

REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

REPORT
RAPPORT

Our File/N/Réf. Your File/V/Réf.	11-95-0021
DATE	4 April 1997
TO/DEST.	Co-ordinator Planning and Environment Committee
FROM/EXP.	Planning and Development Approvals Commissioner
SUBJECT/OBJET	PUBLIC MEETING TO CONSIDER DRAFT REGIONAL OFFICIAL PLAN AMENDMENT 46 EAGLESON-FLEWELLYN INVESTMENT PARTNERSHIP, PART OF LOT 30, CONCESSION VIII, TOWNSHIP OF GOULBOURN.

DEPARTMENTAL RECOMMENDATION

That subject to the public meeting, Planning and Environment Committee recommend that Council refuse the request by the Eagleson-Flewellyn Investment Partnership to amend the Region's Official Plan.

PURPOSE

Proposed Regional Official Plan Amendment 46 (ROPA 46) attached as Annex A is before Planning and Environment Committee for a public meeting.

The Eagleson-Flewellyn Investment Partnership has requested an amendment to the Agricultural Resource Area policies of the Regional Official Plan to permit the development of outdoor recreation facilities on a parcel of land in part of Lot 30 Concession VIII in the Township of Goulbourn. The proposed recreational development would include a golf driving range and a mini-putt facility and a reservation for future recreation uses on 28 hectares (68 acres) of Class 4 agricultural land.

The applicant has requested that the Official Plan designation be changed from "Agricultural Resource Area" to "General Rural Area" to permit the proposed uses.

CONSULTATION

Public notice of this application was published in *Le Droit* on 29 March 1997 and in the *Ottawa Citizen* and the *Ottawa Sun* on 30 March 1997. Notice also appeared in the *Stittsville News* on 2 April 1997 and in the *Kanata Courier Standard* on 27 March 1997. Notice of the public meeting was also mailed to adjacent property owners and agencies, as specified in the regulations under the Planning Act.

Circulation

The original amendment which was to allow for a school to be considered for the site application was circulated in March 1994 to the usual technical agencies, adjacent landowners and other interested parties. The applicants advised the Regional Planning Department that they wished the application to be put on “hold” on July 5 1994. In January 1997 the applicant advised that the original intent for a school use was no longer being considered and a revised application for recreational uses was submitted. A limited re-circulation of the revised amendment was carried out in January 1997 to those agencies who had provided comments on the original application. This was done so that agencies could review the revised application.

Ministry of Agriculture and Food

After review by a Ministry pedologist in 1994, the Ministry’s position was and still is that the Graham and Comptois agricultural report indicated a Class 4 capability rating for the site. The Ministry indicated that the subject lands “appear to represent high priority agricultural land” as defined in Section 3.4 of the *Ontario Foodland Guidelines* (1978) which were in effect at the time the application was submitted. The Ministry is concerned that “given the range of uses permitted through the General Rural designation, the potential exists for additional non-farm uses to be permitted that may conflict with surrounding agricultural activities.” The Ministry of Agriculture and Food has objected to the proposed Regional Official Plan Amendment.

Ministry of Municipal Affairs and Housing

The Ministry advised that based on the review of the consultant’s report, and the “amount of ongoing agricultural activity on lands surrounding the property, the site is still identified as representing high priority agricultural land and being part of the prime agricultural area.” “The uses permitted in General Rural designation would raise the potential for land use conflicts with existing surrounding farming activities”. The Ministry stated that maintaining the current designation of Agricultural Resource would prevent potential land use conflicts and more farmland being lost.

The Ministry indicated that “The proposed uses are also located close to the boundary of the City of Kanata and would appear to represent fringe development.” Section 3.1 of the *Growth and Settlement Guidelines* (1992), states that new recreational development not be permitted on prime

agricultural areas “unless the development is directly related to the resource and is required in close proximity to the resource”. The proposal did not appear to meet the intent of this policy.

