

OP Document 1

Official Plan Review
Preliminary Proposals

City of Ottawa
Planning, Transit and the
Environment Department
April 22, 2008

PREFACE

UPDATE OF THE OFFICIAL PLAN

The *Planning Act* requires each municipality to review its Official Plan within five-years of it coming into effect. Municipalities must demonstrate how their Plan meets the requirements of the Provincial Policy Statement.

The City of Ottawa adopted its first comprehensive Official Plan in May, 2003 which was approved by the Minister of Municipal Affairs and Housing in September, 2003. Since that time, the following have occurred:

- The Provincial Policy Statement, incorporating the Province’s policy requirements for Official Plans, was amended in 2005.
- The *Planning Act* was amended in January, 2007.
- Council adopted new growth projections to guide future plans in November, 2007
- A community-based review of rural policies has been completed.

Taken together, these mean that the City must address some new requirements and some new opportunities in its Official Plan Review.

It is emphasized that this review is an update of the Official Plan and not a return to first principles. It is being done in concert with the Infrastructure Master Plan and the Transportation Master Plan. However, this document focuses only on how the Official Plan policies are affected.

In addition, numerous recommendations were put forward during the review that are not specifically land-use related. These are being addressed through other mechanisms and not included here.

THE OFFICIAL PLAN’S STRATEGIC DIRECTIONS

The Official Plan (OP) contains a suite of strategic directions that establish the basis for land-use planning in Ottawa. They were developed through the Ottawa 2020 process, they are consistent with the Provincial Policy Statement (PPS) and they are consistent with City Council’s Strategic Directions approved on 26 September, 2007. They represent a vision, a set of values and a basis for establishing the objectives that guide land-use planning. It is not intended that the strategic directions be revisited as part of the Official Plan review. The strategic directions are included here in their entirety for reference in association with all the discussion that follows.

To quote:

“This Plan meets the challenges of growth over the next 20 years by pursuing strategic directions in four key areas:

Managing Growth

- The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently.

- Rural development will be directed to Villages to enhance their vitality, with provision for Village expansion where it is economically feasible and environmentally sound.
- Growth in the urban area will be directed to areas where it can be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.
- Downtown Ottawa will be a vibrant mix of thriving economic and cultural activities within a setting that celebrates the unique qualities of both the city and the National Capital.

Providing Infrastructure

- A transportation system that emphasizes transit, walking and cycling will be built.
- Public water and sanitary wastewater facilities will be provided to reinforce the City's commitments to a compact urban area and safe and healthy communities.
- Development in the rural area will be primarily on the basis of private individual services where they are safe and environmentally sound.

Maintaining Environmental Integrity

- Air quality will be supported by a transportation system that emphasizes transit, walking and cycling, and by policies that protect forests, wetlands and other natural environment areas.
- Provincially and locally significant wetlands and forests will be conserved.
- The City will preserve natural features and the integrity of natural systems by directing land use and development in a way and to locations that maintain ecosystem functions over time.
- Greenspaces will be valued and protected for their environmental, cultural heritage, recreational, educational and aesthetic qualities.

Creating Liveable Communities

- The City will provide opportunities to increase the supply of affordable housing throughout the rural and urban areas.
- Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing, and places to work and shop.
- The City will provide for a wide range of rural and urban economic activities in suitable locations.
- The design of the city, the maintenance of greenspace and the high quality of life will enhance the attractiveness of the city for business development.
- Familiar landscapes and heritage buildings will be maintained despite on-going change.
- Rural communities will continue to be valued for their distinct economies and lifestyles.
- Attention to design will help create attractive communities where buildings, open space and transportation work well together.

- The process of community building in the urban and rural area will be open and inclusive.
- Agricultural lands will be preserved for future generations and mineral resources will be protected for extraction.

These strategic directions are developed further in policies in this section of the Plan that guide city decision-making and the expectations of residents, developers and other planning stakeholders. Subsequent sections will translate these policies into more detailed direction on how land is to be used and how development applications are to be reviewed.”

HOW TO READ THIS DOCUMENT

OP Document 1 summarizes the reasons for proposed policy changes as well as a preliminary draft of the proposed policy. It deals with the key policy areas for which change is contemplated. In each case, the section includes the ‘requirement’, which explains the reason for the change to the ‘current policy’ in the Official Plan, a brief ‘discussion’, a ‘proposed direction’ and ‘draft policy amendment’.

An accompanying table, OP Document 2, includes a large number of additional changes that are of less importance as well as a reference to the changes in the main document. Where specific policy changes are being proposed, the deleted policies are identified with a “strikethrough” and the added policies are shown in grey shading. Sometimes reference is made to White Papers and Discussion Papers. All of these are available at: Ottawa.ca/beyondottawa2020

The numbering system used in this report is not to be confused with the Official Plan sections.

NEXT STEPS AND TIMING

All of the material in this document is preliminary and subject to discussion and review. Public consultation will be focused in May and June of 2008, but some aspects may continue to be discussed into the summer. It is recommended that all feedback be provided by July 31, 2008. A revised draft will be tabled for public review in November, 2008 based on feedback.

April 22, 2008	<ul style="list-style-type: none"> • Preliminary Proposals released for public consultation
May, June, 2008	<ul style="list-style-type: none"> • Public consultation • Intensification Workshops
July 31, 2008	<ul style="list-style-type: none"> • Deadline for comments on Preliminary Proposals
June, July, August	<ul style="list-style-type: none"> • Evaluation of Future Urban Areas
November, 2008	<ul style="list-style-type: none"> • Revised report with proposed Official Plan Amendment • Draft Transportation Master Plan • Draft Infrastructure Master Plan
January, 2009	<ul style="list-style-type: none"> • Public Information Meeting
February, 2009	<ul style="list-style-type: none"> • Public Meeting under the <i>Planning Act</i>.

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OP Document 2 - Summary of Proposed Policy Changes

1. MANAGING GROWTH IN THE CITY OF OTTAWA

1.1. GROWTH PROJECTIONS

1.1.1. Requirement

To update sections of the Plan to reflect the new 2031 growth projections adopted by Council.

1.1.2. Current Policy

The Plan now has projected growth in population, households and employment to 2021. The amendment will incorporate new projections to 2031, which were adopted by Council as the basis for the OP review in November 2007.

1.1.3. Discussion

The new projection of population in 2031 is approximately five per cent lower than the previous projection for 2021 (1,136,000 compared to 1,192,000 formerly). However, because the new projection is for 10 years beyond 2021, household sizes will be smaller due to aging of the population and therefore the total number of households almost as the same (496,000 households in 2031 compared to 502,000 formerly). Because the number of households drives housing requirements and because housing is the largest factor in the need for urban land, the issue of urban land supply and the urban boundary will continue to be an issue in the Official Plan. An important related question is the form and density of housing that the future population will choose to live in.

1.1.4. Proposed Direction

The projections were discussed in 2007 as part of the projection update. Council adopted these in November 2007 and the amendment is simply to incorporate the revision.

The level of geographic detail proposed for the revised table (Figure 2.2) is slightly less than the current Plan. The proposed change replaces projections for each of the three urban areas West, South and East outside the Greenbelt with a single figure for all urban areas outside the Greenbelt. Experience with the original format showed that rather than being regarded as merely projections of future growth, they were often interpreted as reflecting Council policy for how much growth was allocated to various areas, which was not the intention. Details of projected growth by sub-area of the city would be provided in documents that are outside of the OP.

1.1.5. Proposed Policy

Modify Section 1.1, the Role of the Official Plan

The Ottawa Official Plan is the first plan for the new City of Ottawa and its guide to the 21st century. Creation of the City in 2001 brought 11 urban and rural municipalities and a regional government into one government structure, responsible for providing services to a population of about ~~800,000~~ 870,000. Always the country's symbolic focal point, the

amalgamated City is now among the country's most geographically extensive and populous urban areas.

Over the next 20 to 25 years, the City's population will push past the one million mark and possibly reach about 1.2-1.4 million. This level of growth will open new opportunities for the city and its residents, but will also bring enormous change and new challenges. This Plan sets a policy framework for managing growth in ways that will reinforce the qualities of the city that are most valued by its residents: its distinctly liveable communities, its green and open character, and the landmarks and landforms that distinguish Ottawa from all other places. The Official Plan is not a tool to limit growth but rather to anticipate change, manage it and maintain options.

In addition to the challenges of managing growth and change, the City also faces many challenges common to large cities such as road congestion, water quality in some rivers and streams, and greenhouse gas emissions. [OMB decision, June 17, 2005]

The Official Plan provides a vision of the future growth of the city and a policy framework to guide its physical development to the year 2031.

Modify Section 1.7, Interpretation and Implementation of the Official Plan

(third paragraph)

It is important to recognize that the assumptions that lie behind the policies expressed in the Official Plan may change over the timeframe of the Plan (from 2009 to 2031).

Modify Section 2.1, The Challenge Ahead

As migration from elsewhere in Canada and immigration from other countries continues, Ottawa's population is projected to grow by up to 530 per cent by 2021-2031 compared to 2006.² And with the average number of people in each household gradually declining, growth in the number of households in Ottawa is projected to increase even faster than that of the population — by up to 640 per cent over this time period. This means that almost 190,000 approximately 150,000 new homes may be needed in Ottawa within the next 20 years by 2031.

About Almost two-thirds of the added housing stock will be located outside the city's Greenbelt. Many of the new dwellings there will be in the form of single-detached homes, but at least 40-50 per cent will be either townhouses or apartments. Within the Greenbelt, where about one-third of the housing growth is expected to occur, most new housing development will be in the form of apartments.

² City of Ottawa, *Population, Employment, Household and Dwelling Projection, 1996-2031 (May, 2001)*, The Centre for Spatial Economics: *Growth Projections for Ottawa: Prospects for Population, Housing and Jobs, 2006-2031, Planning, Transit and the Environment Department*, November 2007.

Employment growth is expected to be robust over the coming years, driven by expansion in the information technology and federal government sectors. Indeed, aggressive assumptions about job growth underpin the population projections. The projections assume that over the next 20 years, job creation occurs at a high rate and triggers up to 20,000 in migrants annually in the peak growth years of 2006 to 2011 for the rural area and the urban area inside and outside the Greenbelt, as shown in Figure 2.1 and Figure 2.2. The city's job base employment is expected to grow by about 2170,000 by 20231, with urban job growth slightly higher outside the Greenbelt than inside it (these areas are shown in Figure 1) and some additional employment occurring in the rural areas. About half the soils in the rural area are suitable for sustained agricultural production, making agriculture the backbone of the rural economy and a key element of Ottawa's economy. Resource extraction, manufacturing, tourism, transportation services and construction contracting also contribute to the vitality of the rural economy. Projected growth to 2031 in population, households and employment (by place of work) is shown in Figure 2.2 for urban areas inside and outside the Greenbelt and for the rural area.

