation, and take-over and cost recovery in the case of failure of such systems

must be signed between the owner and the municipality for sewage disposal and the owner and the RMOC for water supply.

Multiple unit developments on communal services and owned by a single owner, such as mobile home parks and seniors housing, are also permitted generally in villages and serviced villages. “An exception is made for mobile home developments, which also may be permitted in the General Rural Area” (Section 4.2.5). If multiple unit developments are served by a single water supply or sewage disposal system, then these systems are, by definition, communal systems. A communal system is one for the common use of five or more units of residential or industrial/commercial occupancy. Again, the Official Plan requires agreements between the owner and the municipality for sewage disposal and the owner and RMOC for water supply, to ensure ongoing operation of the services. An Official Plan Amendment is not required for the development, however.

Finally, wells capable of using 50,000 litres per day are considered communal systems. These have been permitted in the rural area where the well serves a single building, such as a school, and is owned by one owner.

Amendment 47 allows Regional Council to consider development proposals in the rural area on the basis of communal systems. Council can consider such proposals as demonstration projects while work is ongoing to review all aspects of rural settlement as part of the Official Plan Review. Noting that the Official Plan does not permit plans of subdivision and condominium with more than five units on the basis of communal systems (outside serviced villages), the Amendment allows Council to consider such proposals provided the proposed development is a plan of subdivision or condominium. Approval of such plans is retained by Regional Council. An Official Plan amendment is not required.

Amendment 47 also restates Regional Council’s motion to own and operate communal systems: “Council will be responsible for the ownership and operation of communal services, either directly or through contractual arrangement, to be paid for on the basis of user pay and charge back to users” (September 8, 1993).

An amendment permitting development of the proposed research facility must provide safeguards concerning servicing throughout the life of the project. The initial phase of the project is not known at this time, nor is the schedule for building out to a scale requiring communal servicing. As indicated in the comments from circulation, the capacity of the site to accommodate servicing requires further examination. The proposed Amendment 54 requires a sewer and water servicing plan for the whole site, prior to any development proceeding. This plan will indicate the amount of development that can proceed on private services and phasing to communal services.

Where a communal system is required, proposed Amendment 54 requires operating agreements between Carleton University, the owner of the land, and RMOC for communal water supply and between Carleton University, Osgoode Township and RMOC for communal sewer services. Such agreements could include a letter of credit from Carleton University in force for the first two years of the system operation, a period of time to determine whether the system is operating properly. Any repairs needed subsequently would be the responsibility of the system owner.

Environmental Considerations

Concerns were also raised during circulation of this application regarding effects of stormwater management and servicing on the wetlands. The proposed Amendment 54 requires a master drainage plan as part of the initial development on the site and a stormwater design plan conforming to this plan. CUDC has indicated it will conduct an EIS prior to any development within 120 m of the wetland, in keeping with provincial policies in effect at the time the application was received by RMOC.¹ Other concerns about the capacity of the site to accommodate servicing will be addressed through the servicing studies.

FINANCIAL STATEMENT

The proposed Amendment 54 may lead to development of communal services in the rural area. Although an operating agreement is to provide for cost recovery in case of system failure, the risk to RMOC is acknowledged.

SUMMARY

The proposed amendment approves development of a university-related research facility in the rural area and sets requirements to address servicing, stormwater management, and environmental protection issues arising in this application. It has the effect of enabling CUDC to seek partners to develop the site while requiring more detailed studies once the initial phase of development can be defined.

DEPARTMENTAL RECOMMENDATION

That, subject to the public meeting, Planning and Environment committee recommend that Council enact a bylaw to adopt Regional Official Plan Amendment 54, attached as Annex A to this report.

Approved by N. Tunnacliffe, MCIP, RPP

¹ The application was received on March 27, 1995. Applications received before March 28, 1995, continue under the Planning Act as it read on March 27 and provisions of Bill 163 and Bill 20 do not apply. Policies that do apply include the 1992 Wetlands Planning policy as well as policy statements on flood plain planning, mineral aggregates and housing.

Annex A

AMENDMENT 54 OFFICIAL PLAN (1988) OF THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

PURPOSE

The purpose of Amendment 54 is to permit development of a university-related research facility on a site in the General Rural Area of Osgoode Township. At full development, the facility is to include approximately 31,600 m² of education, conference, laboratory and other research facilities; 9,000 m² of related facilities, such as a wetland interpretation centre; 79 units of accommodation for persons employed on the site; and recreation facilities. Built in phases over 50 years, the centre could employ approximately 700 employees plus 700 students. The development would encompass approximately 44 ha of an 84 ha parcel, with the balance being part of a provincially significant wetland or land adjacent to the wetland.