The Ministry concluded that “this proposal does not have regard for the policies of the Growth and Settlement Policy Guidelines or the Foodland Guidelines”.

Township of Goulbourn

Goulbourn Council’s resolution of June 1994 resolution did not support the approval of Regional Official Plan Amendment 46 as a proposed school site. They were re-circulated in January 1997. Comments have not been received at the time that this report was written.

City of Kanata

Kanata Council in May 17, 1994, carried a motion to not support proposed Regional Official Plan Amendment 46, as originally proposed by the applicant as a site for a school site. Comments on the 1997 circulation have not been received at the time that this report was written.

Ottawa-Carleton Federation of Agriculture

Advise against the 1994 submission. The same comments apply for the 1997 circulation.

Ontario Institute of Agrologists (Ottawa Valley Branch).

Based on the 1994 submission, the following comments apply.

“Most of the area still falls within the definition of “Prime Farmland”.

The Institute has several concerns about the Graham Agricultural Survey:

- The Institute “questioned whether the removal in the 1960’s of 4.3 inches of topsoil from 12.4 inches would lower the capability from 2 to 5”.
- Drainage problems on the site could be dealt with by installing a culvert. Engineering solutions to the drainage problem are not dealt with in the survey.
- “there is no reference in the survey to the severity of physical soil limitations” which is an important part of soil capability rating.
- The Institute is “concerned with the consultants apparent unfamiliarity with current approaches to rating soil capability.”

DISCUSSION

The major issue arising in this application is use of agricultural land.

The Eagleson-Flewellyn Investment Partnership is proposing outdoor recreation facilities on a 28-hectare site in the Township of Goulbourn. (See map in Annex A.) Part of the site is now used for a garden centre. The rest of the site includes unused agricultural land, old farm buildings, a new house and a landscaping business. Surrounding land uses include farmlands to the east, west and north of the property and unused land to the south.

The site has a Class 2 rating for agricultural capability on the Soil Capability for Agriculture map, which is used as base information for the Agricultural Resource Area designation in the Regional Official Plan (1988). Class 2 lands have moderate limitations or a combination of minor limitations, which restrict the range of crops or require moderate conservation practices.

The applicant submitted an agricultural survey of the property as part of the justification for the requested change in designation. The consultant's report questioned the viability of the site for intensive agricultural production because of the disturbed nature of the site from topsoil removal and dumping of fill, poor drainage and stoniness. The survey questioned the ability of the site to sustain production of a range of commercial crops that the adjacent farms could do because of these limitations. The survey concludes that the site is best suited for the production of perennial forage crops which by inference is a Class 5 designation.

Agricultural Land Issues

The subject property is designated "Agricultural Resource Area" in the Regional Official Plan (1988), and "Agricultural Resource" in the Township of Goulbourn Official Plan (1996).

According to the Ministry of Agriculture and Food pedologist who reviewed the agricultural survey of the site, the lands are correctly classified as Class 4 agricultural land. Therefore, the proposed use would not be permitted. In addition, section 3.4 of the *Ontario Foodland Guidelines* (1976), which were in effect at the time of the application, defines high priority agricultural lands as all lands where Class 1, 2, 3 and 4 lands predominate. Also section 4A.1 of the Guidelines indicates that Agricultural lands should be "uninterrupted by non-agricultural designations" so as to prevent conflicts between agricultural and non-agricultural land uses and the loss of farmland.

Section 5.1.3.1 of the Regional Official Plan defines Agricultural Resource Areas as lands having an agricultural capability rating of Class 1, 2 or 3. Agricultural Resource Areas also include lands of Class 4 or lower classification lands which are contiguous with Class 1, 2 or 3 lands that show evidence of being actively farmed. Agricultural Resource Areas are drawn to prevent penetration of non-agricultural development into these areas. As the classification of the applicant's lands has been confirmed by the Ministry of Agriculture and Food as Class 4, and the lands in question are completely surrounded by Class 2 agricultural lands, they are appropriately designated as "Agricultural Resource Area" in both the existing Regional Official Plan (1988) and the new draft Regional Official Plan (1997).