Delete Figure 2.2 and replace with the following:

Figure 2.2
Projected Growth in Population, Households and Employment,
City of Ottawa, 2006-2031

Area	Population			
	2006	2011	2021	2031
Inside Greenbelt	533,000	540,000	562,000	591,000
Outside Greenbelt	252,000	291,000	367,000	432,000
Rural	86,000	91,000	102,000	113,000
Total	871,000	923,000	1,031,000	1,136,000

	Households			
	2006	2011	2021	2031
Inside Greenbelt	233,000	243,000	264,000	284,000
Outside Greenbelt	89,000	107,000	141,000	170,000
Rural	30,000	32,000	38,000	43,000
Total	351,000	382,000	443,000	496,000

	Employment			
	2006	2011	2021	2031
Inside Greenbelt	432,000	457,000	482,000	506,000
Outside Greenbelt	72,000	95,000	128,000	162,000
Rural	25,000	25,500	30,500	35,000
Total	530,000	577,500	640,500	703,000

Notes: 1. Totals may not add due to rounding

2. 2006 are estimated actual, other years are projections

3. Population and households are adjusted for Census undercounting
4. 2006 employment based on City of Ottawa Employment Survey, adjusted for undercoverage

1.2. URBAN BOUNDARY

The urban boundary defines the area that already is serviced or may be serviced with major roads, transit and piped sewer and water services. (Section 1.5 of this report makes some recommendations for policy changes around the *process* for dealing with boundary adjustments.) This section examines issues around the urban boundary and proposes a suite of policies that could move the focus away from the boundary.

1.2.1. Requirement

The PPS makes two clear statements about the amount of urban land supply:

- It limits municipalities to a maximum 20-year planning horizon: “Sufficient land shall be made available through intensification and redevelopment and, if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years.” (Section 1.1.2)
- It requires municipalities to have at least a 10-year supply of land for housing. This is for an overall residential land supply, not for each individual housing type: “maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development.” (Section 1.4.1 a))
- In both of the above extracts it is clear that the PPS expects municipalities first to establish how much of the demand can be met through intensification before considering an urban boundary expansion. In Section 3 of this report, intensification is discussed in more detail.

In addition, in Ottawa we must consider how the amount of rural development affects the urban land supply. Currently we assume that about 8% of new residential development and about 10% of population growth will occur in the rural area. If that is lower or higher, the amount of urban development will be affected. Section 3.4 discusses this matter.

1.2.2. Current Policy

The current urban boundary is based on providing sufficient urban land for a citywide population of 1,192,000 in 2021. It is estimated that approximately 90% of the population will live in the urban area. The projected population is associated with a demand for residential land as well as lands for other purposes, particularly employment.

The policies provide for Council to revisit the urban boundary on a five-year basis to determine if additional land is required. This is often one of the most contentious policy discussions related to the Official Plan.

1.2.3. Discussion

1.2.3.1. Role of the Urban Boundary

Traditionally, the urban boundary has been used to represent the limit of urban development that will occur within 20 years. Establishing a limit to urban expansion increases the probability that intensification and its associated benefits will occur. So, the urban boundary

is a means to an end, not an end in itself. In the past, disagreements on the location of the urban boundary became a battle of the numbers and much less attention was paid to the goals of the City. In projecting future land requirements many assumptions are required at every step of the calculation.

In addition, the Planning Act limits municipalities (other than the Toronto area) to a planning horizon in their Official Plans that is insufficient for the planning of major infrastructure such as transit, arterial roads and trunk services.

During this review, an attempt is made to create a growth management strategy that is more multi-dimensional. So, the objective of this discussion is to look more closely at what the City is trying to achieve through its policy for the urban boundary and investigate other policies that ought to be in place to move in the direction of Council's strategic objectives.

1.2.3.2. Firm urban boundary

A municipality may establish a firm urban boundary and seek to change it infrequently. This model assumes that the dwelling unit mix planned for the city will fit within the boundary for many years to come.

A "firm" urban boundary contributes to the following challenges:

- Everyone agrees that the aging of the baby-boom population will have a significant effect on the future housing market. But, this model of no urban expansion in the planning period (to 2031) will require a shift in housing preferences far beyond what market/demographic trends suggest. The key question is whether or not the City of Ottawa wants to orchestrate sharper shifts in the housing market.
- Ottawa is part of a larger commuter shed as described in the White Paper "Development in Greater Ottawa-Gatineau". If there is too sharp a contrast between what is available in Ottawa and in the surrounding municipalities, we may see Ottawa's share of the metropolitan population (which has been stable for the past three decades) start to decline. That comes with its own price tag regarding impact on City transportation infrastructure, impact on Greenhouse gas emissions and so on.
- Currently the rural area of Ottawa has few limits on the extent of growth that can occur in Villages and in the General Rural Area. Establishing a firm urban boundary without associated Rural Growth Management policies may result in heightened demand for rural housing beyond the pace of growth preferred by current rural residents.
- Today the vacant residential land in Ottawa is primarily within the portfolio of a few developers: about 30% owned by two owners and 55% owned by 10 owners. Under a firm urban boundary, greenfields land will be held in the ownership of fewer and fewer developers, limiting opportunities for competition.
- Limitations on the urban land supply will contribute to increased land values within Ottawa.

A "firm" boundary is supportive of:

- More "urban" development in suburban communities with increased densities and a greater mix of uses. This would move the city towards more complete communities

and provide opportunities to satisfy many of one's daily needs within proximity of one's home.

- Increased densities leading to a more pedestrian and transit-supportive pattern of land use, reducing demand for automobile trips. This in turn would support the City's objectives for reducing greenhouse gas emissions.
- Reduced impact from urban expansion on resource areas in the rural area – particularly on Agricultural Resource Areas.

1.2.3.3. A larger urban boundary

A municipality could undertake land requirement projections that result in a much larger urban boundary for 2031. This would still be based on a set of assumptions for providing for 20-years of growth, but would assume a much larger proportion of single detached homes in the mix and no increase in densities. This is a more market driven model and would result in more certainty for the development industry regarding the future extent of urban land in Ottawa.

The consequences are generally opposite to the previous model but a couple are emphasized below.

It is certain that the incentive to achieve intensification and a transit-oriented development pattern within the urban area would be reduced.

On the other hand, the status quo does not rely on shifts in house buying patterns and expectations.

1.2.3.4. A performance driven urban boundary

What if the City included an urban boundary representing the expected 20-year growth requirement, but also identified where future urban growth would occur beyond the planning horizon? In this model, the urban boundary would remain fixed until a number of requirements had been met. Chief among these requirements would be the achievement of the Official Plan's intensification target.

The benefits of identifying future urban areas would be the ability to plan on a longer-term horizon for infrastructure, roads and street grids and community services. It would provide greater certainty about the future direction of the city's expansion. However, it would be within the framework of the Provincial Policy Statement.

This approach is expanded upon in the proposed direction below. One of the most important ingredients is a sincere commitment to intensification.

1.2.4. Proposed Direction

The Official Plan would:

1. Establish an urban boundary for the City to 2031. Staff's evaluation has indicated a need for about 500 additional hectares over the term of the Plan. This is based on a number of assumptions regarding the sorts of dwelling units people will choose to live in. Using the same population projection and same age structure, the Greater

Ottawa Area Homebuilders Association's consultant has indicated a need for a larger number, perhaps over 1,000 hectares. During the consultation on these preliminary proposals, this number will be finalized.

2. The additional urban land to achieve this total would be based on a citywide analysis to include such criteria as ease of servicing, inclusion in an existing development plan and logical extensions determined by physical boundaries [*These criteria will be the subject of consultation*]. This analysis will also review those parcels that were the subject of an urban boundary appeal of the 2003 Official Plan.
3. Identify areas for future urban growth (beyond the term of this Plan). Consistent with the policies in the OP today, these areas would be of sufficient size to develop a new community or complete an existing community. They would be designated Future Urban Area on Schedule B as an overlay.
4. At the time of each 5-year review, consistent with the current policy, assess the need for additional urban land. Enhance the rules in the Official Plan for triggering the additions. All of these conditions must be met:
 - a. Citywide intensification targets have been met or exceeded as required by the Provincial Policy Statement (see Section 1.3 of this report for a discussion of intensification targets); and
 - b. The current land supply is insufficient for 20 years into the future or cannot meet the provincial requirement for 10-years of residential land; and
 - c. The expansion area is identified as a Future Urban Area in the Official Plan; and
 - d. The City will undertake a community design plan for the future urban area; and
 - e. This is the next logical place for growth to occur based on development trends in the city, servicing strategies, adjacency, etc [*these criteria will be developed through consultation*]; and
 - f. The City will explore all available means to secure significant natural areas lying outside the urban boundary and within the Future Urban Area.
5. Other policies that will be added to the Official Plan:
 - a. Minimum intensification targets (see Section 1.3 of this report).
6. In the short term, the City will commit to:
 - a. Creating minimum intensification targets for areas targeted for intensification in the Official Plan before the fall of 2008. This would be done in an open and public process including the developers/builders/designers and the community, upon release of this draft document.
 - b. Embarking on a public awareness campaign to promote the benefits of intensification. This would be to educate all stakeholders.
 - c. Delivering a financial strategy to ensure that growth pays for itself. This would include a suite of policies including guidance to the next Development Charges By-law. It would focus on the cost of greenfields development as well as infill development. The new development charge system may relate to density instead of dwelling type. Every development should pay its fair share of cost.
 - d. Undertaking, during the summer of 2008, an evaluation of Future Urban Areas. This will be an open and inclusive process.

- e. Committing to ensuring the improvements required to sewers inside the Greenbelt to facilitate intensification.
 - f. Setting priorities and funding sources for the delivery of “soft services” such as community centres, parks and various municipal programs in areas of intensification.
7. In the long term, the City will commit to:
- a. Examining community design plans (CDPs) and secondary plans in Developing Communities to determine the feasibility of increasing the density of single detached dwellings.
 - b. Examining CDPs and secondary Plans in intensification areas to ensure that minimum targets can be met. If required, the plans would be amended to do so.
 - c. Revisiting the comprehensive Zoning By-law to ensure that intensification targets can be met. ‘Up’ zonings may be undertaken if necessary in order to facilitate intensification.

1.2.5. Draft Policy Amendment

Section 1.3 proposes policies related to intensification and Section 1.5 proposes policies related to urban boundaries.

1.3. URBAN INTENSIFICATION

1.3.1. Requirement

The Provincial Policy Statement (PPS) requires municipalities to identify and promote opportunities for intensification and redevelopment, and establish and implement minimum targets for intensification and redevelopment within built-up areas (Section 1.1). It also requires that density targets be identified for areas adjacent to or in proximity to transit corridors (Section 1.2.2.d)

1.3.2. Current Policies and Directions to Support Intensification

The Official Plan identifies the locations where growth and intensification are promoted. However, it does not currently identify specific targets on how much development we expect through intensification.

The areas for intensification are designated in the Official Plan and include the following:

- Central Area
- Mainstreets
- Mixed-use Centres and Town Centres

The Official Plan also identifies additional areas where opportunities for intensification are promoted, such as within 600 metres of a rapid transit station.

1.3.3. Discussion

1.3.3.1. The Benefits of Intensification

Since the early 1990s municipal governments in the Ottawa area and across North America have promoted intensification as a strategy to manage growth in a sustainable way. In principle this strategy makes the best use of existing services and facilities. It has the least impact on agricultural land, mineral resources and protected environmental areas by decreasing the pressure for urban expansions. Generally, it is the most cost-effective pattern for the provision of municipal services, transit and other infrastructure and supports a cleaner, healthier city. More vibrant, accessible and ‘complete’ communities are more compelling places to live. Communities where residents do not need to drive for everyday activities, where jobs, shopping, recreation and social activities lie within walking, rollerblading or cycling distance are communities which have far greater potential for reducing their carbon footprint and their net contribution to many of the negative consequences of our modern lifestyle, such as climate change.