BASIS

The Carleton University Development Corporation (CUDC) has requested this amendment on behalf of Carleton University. As proposed, the facility will include environmental research and use the wetland for research and education. CUDC indicates in its proposal that Carleton University has owned the site proposed for the facility since the 1950s and does not own sufficient land for this project elsewhere. Furthermore, CUDC indicates another suitable location would be difficult to find in the rural area because parcels of the required size are in agricultural or other resource use or have other constraints to development. CUDC believes urban locations are unsuitable for the proposed mix of uses and the rural and environmental focus of much of the research activity. All development initially is to be on private individual services with a transition to communal systems in later phases. CUDC states the research facility will provide a stimulus to the local economy and diversify the regional economy.

The Regional Official Plan permits servicing in the rural area on communal services only under defined conditions. The proposed research facility will require communal services if it develops to the extent envisioned. The scale of the initial phase of development is not known at this time. In order to permit the University to further develop the research facility concept, an amendment to the Official Plan is required to permit the possibility of communal services and a scale and type of development not envisioned in the Plan.

THE AMENDMENT

Part 4 of the Regional Official Plan (Development in the Rural Area) Section 4.2.3 policies for the general rural area are hereby amended by the addition of policy 19 which states:

“19. Notwithstanding policies elsewhere in this plan, a university-related research facility may be permitted on the west half of Lot 17 and the north half of Lot 18, Concession 2, in the Township of Osgoode where the following shall also apply:

a) The uses permitted on the site are university-related research facilities, including laboratory space, data processing facilities, and office space; residential accommodation and recreation facilities for persons engaged in research and education activities on the site; and other accessory uses such as conference and educational facilities, in keeping with the development concept proposed in *A Rationale for Proposed Official Amendments* submitted by Carleton University Development Corporation and dated March 24, 1995 and the *Supplementary Information Report* dated January 1996.

b) Residential accommodation on the site shall be developed as an accessory use to the research facilities on the site and in no case shall precede development of other facilities;

c) Development on the site should only proceed on the basis of a plan of subdivision, with zoning bylaw amendments as conditions of draft approval;

d) A master drainage plan, following Terms of Reference set by the Rideau Valley and South Nation Conservation Authorities, the Township of Osgoode and the Regional Municipality of Ottawa-Carleton, shall be prepared for the whole site, prior to any severance receiving conditional approval, any subdivision receiving draft approval, any site plan receiving approval, or any zoning bylaw being adopted;

e) A sewer and water servicing plan, following Terms of Reference set by the Township of Osgoode and the Regional Municipality of Ottawa-Carleton, shall be prepared for the whole site, prior to any severance receiving conditional approval, any subdivision receiving draft approval, any site plan receiving approval, or any zoning bylaw being adopted. This servicing plan shall identify the amount of development that can initially proceed on private individual services, phasing of subsequent development, ownership of any communal systems, procedures for review and approval of communal services, and elements to secure through communal servicing agreements;

f) Prior to the final approval of any severance, plan of subdivision or site plan, a storm water design plan shall be prepared to the satisfaction of the Rideau Valley and South Nation Conservation Authorities, the Regional Municipality of Ottawa-Carleton, and the Township of Osgoode. The storm water design plan shall be in accordance with the master drainage plan described in d);

g) Any proposed severance, subdivision or site plan must accord with the sewer and water servicing plan described in e) and if private services are proposed, a hydrogeological study and terrain analysis must be provided to satisfy policy 10.1.2.11 and 10.1.2.12 which shall also apply to site plans;

h) If a communal water service is required, Carleton University shall enter an agreement with the Regional Municipality of Ottawa-Carleton which is registered on title prior to approval of the zoning bylaw amendment for the land to be provided with the communal service and which shall

provide for the ownership, operation and maintenance of the water system and the take-over and cost-recovery in the case of failure of the water system;

i) If a communal sewage system is required, Carleton University shall enter an agreement with the Township of Osgoode and the RMOC which is registered on title prior to approval of the zoning bylaw amendment for the land to be provided with the communal service and which shall provide for the ownership, operation and maintenance of the sewage system and the take-over and cost recovery in case of failure of the sewage treatment facility;

j) An Environmental Impact Study for lands within 120 metres of the provincially significant wetlands known as the West Osgoode Complex will be completed to the satisfaction of the Regional Municipality of Ottawa-Carleton prior to any development on those lands;

k) No public transportation to the site is to be provided by the Regional Municipality of Ottawa-Carleton.”

Site Proposed for Carleton University Research Facility