Staff have employed the Land Evaluation and Area Review (LEAR) of agricultural lands which was developed as part of the review of the Regional Official Plan. The LEAR was developed to evaluate potential Agricultural Resource Areas for the Official Plan Review. The LEAR takes into consideration soil capability, as well as the percentage of the area currently in agricultural use, land fragmentation, parcel size and adjacent land uses.

The site had an original rating based on Class 2 soils of 180 or greater which is the highest LEAR score of the ten categories on the LEAR system. The LEAR score was recalculated by staff using the Class 4 soil capability rating revised by the Ministry of Agriculture and Food pedologist which dropped the score to 126 which is the seventh category on the LEAR scale which is still within the range for an Agricultural Resource Area designation. It is shown as Agricultural Resource Area in the new Draft Official Plan.

Land Use Compatibility Issue

As the site is surrounded by Class 2 agricultural land, much of which is currently being farmed, there is the land use compatibility issue. Section 4A.1 of the Ontario Foodland Guidelines states that the high priority agricultural lands **must** be placed in an agricultural designation and are uninterrupted by non-agricultural designations. This is to prevent conflicts between farm and non-farm uses. The lands surrounding the proposed amendment, are being intensively farmed. If the proposed amendment was adopted, this would create a potential conflict between agricultural and non-agricultural uses.

The *Growth and Settlement Policy Guidelines* (1992), Section 3.1, directs that new residential, recreational, commercial, industrial and institutional uses not be permitted on prime agricultural land unless the development is directly related to prime agricultural land and is required to be in close proximity to prime agricultural land. The proposed recreational development does not meet these criteria.

The Ministry of Agriculture and Food also indicated that with the range of uses permitted in the General Rural designation, the potential exists for additional non-farm uses to be permitted that may conflict with surrounding agricultural uses.

As the soil capability is Class 4 and not Class 5, poor pockets policies do not apply in this situation.

CONCLUSION

The applicant has requested that the designation on Schedule “A” of the Regional Official Plan be changed from “Agricultural Resource Area” to “General Rural Area”. Amendment 46 would permit recreational or other forms of non-agricultural development such as estate residential on the subject site. The site is in prime agricultural land and in keeping with the Regional Official Plan and the *Ontario Foodland Guidelines*, and the *Growth and Settlement Policy Guidelines*, the Planning and Development Approvals Department cannot support the proposed amendment.

FINANCIAL IMPLICATIONS

There are no financial implications.

Approved by
P. Sweet, MCIP, RPP

DRAFT

AMENDMENT 46

Official Plan (1988) of the
Regional Municipality of Ottawa-Carleton.

PURPOSE

The purpose of Amendment 46 is to redesignate a 28 hectare parcel of land in the Township of Goulbourn, part of Lot 30, Concession 8, from “Agricultural Resource Area” to “General Rural Area” in order to permit outdoor recreation development.

BASIS

The application is based on a request by the Eagleson-Flewellyn Investment Partnership to amend the Regional Official Plan to permit the proposed development.