1.3.3.2. Definition of Intensification

In the current Official Plan, intensification means that the density of development, measured in households or employment per hectare, increases. In the Provincial Policy Statement, ‘Residential Intensification’ means:

“intensification of a property, site or area which results in a net increase in residential units or accommodation and includes:

- (a) redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;
- (b) the development of vacant or underutilized lots within previously developed areas;
- (c) infill development;
- (d) the conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and
- (e) the conversion or expansion of existing residential buildings to create new residential units or accommodation, including accessory apartments, secondary suites and rooming houses.”

It is proposed that this definition be incorporated into the City’s Official Plan.

1.3.3.3. Setting Targets

Quite apart from the Province requiring municipalities to establish minimum targets for intensification, both the public and the development industry are interested in being able to quantify how much intensification the Official Plan anticipates. This has important implications for municipal services, community character and prioritizing municipal capital and operating budgets. As discussed in the White Paper on residential intensification, there are a number of ways to approach setting targets. However, the more geographically refined a target is, the greater its relevance will be to decision-makers and residents in general.

At a high level, the Province of Ontario has defined a target for the Greater Golden Horseshoe area surrounding Toronto of 40% to be achieved by 2015. In Ottawa, between 2001 and 2006, 37% of urban residential development has been achieved through intensification. Hence, it may be reasonable to consider an overall intensification target of 40% citywide. This means that 40% of all new urban dwelling units would be accommodated through intensification on an average annual basis. [*The target will be re-evaluated through consultation and analysis*]. While this would be a useful start, it would not assist in identifying expectations for growth on properties within individual parts of the city, or for assessing the consequences of intensification for the infrastructure network. Since the Official Plan strategically directs growth in the urban area to locations where there is significant growth potential centred on the rapid transit network, major roads, and busy commercial streets, it would be consistent to carefully evaluate the opportunities within the designations in the Plan that have been identified for growth. Setting area-specific targets is not without precedent locally. For example, the City of Gatineau has established density targets on lands within its rapid transit corridor.

1.3.3.4. Purpose of Area-Specific Targets

There are many benefits of going through the process of determining how the City could achieve a citywide target for intensification. This work would examine each designation where intensification is promoted and determine what that would mean on the ground. The objectives are:

- To demonstrate the feasibility of the citywide target for intensification in Ottawa.

- To set targets in order to quantify how much intensification is anticipated in each growth designation for the information of the community and developers alike;
- To assess the consequences of intensification for the infrastructure network;
- To create a framework for assessing a community design plan or zoning by-law amendment proposal;
- To support a corporate-wide commitment to achieving intensification and setting priorities for budgets, standards, by-laws, staff resources, and inter-agency co-operation.

1.3.3.5. Locations for the establishment of intensification targets:

The areas for which targets would be determined are designated in the Official Plan and include the following:

- Central Area
- Mainstreets
- Mixed-use Centres and Town Centres

The areas may also include one or two rapid transit stations that are not identified as Mixed-use Centres.

1.3.3.6. Conditions for establishment of a successful target:

For the target to be ‘successful’ it needs to meet a set of conditions:

- Based on realistic assumptions for building height and density and an appropriate mix of uses;
- Ease of understanding;
- Examined within the context of existing zoning;
- Distinguishes between short, medium and long-term opportunities;
- Broad-based involvement in setting targets.

1.3.3.7. Conditions for successful implementation of an intensification target:

Once a target is set, a number of actions must be implemented to support achievement of the target. These are listed below.

1. Infrastructure support (piped services, transportation infrastructure and community resources)
 - Understanding the infrastructure requirements to support the growth and existing capacity constraints.
 - Setting priorities and funding sources to upgrade/provide infrastructure.
 - Differentiating between growth-related requirements and regular, on-going remediation in intensification areas.
 - Maximizing use of quality transit through design, public investment, operation, etc.
 - Setting priorities and funding sources for the delivery of ‘soft’ services such as community centres, parks and various municipal programs.
 - Flexibility in applying standards and promoting innovative solutions.
2. Planning support
 - As-of-right-zoning to accommodate the target.
 - Provide resources to support a community design plan where required.

- Applications to be assessed within the context of the minimum target for the area.
 - Consideration of applications within context of all OP policies.
 - Develop a strategy to transform arterial mainstreets to liveable urban avenues
 - Support for compact, mixed-use, accessible development at rapid transit stations.
 - Where there are willing partners, use the provisions of S.37 of the Planning Act to enter into agreements with landowners whereby the landowner may elect to provide certain kinds of facilities, services and matters in return for increases in height and density of development than is otherwise permitted by the Zoning By-law (see policy 8 of S.5.2.1 of the Official Plan).
3. Design support
- Establish design priority areas for the timely provision of design enhancements within the public right-of-way.
 - Preparation of design guidelines and façade improvement programs.
 - Parking strategies to support compact, mixed-use development.
 - Context-supportive review to ensure compatibility and ‘fit’.
4. Monitoring Intensification
- Monitor the pattern and amount of intensification on an annual basis
 - Are the targets being met?
 - Are assumptions still valid?
 - Are the strategies being implemented?
 - Are there barriers that should be addressed?
 - Are there policies that need amending?
 - Any success stories?

1.3.3.8. Supporting Transit

Transit stations are focal points for intensification especially where they fall within a Mixed-use Centre. As the City develops its rapid transit network, a commitment is made to ensuring that development at rapid transit stations is transit supportive. Policies are included to increase the overall accessibility to the station.

1.3.4. Proposed Direction

- Adopt the PPS definition of intensification
- Establish specific minimum intensification targets.
- Ensure zoning accommodates the targets.
- Ensure CDPs and Secondary Plans accommodate the targets.
- The minimum targets will be the basis for the preparation of community design plans and for evaluating proposals.
- Monitor the achievement of targets.
- Focus on Rapid Transit Stations

1.3.5. Draft Policy Amendment

Add a definition of intensification to the second paragraph of the preamble in Section 2.2.3

Intensification of a property, site or area which results in a net increase in residential units or accommodation and includes:

- (a) redevelopment (the creation of new units, uses or lots on previously developed land in existing communities), including the redevelopment of Brownfield sites;
- (b) the development of vacant or underutilized lots within previously developed areas;
- (c) infill development;
- (d) the conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and
- (e) the conversion or expansion of existing residential buildings to create new residential units or accommodation, including accessory apartments, secondary suites and rooming houses.

Add the following new policies to Section 2.2.3:

11. The City will adopt a citywide target of X% of new residential growth to be achieved through intensification.
12. The City will adopt the intensification targets for those areas designated on Schedule 'B' as Central Area, Mixed-use Centre, Town Centre, Traditional Mainstreet and Arterial Mainstreet set out in Figure 2.4 below
13. The City will review the zoning applying to the target areas and either affirm it or amend it in order to accommodate the target. Subsequent development applications will be assessed in the context of those targets, the context of the area to which the targets apply, as well as the policy guidance provided in this Plan.
14. The City will review all community design plans and secondary plans related to the target areas and either affirm them or amend them in order to accommodate the minimum target.
15. Any community design plan prepared after the targets are established must focus on the development patterns that need to be in place to achieve the targets.
16. Since there is unlikely to be additional capacity in the road network in the areas targeted for intensification, the City will identify these areas as a priority for the provision of increased frequencies in public transit service.
17. The City must establish a program to evaluate the condition and capacity of piped infrastructure in these areas and set priorities for improving capacity. Development Charges should cover the portion of the cost of infrastructure improvement that is required to support intensification.

18. Arterial Mainstreets are among those areas identified in this Plan for intensification. They will require municipal initiatives to help transform them from wide, predominantly automobile-oriented streets, to urban avenues that exhibit more liveable conditions. Consequently, the achievement of residential intensification targets on Arterial Mainstreets generally represents a longer-term potential. However, those Arterial Mainstreets located inside the Greenbelt will be considered to have priority for municipal upgrades over those outside the Greenbelt.
19. Staff will report annually on the pattern and amount of intensification and relate it to the assumptions upon which the targets are based. Adjustments will be considered during the five-year review of the Official Plan.

1.4. RURAL DEVELOPMENT

1.4.1. Requirement

The Provincial Policy Statement (PPS) encourages municipalities to direct rural development to Villages (settlement areas) with limited development outside of Villages. Part of this review is to determine if the City's growth management strategy conforms to the Provincial Policy Statement.

In addition, since March of 2007, the rural community has been participating in the review of rural land use policies. Working groups have developed recommendations for moving forward in a number of areas. However, no group looked at rural growth management in its totality. Also, through the discussions that did occur, there was a divergence of opinion. So the other part of this review is to bring some closure to those debates.

1.4.2. Current Policy

The Official Plan also states a preference to focus rural development in Villages, but in fact permits residential and non-residential development outside of Villages by plans of subdivision (Section 3.7.2, policy 6) and by severance (Section 3.7.2, policy 8) on lands designated General Rural Area and Rural Natural Features. Roughly 60% of residential development occurs today outside of Villages. Other non-residential development is also permitted subject to a zoning change where the use is not otherwise suited to village or urban locations. While some public water and wastewater systems are provided to some areas, new development in rural Ottawa is to be serviced by private individual wells and septic systems.

1.4.3. Discussion

1.4.3.1. Growth Potential in the Rural Area

Typically rural growth (residential units) has represented from 8% to 10% of city-wide growth. Current projections for city growth anticipate about 13,000 additional dwellings units in the rural area by 2031. (As discussed in Section 3.1, the amount of rural growth impacts on the amount of urban land required).

The rural area has capacity for growth in a variety of locations. Vacant land estimates in for the 26 Villages using existing village densities suggest that 7,500 additional units can be accommodated. Similar vacant land estimates for the General Rural Area and Rural Natural Features designations suggest that from 15,000 to 25,000 additional dwellings could be possible. The potential outside Villages is more than double the current potential for the Villages. Combined this vacant land potential could accommodate well over 20 years of growth in Rural Ottawa. If more potential is created outside of Villages by such means as reduced lot sizes, as recommended by one of the rural working groups, the potential number of dwellings could increase twofold and result in a very different rural landscape.

1.4.3.2. Rural Working Groups

Throughout 2007, the City was engaged in consultation with the rural community in order to identify Official Plan polices that the community believed should be reviewed. The community raised some issues related to protection of agricultural and environmental designations. However, most discussion related to growth and development in the Villages, development outside Villages in the General Rural Area and Rural Natural Features designations, and the impact of development on groundwater resources.

The comments and recommendations of rural participants can be reviewed in more detail in the Working Group Papers and Workshop Transcripts on the City's Website.

This consultation highlighted a diversity of opinion on the current City approach to development in the rural area. Some expressed concern that there is too much residential development while others felt that more was needed. Public consultation also revealed a huge dichotomy in the amount of planning control residents were comfortable with. Generally there was support for the protection of significant natural areas, agricultural and other resource areas through designation, as the OP currently does. But they sought improved review of development on lands immediately adjacent to these designations and better management of City-owned properties in natural areas.

The rural community was clear in their desire to protect two valued elements, rural character and groundwater resources. Both elements are seen as key to the rural lifestyle but there is no common understanding of the threshold at which development compromises these commonly held values. Within the Villages, there is also a desire for growth to occur but at a slow pace.

Most rural respondents see continued growth occurring in the rural area but:

- question the sustainability of the current form of residential subdivision development,
- want an Official Plan that identifies where and how development will occur in order to address the cumulative impacts on rural character and groundwater resources,
- want an Official Plan that protects other rural uses, agriculture, the natural environment and the rural landscape. Discussion of the Agriculture and the Natural Heritage System are addressed in Section 6.8 of this document.

1.4.3.3. What is a "limited" amount of rural development?

The PPS is not specific on defining what is limited rural development. At present 6% of city growth occurs in the rural area outside of the 26 Villages. As a percentage of overall growth this is a small number and the land on which this development occurs comprises only 25% of Ottawa's rural area. While these numbers sound small the consequences of this development may not be small and may not be acceptable to the rural community.

Historically rural development is sporadic and not planned in the same manner as urban development or some village communities. Landowners operating independently from the overall community are not required to anticipate the cumulative impact of their development and there are no community plans to guide development or assess impacts that extend beyond their land. For example, hydrogeological studies and terrain analyses only evaluate the

expected impact at the boundary of the site of the proposed development. In Villages, community-wide assessments are possible and development can be pre-planned. Accommodating more population in the rural area outside of Villages increases the potential for conflicts and the incremental approach to development becomes more problematic.

The key premise of the City's Official Plan is the wise use of land, protection of the natural environment, reduced reliance on private automobiles by promoting alternative means of transportation and building liveable communities. These are complete communities where a diversity and mix of uses can be found and the daily needs of residents, such as schools, community services, stores, employment and the like can be met locally and are viable. This premise is consistent with the Provincial Policy Statement. The rural working groups expressed similar objectives for their vision of the rural area and rural communities. Together these guiding principles of the Official Plan and community visions would suggest that a rural strategy should be supportive of focusing more development on urban areas and to a lesser extent on complete communities in Villages. However, there is another consideration - providing Choice.

1.4.3.4. Choice of types of housing and community

There is a long tradition in Ottawa of providing for a wide range of choice in living preferences. The spectrum ranges from large country lots to small downtown apartments and includes urban, suburban, village and rural options. Choice seems to be the most important basis for considering other residential opportunities such as country lot subdivisions and rural severances. How can an official plan balance the objective of providing for choice while meeting the strategic directions of Council's Official Plan and the requirements of the PPS?

1.4.3.5. Options for managing rural growth

Four basic strategies providing various limits on country lot development are presented and briefly evaluated for discussion purposes. Similar options were identified by the rural working groups but not evaluated by them. The options are:

- Focus new development in Villages by prohibiting any new country lot subdivisions.
- Managing the amount and distribution of country lot subdivisions using location criteria.
- Status quo – continue to permit village development, country lot subdivisions and severances under the current policy regime
- Increasing the potential for development outside of Villages in the General Rural Area.

Each option includes the assumption that development in the urban area and Villages will continue and that some expansion of the urban or village boundaries may occur over time. The options are evaluated using the following reasons for managing rural growth:

- Providing choice of lifestyle,
- Minimizing impact on groundwater resources
- Protection of the character of the rural landscape

- Focus on complete communities.

Focus new development in Villages. In this option, development would continue to occur in Villages and in the rural area outside of Villages on existing lots, on new lots created by severance and on lots created by subdivision applications currently lodged with the City. The rural share of city growth would gradually decline in this option and development would eventually be limited to only Villages and existing vacant lots.

This option provides choice of where to live, but the rural choices lessen over time, concentrating on new village development and remaining vacant rural lots. Declining subdivision development should result in less competition for groundwater resources and in less conflict with farm and non-residential uses. The appearance of the rural area would be similar to what we see today.

This option focuses on Villages. There is a greater possibility of achieving complete communities where people can satisfy many of their daily needs locally. It is more feasible to focus village growth in those Villages where a large supply of potable water exists. It is also more feasible to look at alternative servicing options should the need arise than it is for individual country lot subdivisions. Over time however, some Villages may need to grow at a pace and amount that exceeds the residents' wishes.

A strategy of this kind is consistent with the objectives of Provincial Policy Statement and of the Official Plan.

Limiting Country Lot subdivisions. In this strategy, development would continue to occur in Villages and in the rural area outside of Villages on existing lots, on new lots created by severance and on country lots created by plan of subdivision. Subdivisions could be limited by:

- a. Permitting them in the General Rural Area only and avoiding areas containing locally significant woodlands etc. and/or
- b. Restricting clustering of subdivisions in large numbers by mandatory separation distances or by density criteria in order to retain the rural character of the landscape.

This option provides choice of where to live and this choice only becomes limited as the land supply is consumed. The impact of this option on groundwater resources is unknown. However, restricting development by separating subdivisions may lessen the potential of groundwater contamination by avoiding large clusters of development. The character of the rural landscape would steadily change to differing degrees as more lands are developed for 0.8-hectare (2-acre) lots. Separation does preserve areas of countryside between the subdivisions lessening their influence on the character of the rural landscape.

This approach is unlikely to impact the current urban strategy and some village expansion may still be appropriate. Overall growth rate in the rural area will vary little from today except that separation between subdivisions may result in fewer units in the long term. This option focuses less on village and complete communities than the previous option and a

strategy based upon this is less consistent with the Provincial Policy Statement and the Official Plan.

The Official Plan would have to be amended to indicate that the focus of rural development is outside of the Villages rather than in those communities. This is contrary to Council's strategic objectives.

Status quo - no change to what is currently permitted. The current Official Plan policies are described at the beginning of this section.

This option provides a choice of where to live and this choice only becomes limited as the land supply is consumed. The impact of this option on groundwater resources is unknown. The character of the rural landscape would steadily change as more lands are developed for 0.8-hectare (2-acre) lots.

This option focuses less on village and complete communities than the previous option. Continued growth outside of Villages in the rural area could be argued to be 'limited' within the scope of the PPS but the consequences of the potential development over the next 20 years may not be acceptable to the rural community.

The Official Plan would have to be amended to indicate that the focus of rural development is outside of the Villages rather than in those communities. This is contrary to Council's strategic objectives.

Permitting more development outside of Villages. This option is included because the Rural Working Group looking at Development Outside of Villages recommended it. It is a scenario that proposes that current restrictions on development density for country lot subdivisions and limits on severances be removed and the development potential for land outside of Villages be increased substantially - possibly doubled. The group also believes that higher density clusters of country lot subdivisions would be encouraged to develop into complete communities and possibly develop into serviced Villages. Outside these clusters landowners would be free to sever or subdivide as they wish.

This option provides choice of where to live and only becomes limited as the land supply is consumed. The impact of this option on groundwater resources is unknown. The character of the rural landscape would steadily change as more lands are developed for 0.8-hectare (2-acre) lots.

This option is not a viable consideration for the following reasons:

- It was contrary to the majority of the input from the rural community.
- The City has 26 Villages already and it is easier to support and re-invigorate existing villages communities, rather than starting new ones. And, there would be greater returns for the residents of the city.
- A cluster of rural country lot subdivisions does not create a nucleus for a new village or complete community.

- This approach does nothing to avoid the loss of the character of the rural landscape or to reduce the impact of development on groundwater resources.
- This approach is contrary the direction of the Provincial Policy Statement

The Official Plan would have to be amended to indicate that the focus of rural development is outside of the Villages rather than in those communities. This is contrary to Council's strategic objectives.

1.4.4. Provision for Severances

While the community was divided over the merits of rural subdivisions, residents felt that they were entitled to provide a building lot for a family member, or as a means of providing income to assist in their retirement. The Official Plan permits one lot to be created by severance where the lot has a minimum area of 0.8 ha (2 acres) and where the retained land has an area of at least 10 ha (25 acres). These policies reduce fragmentation of rural land that occurred through the historical severance practices and prevents the re-division of smaller lots. Where a number of lots are to be created, the subdivision process is preferred since it is supported by hydrogeological and geotechnical studies. Applications for a severance do not require these studies and hence the minimum lot size of 0.8 ha provides a reasonable safeguard in a variety of development scenarios that both water supply and sewerage system requirements can be met on the new lot.

1.4.5. Proposed Directions

Recommendations have not been made yet on the overall management of rural growth in the rural area except:

- It is recommended that policies for rural residential severances remain unchanged.
- Consistency with the Provincial Policy Statement and the Council's strategic objectives would conclude that a larger proportion of development in the rural area should occur in Villages
- The current pattern of development outside of Villages results in large clusters of country lot subdivisions that are the size of Villages, but do not have the potential to function as a complete community.

While a strategy could be concluded more discussion is required about what "limited development" outside of Villages means for Ottawa in order to ensure consistency with the Provincial Policy Statement.

The comments and recommendations of rural participants can be reviewed in more detail in the Working Group Papers and Workshop Transcripts on the City's Website.

1.5. EXPANSION OF URBAN OR VILLAGE BOUNDARIES

1.5.1. Requirement

A few requirements affect these policies.

The Provincial Policy Statement requires municipalities to have phasing policies in their Official Plan for two reasons:

- To ensure that intensification targets are met prior to or at the same time as greenfield development
- To ensure that services are provided to greenfield development in a timely fashion.

Based on discussions to date, there is a desire to provide more direction in the Official Plan regarding Future Urban Areas. This provides an opportunity to link expansion of the urban area to the achievement of intensification targets, servicing and ability to pay.

The Rural Working Group recommended that there be policies to control the pace of village growth.

1.5.2. Current Policy

The Official Plan separates the policies for urban expansion and village expansion into two sections. Current policies do not provide for linking urban expansions to intensification targets. There is no requirement for a Financial Implementation Plan and no explicit requirement for a Master Servicing Study (although they are routinely done).

In the current Official Plan it is assumed that the planning horizon for all plans is 20-years with no policies regarding the rate of growth in Villages

1.5.3. Discussion

(See discussion in Section 1.2 – regarding the urban boundary and Future Urban Areas)

The Rural Working Group spent some time talking about the pace of growth in Villages. There is a concern that rapid growth will overwhelm the character of rural Villages. Partly this occurs because some existing village plans provide large amounts of vacant land within the village boundary. Residents are often unaware of this and are surprised when a developer proposes to develop the vacant land. However, it is difficult to manage that growth by placing quotas or limits in the Official Plan. A much better way is to ensure that the land within the village boundary is limited to 10-years of growth rather than 20-years growth. If growth occurs more quickly than anticipated, the community has the choice of not supporting an amendment for more land for some time.

1.5.4. Proposed Direction

- Introduce the concept of Future Urban Areas
- Link the release of Future Urban Areas to the supply of urban land and the achievement of intensification targets.
- Merge the policies for boundary changes for urban areas and Villages.

- Provide for planning of Villages to be for a 10-year time period
- Explain how the need for additional village land is assessed
- Require any expansion to be supported by a CDP that includes any required phasing policies and a Financial Implementation Plan.

1.5.5. Draft Policy Amendment

Combine Sections 2.2.1 and 2.2.2 of the Official Plan and delete 2.2.2

2.2.1 – Urban Area and Village Boundaries

The urban boundary defines the area that already is serviced or may be serviced with major roads, transit and piped sewer and water services. The land within the urban boundary represents approximately a 20-year supply of urban land. The *Provincial Policy Statement* requires the City to designate enough land for urban development to meet the demand projected for a time horizon of up to 20 years. Decisions about when and where to extend the boundary have major implications for public spending on infrastructure and have major impacts on the city's form. Assessing the adequacy of the current supply to meet this demand and the need for additional land requires consideration of several factors, in addition to supply and demand. For instance, the quantity of land required for different uses will depend on the average density of development and the mix of land uses achieved over time.

The most appropriate time for the City to conduct a land supply assessment is when it considers the need to review its Official Plan, as is required every five years under the *Planning Act*.