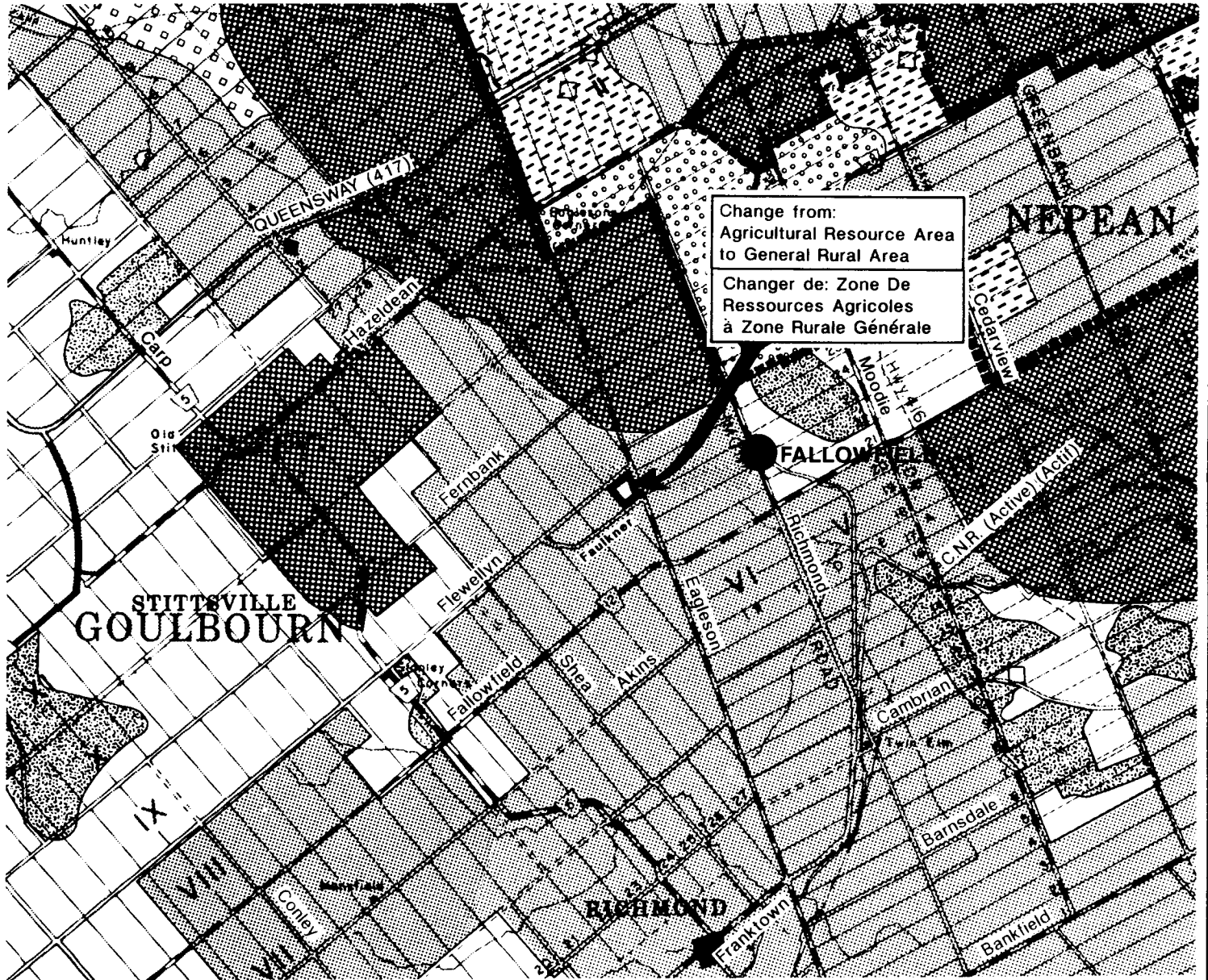
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THE AMENDMENT

1. Schedule "A", Rural Policy Plan is hereby amended as shown on Schedule "1" attached, by the redesignation of 28 hectares from Agricultural Resource Area to General Rural Area.

SCHEDULE "1" OF AMENDMENT 46 OFFICIAL PLAN (1988) OF
THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

LA CARTE "1" LÉGALE DE L'AMENDEMENT 46 LE PLAN DIRECTEUR
(1988) DE LA MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON



OFFICIAL PLAN-SCHEDULE "A"
RURAL POLICY PLAN

PLAN DIRECTEUR-ANNEXE "A"
PLAN DES POLITIQUES EN MILIEU RURAL

AGRICULTURAL RESOURCE AREA



ZONE DE RESSOURCES AGRICOLES

GENERAL RURAL AREA



ZONE RURALE GÉNÉRALE

Scale 1:100,000