[This is moved from the Village Boundary Section – it is not new] Growth within the rural area, which historically has accommodated about 10 per cent of the city's population, will be focused on Villages, as designated on Schedule A. Focusing growth in Villages provides residents with better access to community facilities and services, particularly for seniors and youth. While homes will continue to be built in the rural area on new lots created by severance or plan of subdivision in accordance with the policies of this plan, and on existing lots of record, the shift towards Village development means that the open space character of the rural area will be maintained. At the same time, fewer conflicts will arise between residential uses and rural businesses such as farms, mineral extraction and industrial processing. Rural communities will continue to grow, to house and employ their young people within a strong rural economy, and to support a widening range of community services, churches, schools and businesses. [Amendment 12, September 8, 2004]

Policies for the General Rural Area address the review of land uses within 1 kilometre of a Village boundary to ensure they do not impede future expansion potential.

The City will consider boundary extensions within the framework of the following policies.

Policies

Urban Boundaries

1. The City will accommodate population growth by directing approximately 90% of it to urban areas shown on Schedule B, where urban services already exist or can be efficiently provided. The boundary establishing the urban area is designated on Schedule A.
2. Sufficient land will be provided in the urban area to meet the city's 20-year requirement for housing, employment and other purposes.
3. Some lands are designated as Future Urban Area on Schedule B. These lands are not required within the planning horizon and will remain in their current use until they are needed for urban growth.
4. The identification of Future Urban Areas will be based on an evaluation of the alternative directions for growth including:
 - a. An assessment of the requirement for infrastructure and transportation facilities and the relative costs;
 - b. The need to preserve the National Capital Greenbelt, agricultural areas, mineral resource areas and environmental areas designated in this Plan. Where a Future Urban Area designation is considered for any of these areas, there must be sufficient evidence that there are no reasonable alternative locations that avoid these designations; and
 - c. Any other effect the designation would have on the City's ability to achieve the policies in this Plan.
5. Every five years, the City will undertake a comprehensive review to assess the need to designate additional urban land to meet its requirements. This assessment will consider such matters as:
 - a. The forecasted demand for land for housing and employment in the 20-year period;
 - b. The current supply of developable land within the urban boundary, its distribution within the city, and its potential to be developed for housing, employment and other purposes;
 - c. The Provincial requirement to maintain a 10-year supply of land designated and available for residential development and residential intensification and a three-year supply of residential units with servicing capacity in draft-approved or registered plans;
 - d. ~~The extent to which the existing land supply can meet the 20-year requirement through reconsideration of permitted land uses;~~
 - e. ~~The effectiveness of planning policies designed to create a more compact development pattern.~~
 - f. The achievement of intensification targets as identified in Section yy of this Plan. An urban expansion will only be considered if the intensification targets of this Plan have been met.
6. If the assessment indicates a need for additional urban land, the expansion will be on lands designated Future Urban Area.

7. If, as a result of its land supply assessment, City Council amends this Plan to designate additional urban land, such an addition will be sufficiently large to create a complete new community or to complete an existing community, and will be designated Developing Community (see Section 3.6.4 of the Official Plan) where future development is based on a community design plan.
8. The City will not consider applications to amend this Plan to designate additional urban land.

Village Boundaries

9. The City will accommodate growth in the rural area by directing x% [to be determined] to Villages designated on Schedule A, where community facilities, commercial facilities and schools already exist or can be efficiently provided.
10. Sufficient land will be provided within village boundaries to provide for a 10-year requirement for housing, employment and other purposes. The shorter time frame for village planning is to allow for more control over the rate of growth experienced in any one village.
11. Every five years the City will undertake a comprehensive review to assess the need to designate additional village land to meet its requirements. When preparing a community design plan for any particular village, Council may consider the need for expansion of that village, but only within the framework of a comprehensive review of all Villages and the need for additional land.
12. If the assessment indicates a need for additional urban village land, the merit of designating land in different locations and amounts will be compared and evaluated in consultation with the community, landowners and other interested parties based on:
 - a. The impact on existing or proposed development on adjacent land, in terms such as traffic, housing and employment ratios, and the availability of open space and community services;
 - b. The need to preserve the National Capital Greenbelt, agricultural areas, mineral resource areas, and environmental areas designated in this Plan. Where an urban a Village designation is considered for any of these areas, there must be sufficient evidence that there are no reasonable alternative locations that avoid these designations. For Agriculture Resource Areas, additional justification is required to demonstrate that there are no reasonable alternatives that make use of poorer soils in the designation;
 - c. The need to provide roads, transit, water, stormwater and wastewater services, and other municipal services and facilities in addition to the infrastructure approved in master plans for these facilities, and the cost of providing same;
 - d. For village expansion, the The effect of the proposed change on the structure and character of the Village and the ability to meet the servicing policies of Section 2.3.2. [moved from village section – not new];
 - e. Any other effect the designation would have on the City's ability to achieve the policies in this Plan.
13. Any expansion to a Village boundary will be developed based on a community design plan.

~~2.2.2 Village Boundaries~~

~~Policies~~

- ~~1. When considering a proposed amendment to a Village boundary, including modest expansions of small Villages entirely within Agricultural Resource Areas, City Council will consider its impact on any of the policies of this Plan and in particular:
 - ~~a. The need to preserve agricultural areas, mineral resource areas, and environmental areas designated in this Plan. Where a Village designation is considered for any of these areas, evidence must be provided that there are no reasonable alternative locations that avoid these designations. Additional evidence must be provided for agriculture areas that there are no reasonable alternatives that make use of poorer soils in the designation;~~
 - ~~b. The ability of the proposal to meet the rural servicing requirements described in Section 4.4;~~
 - ~~c. The effect of the proposed change on the structure and character of the Village and the provision of municipal services there;~~
 - ~~d. The supply of lots within existing designated Villages and their relative suitability for~~
 - ~~e. compared with the new lots that would be created by the proposed Village expansion;~~
 - ~~f. The proximity of the proposed expansion to the urban boundary.~~~~
- ~~2. If a proposed amendment to a Village boundary is approved, development in the affected area will be guided on the basis of a community design plan which, among other matters, will safeguard the Village character. [Appeal 17]~~

2. SUPPORTING INTENSIFICATION THROUGH CAPACITY MANAGEMENT STRATEGIES FOR PIPED INFRASTRUCTURE

2.1.1. Requirement

The Provincial Policy Statement (PPS) encourages municipalities to intensify and now requires them to set targets for intensification. The Official Plan focuses on intensification primarily inside the Greenbelt. However, parts of Ottawa are older with water and wastewater systems that are sometimes at or near capacity during wet weather. This presents a challenge to continued intensification and the City needs a servicing strategy that can support both intensification and existing development.

2.1.2. Current Policy

OP Section 2.3.2 policy 2 sets out means by which the City will manage constraints in its infrastructure system to assist in achieving the Plan's intensification objectives inside the Greenbelt. It states that the City will incorporate system capacity constraints as a factor directing system management and rehabilitation planning. The City will also undertake capacity studies and develop capacity allocation and management plans for major intensification areas identified in the OP and permit development to proceed in a phased manner up to system capacity allowances; use design standards and results of monitoring to assess the impact of new development on existing systems and consider ways developers can help the City address system constraints when their developments precede the City's rehabilitation priorities.

2.1.3. Discussion

The PPS states that growth will be accommodated through the efficient use of existing sewage and water services and that water conservation and efficiency should be promoted (Section 1.6.4.1). The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities (Section 1.6.2). It says that lot creation should be allowed only if there is sufficient reserve sewage and water system capacity (Section 1.6.4.1). The PPS supports intensification and redevelopment on existing services wherever feasible (Section 1.6.4.2) and the integration of servicing and land use for all stages of the planning process (Section 1.6.4.1). Also the PPS addresses intensification and redevelopment by requiring minimum targets (Section 1.1.3.5) and phasing policies to ensure that intensification and redevelopment targets are achieved prior to or concurrently with new development in growth areas (Section 1.1.3.6). Provincial Ministry of the Environment Procedure F 5-5 requires the City to capture and treat 90% of combined sewer overflows to the Ottawa River. The *Safe Drinking Water and the Clean Water Act* addresses municipal water system life cycle requirements and source protection issues respectively.

Continued intensification and infill has presented an increasing challenge to older sewer systems in which there is no, or limited, capacity during wet weather events. Older water and sewer systems may not meet current design standards and, with limited budgets, rehabilitation and replacement of these systems takes time. To deal with the demands of intensification and the limitations of its older infrastructure, the City has developed a

Capacity Management Strategy (CMS) to provide more detailed policy and implementation guidance.

The delivery of water and sewer servicing to support intensification and infill faces a number of challenges. Except for the larger pipes, there is often insufficient knowledge of existing problems and system capacity to determine the full level of risk of further intensification. For example, the City has knowledge of parts of the sewer system through monitoring and analysis, but does not have sufficient resources to be able to identify capacity constraints throughout the local system. In addition, the range of possible sewer system consequences from wet weather flows from extreme events can vary greatly as a result of storm duration or frequency or from spring snowmelt. Without sufficient regulation, intensification could increase overland flow and basement flooding for existing residents in some areas. Combined sewer flows, with existing and intensified development, could result in the City being in violation of Provincial procedure F 5-5.

It is important to understand that intensification activity also can offer the potential to exert some very positive impacts on existing municipal infrastructure systems through such measures as: on-site retention and storage, disconnection, flow removal, and green infrastructure when new development is approved.

Given the technical nature of the issues and the fact that water and sewer systems generally do not cause problems, historically there has been low public interest in this topic. Much of the discussion at the City Cafes tended to focus on the financial questions related to paying for the infrastructure to support intensification and infill.

One of the primary impediments to advancing specific projects to better accommodate intensification has been the lack of sufficient resources, particularly the lack of Development Charge revenues to fund the analysis required to identify projects and then to construct the works that can build capacity into the existing systems. Insufficient DC revenues are available to support system assessments and the planning studies that would advance the identification of projects required to meet the needs of the proposed intensification. For example, funds to complete the servicing studies for inner city community design plans have not been available. Servicing studies should be an integral part of CDPs – in fact lead the work if possible – so money to support these studies as well as the cost of the system upgrades need to be factored into the solutions and the costs. DC revenues to support these studies, as well as the cost of system upgrades, need to be provided to solve capacity issues as the City currently focuses on the replacement of older pipes and facilities to increase levels of service for existing properties. Without DC revenues to support upgrades for the older systems, the City relies on Water Rate revenues to pay for projects in intensification areas through its rehabilitation programs. These are user-pay (non-growth) revenues and the City, therefore, directs work in existing areas to the highest needs of existing residents and sizes projects to meet these needs rather than the requirements of future users.

With limited public interest, the debate regarding water and sewer servicing capacity to support the OP's focus on intensification has primarily been held internally at the City. The

PPS requirements for municipalities to pursue intensification with targets and phasing makes the resolution of this issue even more pressing and, potentially, of more public interest.

2.1.4. Proposed Direction

Other mature municipalities are also struggling with the issues of bringing together the desire for intensification with the reality of older infrastructure systems so Ottawa is not unique. The Capacity Management Strategy which the City has developed looks at the various aspects of the issue: giving higher priority and more financial support to the assessment of system capacity; giving priority to determining solutions and scheduling works for the most pressured growth areas; recommending changes to the review of development applications; undertaking public and private capacity building projects including innovative ways to involve and work with the development community; public education programs to inform and involve the community; and providing additional funding for non-traditional infrastructure programs (e.g. water efficiency, peak demand management and water loss projects) to reduce reliance on ‘bigger pipe’ solutions to capacity issues. The Capacity Management Strategy provides a spectrum of ‘solutions’ that together can best alleviate the situation until traditional pipe rehabilitation projects can ‘catch up’ to the demands on the City’s older infrastructure systems. The CMS will be included in the amended Infrastructure Master Plan Update as a separate chapter.

2.1.5. Draft Policy Amendment

Amend Policy 2.3.2.2

- ~~2. In order to manage system constraints and assist in carrying out the intensification objectives inside the Greenbelt, the City will:

 - ~~a. Incorporate system capacity constraints as a factor directing system management and rehabilitation planning;~~
 - ~~b. Undertake capacity studies and develop capacity allocation and management plans for major intensification areas identified in this Plan;~~
 - ~~c. Permit development to proceed in a phased manner up to system capacity allowances;~~
 - ~~d. Utilize both system design standards and results of direct monitoring of system demands in order to assess the potential for new development to adversely impact existing systems;~~
 - ~~e. Consider mechanisms by which developers can help the City address capacity constraints in services in advance of the City’s priorities.~~~~
2. In order to provide sufficient water and wastewater system capacity to assist in meeting the City’s intensification targets inside the Greenbelt, the City will:
 - a. Promote intensification and infill where sufficient water and sewer capacity is available or can be provided to support the magnitude of the resulting growth;
 - b. Identify growth constraint areas where the risk of wet weather flow conditions could lead to greater occurrence of basement flooding;

- c. Fully integrate infrastructure assessment and system solutions with the development of Community Design Plans and other planning studies for areas inside the Greenbelt;
- d. Permit intensification and infill to proceed in a phased manner according to Section 6.5, Capacity Management Strategy of the Infrastructure Master Plan (IMP) in conjunction with other policies of the IMP and the target and phasing policies of the OP.

Amend Section 4.7.6 by adding a new policy 3.

- 3. For infrastructure in intensification situations, the development should incorporate such on-site stormwater retention measures as will ensure that it will not reduce the capacity in the water and sewer systems in accordance with the City's Capacity Management Strategy policies.

Where on-site retention is not possible, alternative compensation projects or green infrastructure (e.g. stormwater planters) will be pursued.

Where municipal rehabilitation projects are required to permit the development to proceed, the developer may contribute to the advancement of the project and/or undertake the project on the City's behalf.

- 4. When municipal projects are front-ended by the developer, compensation from the City will be given in the year in which the City would otherwise have included the project in its 5 year Capitol Budget.

3. EMPLOYMENT LANDS STRATEGY AND CONVERSION OF EMPLOYMENT LANDS TO OTHER USES

3.1.1. Requirement

The Provincial Policy Statement (PPS) requires municipalities to maintain a range and choice of suitable sites for employment to support a diversified economic base and to plan for, protect, and preserve employment lands for existing and future businesses. The PPS also requires applications for conversion of employment lands to demonstrate that the land is not required for employment uses over the long term and that there is a need for conversion. Consideration of the conversion must occur within a context of a comprehensive review (population and growth projections, alternate directions for growth, etc.). The *Planning Act* now enables municipalities to refuse applications that would result in the conversion of lands within employment areas to other uses with no right of appeal to the Ontario Municipal Board, provided that there are Official Plan policies that deal with the removal of land from employment areas. As part of the five-year review of an OP, the *Act* requires a municipality to confirm or amend policies dealing with areas of employment, including designations.

3.1.2. Current Policy

The Official Plan does not currently contain policies with respect to the removal of land from employment areas. However Section 3.6.5, policy 5 of the Plan requires the preparation of an Employment Lands Strategy.

3.1.3. Discussion

There has been a significant decrease in the amount of industrial land in Ottawa over the last five years. Approximately 35% of the supply of employment lands has been lost to other uses, such as retail and residential since amalgamation. This situation is not unique to Ottawa. Throughout Ontario, and indeed across the country, municipalities are experiencing increasing pressures to convert employment lands to other uses. One of the outcomes of mediation on appeals to the 2003 Official Plan were amendments to Section 3.6.5 that restrict the kinds of activities that can be carried out on lands designated Employment Area or Enterprise Area to ensure that these areas are reserved primarily for places of business and economic activity. The provisions of Section 3.10 of the Official Plan indicate that activities permitted at the Ottawa Macdonald-Cartier International Airport are, in addition to those associated with a civilian or military airport and hotels, the uses set out in Section 3.6.5. The Province subsequently provided municipalities with additional authority aimed at ensuring adequate lands in strategic locations are available for short and long-term economic investment through an update to the Provincial Policy Statement in 2005 and through revisions to the *Planning Act*.

The PPS allows municipalities to permit the conversion of lands within employment areas to non-employment uses through a comprehensive review only where it has been demonstrated that the land is not required for employment purpose over the long term and that there is a need for conversion. It also requires municipalities to provide for an appropriate mix and range of employment to meet long-term needs; maintain a range and choice of suitable sites for employment uses; take into account the needs of existing and future businesses; plan for,

protect and preserve employment areas for current and future uses; and ensure the necessary infrastructure is provided to support current and projected needs. The *Planning Act* contains legislation that removes an applicant's right to appeal to the OMB when City Council refuses or fails to adopt an Official Plan amendment or pass a Zoning By-law amendment that proposes to remove any land from an area of employment, even if other land is proposed to be added. This provision operates only if a municipality has official plan policies in place dealing with employment land conversions. The uses permitted in Employment Areas in Section 3.6.5 of the Official Plan are consistent with how both the PPS and the *Planning Act* define 'employment areas' and 'areas of employment'.

Perhaps the key challenge will be in the implementation of these changes so that when applications to remove or convert employment lands to other uses are submitted, the necessary degree of rigour is applied in comprehensively assessing the necessity of the proposed removal or conversion and the need for the employment lands over the long-term.

One matter that remains uncertain at this point has to do with the Enterprise Area designation. It has been generally concluded that the intent of the designation has not been realized through development that has occurred on the affected lands since the Official Plan was adopted. In virtually all cases, the introduction of residential uses has resulted in ground-oriented housing at relatively low densities that is not part of a functionally integrated whole. Basically, what has resulted is a standard 'General Urban Area' type of development and the introduction of residential uses has in reality only served to undermine the potential of the area for employment purposes.

3.1.4. Proposed Direction

In order to address the PPS requirements regarding economic development and competitiveness over the long-term, an Employment Lands Strategy is being prepared that will deal with matters such as land supply, diversity, and opportunities for employment activity in the city. This will be a stand-alone document, approved by Council that will reside outside of the Official Plan. In order to further address the PPS and the enabling legislation provided by the *Planning Act*, a new policy is proposed to be added to Section 3.6.5 that speaks to employment land conversions. Municipalities across the Province are engaged in similar exercises.

Some minor additional text will be added to the preamble of Section 3.6.5 that will serve to emphasize the importance of the maintenance of an adequate supply of suitable employment land to the future economic prosperity of Ottawa and its residents. As well, some minor introductory text to the policy dealing with the conversion of employment lands will be added. Both of these are set out in 'OP Document 2 – Summary of Proposed Policy Changes). Lastly, policy 5 of Section 3.6.5 will be revised to reflect the adoption of the Employment Lands Strategy.

3.1.5. Proposed draft policy

Amend Section 3.6.5 – Employment Area and Enterprise Area

However, one of the key objectives of this Official Plan is to ensure that, over the long term, sufficient areas of land are reserved primarily for places of business and economic activity. Uses that support this function consist predominantly of offices, manufacturing, warehousing, distribution, research and development facilities and utilities. The maintenance of an adequate supply of suitable employment land is essential to the future economic prosperity of Ottawa and its residents. Employment land provides for a wide range of economic activities, job opportunities and pay scales, from advanced technology to less glamorous but nonetheless essential jobs in construction, trucking, and warehousing/distribution. Maintaining a sufficient supply of land for this range of activities is key to the long-term economic health of the community and its ability to attract and retain new investment. Typically, Employment Areas provide large parcel sizes, reflective of user needs for storage, parking and building floorplate, and they are usually well situated with respect to major roads. These areas often come under pressure from other land uses that also may find it advantageous to locate in areas with these characteristics. The City is concerned that, in the short term, if too wide a range of uses is permitted, employment lands may develop for non-employment purposes, particularly during periods of a weak market for industrial or office uses. Consistent with the provisions of the Provincial Policy Statement, this Plan protects some lands primarily for employment use so that they remain affordable for employment purposes and so that they can develop over time without conflict from competing land uses. Also, in accordance with the provisions of the *Planning Act*, this Plan sets out policies dealing with the removal of land from Employment Areas....

Policies

5. ~~Prior to carrying out the five year review of this Plan,~~ The City has adopted will undertake an Employment Lands Strategy to evaluate such aspects as long-term employment and land supply, the operation and evolution of the marketplace and the City's role in it, job location trends by employment activity, the continuing role of the areas identified as being primarily for employment purposes and other areas in which jobs locate, and other key considerations in the protection of locational opportunities for employment in the city. The Employment Lands Strategy will be reviewed every five years as part of the comprehensive review of this Plan.
6. It is the intent of this Plan to plan for, protect and preserve lands for employment purposes for current and future uses. The kinds of activities carried out within areas designated Employment Area, Enterprise Area and the Macdonald-Cartier International Airport are important to Ottawa's overall economic vitality. Hence, the City will discourage the removal of employment lands for other uses. Consistent with the provisions of the Provincial Policy Statement regarding employment areas and in accordance with the provisions of the *Planning Act* regarding areas of employment,

the following policies will apply with respect to submissions seeking the removal or conversion of employment lands to other uses through any of the following means:

- Applications for the re-designation of lands designated on Schedule 'B' as Employment / Enterprise Area (with the exception of redesignation to Natural Environment Area, Urban Natural Feature, or Limestone Resource Area);
- Applications for the conversion of employment uses to non-employment uses within areas designated as Employment / Enterprise Area or Macdonald-Cartier International Airport; or
- Applications to add non-employment uses to lands designated as Employment / Enterprise Area or Macdonald-Cartier International Airport that are primarily permitted in a non-employment designation.

Applications to remove employment lands or to convert them to non-employment uses through the means described above will only be considered as part of the comprehensive review of this Plan initiated by the City every five years as required by the *Planning Act*. Applications received between comprehensive reviews will be considered premature unless City Council directs that the comprehensive review be initiated. In either case, approval of proposals to remove or convert employment lands will be contingent upon demonstration that the land is not required for employment purposes over the long term and that there is a need for the conversion. In addition, any assessment of applications to remove or convert employment lands will consider such matters as:

- a. The direction and information contained in the Council-approved Employment Lands Strategy;
- b. The availability of land already appropriately designated or zoned for the proposed non-employment use;
- c. The current supply of developable land within the urban boundary, its distribution within the city, and its potential to be developed for housing, employment, and other purposes;
- d. The distribution of employment land throughout the city, including the desire of the City to create complete communities by balancing job and housing opportunities in all urban communities outside the Central Area and to achieve a ratio of at least 1.3 jobs per household, reflected in the amount of land designated for employment and residential development within each of the urban communities outside the Greenbelt;
- e. The ability to provide sufficient opportunities for the clustering of areas of like employment;
- f. The sufficiency of the supply of optimum-sized employment land parcels (in the order of 4-8 ha.);
- g. The preservation of employment lands at strategic locations proximate to 400 series highways, maintaining arterial road 'frontage', and accessibility to rail and airports;
- h. The preservation of employment lands proximate to essential linkages, such as supply chains, service providers, market, necessary labour pools, etc.;

-
- i. The preservation of a diversity of employment lands for a variety of employment uses (e.g. light and heavy industrial, business park, research campus, etc.);
 - j. The demand that proposed non-employment use(s) will create for additional municipal amenities and services in addition to those required by employment uses and the cost of providing same, including any mitigation deemed necessary to address any negative effects on employment uses in matters such as those listed in 'l' below.
 - k. The impact of proposed non-employment use(s) that would negatively affect the viability of any remaining employment lands with regard to matters such as:
 - incompatibility and the ability to provide appropriate buffering of employment uses from surrounding non-employment uses on and off-site,
 - affordability (e.g. land and lease costs),
 - market acceptance/competitiveness (attractiveness of the employment lands in the marketplace for continued development for employment uses and resulting land speculation within the employment land market),
 - location,
 - visibility,
 - optimum size (regarding individual parcels as well as allowing for growth within the overall employment area),
 - function (e.g. restricting operating hours, delivery times, or the capacity of the transportation network),
 - accessibility,
 - character (e.g. characteristics of employment uses such as noise or emissions), and
 - ability to provide a variety of employment options, parcels, and to maintain a sense of identity.

4. URBAN DESIGN

4.1. EXTERIOR DESIGN OF BUILDINGS

4.1.1. Requirement

Recent changes to the *Planning Act* provide municipalities with the ability to require the submission of drawings sufficient to display matters relating to the exterior design of buildings as part of an application for site plan control approval. These matters include without limitation character, scale, appearance, design features and sustainable design. However, in order to take advantage of the enabling legislation, both the Official Plan and the Site Plan Control By-law must contain provisions relating to these matters.

4.1.2. Current Policy

Sections 2.5.1 and 4.11 are the primary areas of the Official Plan that contain policy dealing with design. Design is presented largely within the context of its contribution to the building liveable communities. There is an emphasis on compatibility with local context, the provision of high level design objectives and principles (including sustainable design and energy conservation measures), and design guidelines. The approach is one of guidance as opposed to prescription.

There is currently no policy in the Official Plan related to the exterior design of buildings that will enable the City to take advantage of the new legislation in the Act.

4.1.3. Discussion

This issue has to do with adding policies to the OP that relate to the exterior design of buildings. It is suggested that this could be seen as a bit of a departure from the high-level guidance that currently characterizes the Plan. Implementing a guidance-oriented approach with respect to design matters has not been without its challenges. The perception that ‘guidelines’ can be ignored because they are not policy has led some to question whether Section 2.5.1 of the Plan should be ‘tightened up’ so that policies are more directive than guidance in character. At the same time, it is generally recognized that as policies become more prescriptive, they become less flexible, which in turn can potentially limit the creativity of response to unique constraints and opportunities presented by individual circumstances.

The City would like to secure the ability to influence the exterior design of buildings. This may be more appropriate in some circumstances than in others, particularly in the context of existing situations. The Site Plan Control By-law will determine where this will apply.

4.1.4. Proposed Direction

Add new policy to Section 4.11 related to the exterior design of buildings.

4.1.5. Draft Policy Amendment

New Policy 3 – Section 4.11 - Exterior Design (The Site Plan Control By-law will provide details on the specific circumstances where this would apply)

3. In order to ensure that the design provisions of this Plan are addressed, building elevations provided to the City in support of applications submitted for approval under s.s.41 of the *Planning Act* may be required to show exterior architectural details and design features. These are the details that are intended to address matters of compatibility with adjacent buildings or sensitivity to local area place, context and setting, to address the relationship between buildings and between buildings and the street, to incorporate sustainable design features, and to illustrate scale, transitions in form, massing, character and materials. To this end, the submission may need to include:
- a) Finish, texture, materials, patterns and colours of all building exteriors, including roofs.
 - b) Location, size, colour, and type of all building exterior signage and lighting.
 - c) Number, placement, type and finishing of all exterior doors and windows.
 - d) Finish, texture, materials patterns and colours of functional elements attached to or forming part of the exterior of buildings such as entrance elements, walls, stairs, gates, railings, balconies, planters, awnings, alcoves, canopies, bays, seating, parking decks and ramps.
 - e) Any sustainable design features to be incorporated, such as green roofs or walls, sun traps, reflective or permeable surfaces.
 - f) Placement, finish, colour, size of any exterior mechanical systems such as heating and air conditioning, electronic transmission / receiving devices, including any screening materials.
 - g) Views of the entire block, so that new buildings may be seen in their context.

4.2. HEIGHT AND PROFILE

4.2.1. Requirement

There has been a suggestion that the Official Plan should provide more guidance on building height and transitions.

4.2.2. Current Policy

Current policies deal with compatibility but do not refer to building height and transition.

4.2.3. Discussion

This issue came to the forefront during public consultation on the White Paper dealing with residential intensification. Building height and more specifically, the need for direction to address transitions between new taller buildings within an existing environment of lower buildings is something that the public is quite sensitive to. From the experience of cities worldwide, it is apparent that one of the most dramatic design impacts falls out of the profile of new development relative to its surrounding context. It is here that the call for the Official Plan to more clearly acknowledge the role of built form occurred most consistently. The extent to which pure design measures, in and of themselves, can successfully mitigate differences in building profile has been questioned. It has been suggested that new policies that speak to physical profile in a more direct manner would be a useful addition.

A related issue is the manner in which Policy 8 of Section 3.6.3 (Mainstreets) of the Official Plan is written. The policy establishes building heights of four to six storeys on Traditional and up to eight storeys on Arterial Mainstreets. However, concern has been expressed that the current wording encourages applicants to routinely submit proposals that exceed these heights but offers insufficient grounds for the City to challenge should it consider the increase in height to be unwarranted.

4.2.4. Proposed Direction

- Add new policies to Section 2.5.1 and Section 2.2.3 that address building profile, establish the use of transitions in building profile and provide some guidance as to where high profile buildings could be considered.
- Revise Policy 8 of Section 3.6.3 to better reflect intent.

4.2.5. Draft Policy Amendment

New Policy 4 – Section 4.11 Transitions and Building Profile

4. Development proposals will demonstrate compatibility and integration with surrounding land uses by ensuring that an effective transition in built form is provided between areas of different development densities and scale. Transition in built form will act to link the proposed development and planned or existing uses, and should be provided through a variety of means, including appropriate height (e.g. may include angular planes or stepping back upper levels where appropriate), massing, character, architectural design, setbacks, parking, topographical changes, expansive areas of mature forest, and open and amenity space.

Building profile is a relative term, which refers to the general height of a building compared to others in the immediate vicinity. While it is the overall intent of this Plan to ensure a transition of built form between areas of different development densities and scale, the following general guidance is also provided:

- a. Low Profile – a one to four storey building,
- b. Medium Profile – a five to nine storey building
- c. High Profile – any building 10 storeys or more.

Accordingly, transitions in built form will be provided when new development is proposed between areas that are characterized by differing building profiles. In applying this policy regard will be had for the relative difference in profile between the new and existing built form as well as the site context.

New Policy 2 – Section 2.2.3 General Location High Profile Buildings

NOTE: This section is still under development, but the following is included in order to generate some discussion and elicit ideas on the matter of tall buildings.

2. Intensification does not always imply tall buildings. In each situation, the opportunity to create new places for work and living must be balanced against the existing and/or planned neighbourhood context as set out in a community design plan or similar plan approved by City Council. However, the following general guidance is provided with regard to opportunities where buildings of 10 storeys or more are considered to be appropriate, provided all other policies in the Plan are met:

- Within the Central Area;
- Within Mixed-use Centres and Town Centres immediately adjacent to transit stations, provided an appropriate built form transition to lower profile residential areas is created within the designation itself;
- Within areas that are characterized by medium or high profile buildings that have access to arterial roads where frequent, all-day transit service is provided;
- Within areas identified in community design plans, secondary plans, or similar plans for high profile buildings;
- Suitable locations on the perimeter of, or isolated from, established residential neighbourhoods, where built form transitions will be provided in accordance with this Plan; and
- Where landmark buildings are desirable to identify communities, gateways, provided there are no significant impacts on the surrounding building fabric.

Revisions to Policy 8 of Section 3.6.3 (Mainstreets)

8. Redevelopment and infill are encouraged on Traditional and Arterial Mainstreets in order to optimize the use of land through increased building height and density. Any proposal for infill or redevelopment will be evaluated in light of the objectives of this Plan. This Plan supports building heights in the range of four to six storeys on Traditional Mainstreets and up to eight storeys on Arterial Mainstreets. Greater building heights will be permitted where specific building heights have been established in a Community Design Plan or other Council-approved study and will may be considered in any of the following circumstances:

- a. ~~Specific building heights are established in the zoning by-law based on a Community Design Plan or other Council-approved study;~~
- b. The proposed building height conforms with prevailing building heights that characterize the profile of the street or provides a transition between existing buildings;
- c. The development fosters the creation of a community focus where the proposal is by providing a pedestrian and transit-oriented mix of uses and activities on a strategic corner lot, or at a gateway location ~~or at a location where there are opportunities in support of transit at a transit stop or station;~~
- d. The development incorporates facilities, services or matters as set out in Section 5.2.1 with respect to the authorization of increases in height and density that, in the opinion of the City, significantly advance the vision for Mainstreets;

- e. Where the application of the provisions of Section 2.5.1 and Section 4.11 determine that additional height is appropriate.

4.3.DESIGN PRIORITY AREAS

4.3.1. Requirement

Support for intensification must be a corporate-wide commitment to be successful. Good design is an integral component of any strategy to achieve intensification. This section speaks to enhancing the City's role in achieving good design.

4.3.2. Current Policy

There are no design priority areas currently in the Official Plan. Design and intensification are presented together in Section 2 of the Plan. This is in recognition of the fact that good design is a significant element to gain acceptability of intensification.

4.3.3. Discussion

The City has an important role to play in the creation of places that will support and attract increased numbers of people by enhancing the public environments where people congregate. Wide sidewalks, attractive surface materials, amenity space, cycle parking facilities, street furniture, trees, pedestrian-scale lighting, or public art can all help to create places that will attract development, but have implications for tightening capital and maintenance budgets.

Encouraging developers to intensify and attracting people to live in areas identified in the Official Plan for intensification may mean there is a need for the City to focus its expenditures on better design of public spaces in these areas. An OP policy that would directly identify where the City's priorities are for urban design would assist in setting up the framework and rationale for aligning and targeting the City's design resources and subsequently supporting the focus of its capital and operating resources as well.

4.3.4. Proposed Direction

Add a new policy design priority areas to focus the City's and others efforts in design.

4.3.5. Draft Policy Amendment

New Policy 5 – Section 2.5.1 - 'Design Priority Areas'

5. In support of this Plan's objectives to direct growth within the urban area; to achieve the design objectives of this Plan; and as a focus for coordinating urban design efforts throughout the city, designations shown on Schedules A, B, and Annex 4 as Central Area, Mixed-use Centres, Town Centres, Mainstreets, Heritage Conservation Districts, Village Mainstreets (where a community design plan has identified a mainstreet) and other 'special' mixed-use streets as identified by City Council from time to time are recognized as 'Design Priority Areas'. For both public and private development in these areas, a design priority approach will be adopted to ensure that important aspects of urban design such as pedestrian amenities, streetscape elements, themed streetlights, building facades, public art, landscaping, community

partnerships, and other contextually specific design responses are integrated and coordinated in a way that enhances and enlivens the character and function of these most important mixed-use community areas.

New Policy 2 – Section 2.5.1 (renumber existing policies 2 and 3 accordingly)

2. In order to assist in the implementation of the design provisions of this Plan, when reviewing development applications, plans and public works, the City will give consideration to design policies contained in Council-approved community design plans and design guidelines.

4.4.SUSTAINABLE COMMUNITY DESIGN AND GREEN BUILDINGS

4.4.1. Requirement

The Provincial Policy Statement (PPS) states that planning authorities shall support energy efficiency and improved air quality through land use and development patterns. It also states that development design and orientation should promote use of alternative or renewable energy.

58% of the community Greenhouse Gas (GHG) emissions come from the building sector. A more sustainable development pattern and green buildings, as encouraged in the OP, will make a major contribution to achieving this target.

4.4.2. Current Policy

Section 4.9 of the Official Plan provides some guidance on energy conservation through design. In addition, many of the strategies in the Plan support compact mixed use communities that are walkable and easily served by transit. But, there are some additional policies that can be included.

4.4.3. Discussion

The Official Plan sets the tone of development form and design in the city. While many aspects of building design are beyond the control and reach of the Official Plan and the planning process (e.g. insulation levels, mechanical systems, building materials), neighbourhood and site design can have a major influence on the sustainability of a development design, and the potential to incorporate or take advantage of sustainable design measures within the buildings themselves.

For this reason, it is important to increase the profile and direction for sustainable environmental design in the Official Plan and ensure that the Official Plan enables the City to take advantage of the full range of design tools available to municipalities through the *Planning Act*.

For the purposes of the Official Plan, sustainable design is defined as the “Design of communities, neighbourhoods and buildings in ways which reduce their environmental

footprint, including reduced reliance on fossil fuels, and support human health and productivity. In comparison to conventional design, sustainable design takes advantage of natural processes to generate less waste, less pollution and reduce their overall environmental footprint.”

Many responses during the consultations to date have emphasized the importance of green buildings and energy efficiency including use of renewable energy in building design. Some of these suggestions such as requiring particular energy performance in buildings, requiring certain percentages of renewable energy generation, or requiring particular levels of environmental performance through the mandatory application of the Leadership in Energy and Environmental Design (LEED) rating system, go beyond the powers of City or the mandate of the Official Plan as defined in the *Planning Act*. However, municipalities can provide for increases in height and density in return for public benefit.

Also, some new tools have been provided through amendments to the *Planning Act*, which enable municipalities to address such matters as the exterior design of buildings at site plan control and the extent to which a plan of subdivision takes into account energy matters. In other cases, design measures can be encouraged through Official Plan policies. Policies can also be provided to ensure that there are not unnecessary or unintended impediments to green design measures.

4.4.4. Proposed Direction

The following policy amendments are proposed:

- Define “sustainable design”
- Add design objectives to Section 2.5.1.
- Incorporate a sustainable design checklist into the integrated environmental review of development proposals (Section 4.7.1)
- Strengthen provisions related to review of development proposals for energy-efficiency (Section 4.9)
- Enable provisions under subsection 41 of the *Planning Act* for site plan measures related to building exteriors and sustainable environmental design. [This was discussed earlier and has been accomplished through proposed new policy 3, Section 4.11 of the Official Plan.]
- Amend provisions for Increase in Height and Density

4.4.5. Draft Policy Amendment

Amend Section 2.5.1, Design Objectives, as follows

6. To understand and respect natural processes and features, ~~and promote environmental sustainability~~ in development design.

Principles

Design should:

- Protect the City's natural heritage system and take an ecosystem approach to design that supports natural functions, such as natural drainage, groundwater recharge and discharge, and wildlife habitat.
- Protect, integrate and enhance the urban forest, vegetative cover, green spaces and corridors, natural landscapes, and existing topography, where possible and appropriate;
- ~~Reduce resource consumption;~~
- Reduce the release of contaminants into the environment.

7. To maximize energy-efficiency and promotion of sustainable design which will reduce the resource consumption, energy use, and carbon footprint of the built environment.

Principles

Design should:

- Orient development to maximize opportunities for passive solar gain, and use energy efficient development forms and building measures
- Consider use of renewable energy and alternative energy systems,
- Maximize opportunities for sustainable transportation modes (walking, cycling, transit facilities and connections)
- Reduce hard surfaces and maximize landscaping and site permeability on site.
- Maximize re-use and recycling of resources and materials.
- Utilize green building technologies and rating systems such as Leadership in Energy and Environmental Design (LEED).

NOTE: Based on the foregoing changes, Annex 3 'Design Framework' will be adjusted accordingly, as some of the Design Considerations are now more appropriately situated under Design Objective 7, as opposed to Objective 6.

Amend Section 4.7.1 by adding the following:

2. The integrated environmental review statement will provide:
 - a) ...
 - b) A sustainable environmental design checklist, which documents how the principles of Design Objective 7 (Section 2.5.1) have been considered in development design. Sustainable environmental design is the design of communities, neighbourhoods and buildings in ways that reduce their environmental footprint, including reduced reliance on fossil fuels, and support human health and productivity. In comparison to conventional design, sustainable design takes advantage of natural processes to generate less waste, less pollution and reduce their overall environmental footprint.

Add the definition of sustainable environmental design to the Glossary:

Sustainable environmental design is the design of communities, neighbourhoods and buildings in ways that reduce their environmental footprint, including reduced reliance on fossil fuels, and support human health and productivity. In comparison to conventional design, sustainable design takes advantage of natural processes to generate less waste, less pollution and reduce their overall environmental footprint.

Amend Section 4.9, Energy Conservation Through Design, as follows:

Landscaping, layout of roads, and general site design can contribute to energy conservation. South-facing buildings and windows that are designed to reduce summer thermal gain can maximize solar energy potential. Landscaping can provide summer shade and protection from winter winds. When reviewing development applications, the City will require new development to take advantage of energy conservation design techniques.

Policies

- 1) When reviewing development applications, community design plans or concept plans, the City will:
 - a) Encourage the design of local road layout to provide opportunities for passive solar gain such as south facing windows
 - b) Require, where feasible, buildings be oriented to maximize the potential from solar energy. ~~and use landscaping to provide summer shade and protection from winter winds~~
 - c) Encourage consideration of alternative energy systems.
- 2) Landscape designs shall consider energy and water conservation in landscape design through the following measures:
 - a) Provide for energy conservation through appropriate location and choice of species to provide shade and cooling during summer and provide for wind protection in winter.
 - b) Utilize native species and species with low watering requirements wherever possible.
 - c) Utilize permeable, light coloured or landscaped surfaces wherever practical to reduce heat retention and encourage natural infiltration of storm water.
- 3) Design and orientation of subdivisions and developments should maximize the opportunity for use of alternative and renewable energy systems by:
 - a) Maximizing solar exposure through street and building orientation.
 - b) Ensuring that opportunities presented by access to sunlight are not impaired on adjacent properties.

Add to Section 5.2.1, Increase in Height and Density By-law

8. Pursuant to Section 37 of the Planning Act, the City may authorize increases in the height and density of development above the levels otherwise permitted by the zoning bylaw....
 - i. Energy conservation and environmental performance measures

5. RURAL LAND USE

5.1. DEVELOPMENT IN VILLAGES

5.1.1. Requirement

There are no new requirements of the Provincial Policy Statement that impact Village policy. All of the proposed changes in this section are recommendations of the Village Working Group during consultation in 2007. They are addressed individually.

5.1.2. Existing Policy

The current policies in the Official Plan are consistent with the Provincial Policy Statement. However, some enhancements are required to meet the recommendations of the rural consultation.

5.1.3. Discussion

The Working Group felt that a clear statement is required in the Official Plan to recognize that villages are an integral part of the City and need to be recognized as such.

A recommendation was made to ensure that any expansion to a village is dependent on the provision of infrastructure and the ability to pay. These points are addressed in Section 3 – Urban and Village Boundaries.

The working group recommended that all villages have a plan but that the level of complexity of these plans need not be consistent. This recognizes the diversity among the 26 villages and the variable rates of growth and change.

The structure of the current section of the Official Plan on villages seemed to provide an incomplete view of requirements. This is because many of the policies that apply to development are in other sections of the Official Plan. However, it was felt that the introduction of sub-headings and the use of cross-references could enhance a reader's understanding of what is required.

5.1.4. Proposed Direction

- See Section 1.5 also
- Statement on role of villages
- Requirement for a plan for all villages
- Add in subheadings and references to other parts of the plan

5.1.5. Proposed Draft Policy Changes

Amend the preamble – Section 2.2, Managing Growth, as follows:

Ottawa is unique among Canadian cities because its boundary takes in an urban area, comprising many new and old communities, which is surrounded by a large and varied countryside. There are 26 villages scattered throughout this countryside ranging in size from less than a hundred to more than 5,000 people. These urban and rural communities are part of

the overall fabric of the city and are valued for their contribution to the persona of the city as a whole.

About 90 per cent of the growth in population, jobs and housing will be accommodated within areas designated within the urban boundary in this Plan. These are areas where services are already available or can be readily provided through the logical extension of existing services. This approach makes the best use of existing facilities and services and ensures that new development can be provided with urban facilities and services in the most efficient manner possible. Concentrating growth within the designated urban area also allows for a pattern and density of development that supports transit, cycling and walking as viable and attractive alternatives to the private automobile. Altogether, this strategy has the least impact on agricultural land, mineral resources and protected environmental areas, and supports a cleaner, healthier city. This is the most cost-effective pattern for the provision of municipal services and infrastructure. Within the designated urban area, growth will be directed to locations with significant development potential. ~~Within the rural area, growth will be directed to Villages. Decisions on changing boundaries of the urban area and Villages will be guided by the policies of this Plan.~~

Ottawa's rural Villages are people-oriented communities. They are low in density and small in size. These are qualities that village residents value and expect to persist. Urban growth will be directed in a way to allow the villages to remain distinct and sustainable.

Many of these villages act as service centres for the surrounding rural area, providing businesses, schools, churches and community facilities. Many urban residents know villages for their country markets, rural fairs, heritage buildings and hockey arenas. Villages also provide for a lifestyle choice that is different from living downtown or in the suburbs or on an isolated rural lot. But, as in these other places, village residents are concerned about liveable communities, environmental integrity, supporting infrastructure and the overall viability of their communities.

Ottawa will continue to change and to prosper. The urban areas will grow, as will many of the villages. The character of villages will be cherished and preserved as part of the defining character of the city as a whole.

Amend Section 3.7.1, Villages, as follows:

There are 26 villages, scattered throughout the city's rural area, identified on Schedule A. These villages will continue to vary in size and character. Villages play a significant historical role: they typically developed at the junctions of major roads and railways where they could efficiently provide retail, educational and other services to the surrounding rural communities. Development traditionally occurred on smaller lots serviced by private wells and septic systems.

Many of the larger villages that have historically functioned as service centres for the surrounding rural areas will continue to do so. In these villages, the City will encourage the delivery of municipal and community programs and facilities, the development of residential

uses in a variety of forms and modest employment opportunities, in the form of commercial, tourism and small-scale industrial development. Preservation of these villages and their traditional functions is critical to the continued vitality of the rural area. Smaller villages may continue to grow at modest levels.

Policies

Location and Distribution of Villages

1. Villages are designated on Schedule A with the intent of permitting a variety of land uses to provide for the daily needs of the rural community and to ensure that they remain distinctly rural in character and scale.
2. Changes to village boundaries will be considered in the context of Section 2.2.2 of this Plan

Land-Use Plans for Villages

3. The intensity and distribution of land uses within a Village will be determined in the context of:
 - a. Any plan for the Village contained in Volume 2, or a community design plan where such a plan has been undertaken;
 - b. The ability to support development on private water and wastewater services or on public services where such exist.
4. Villages vary in size and function and have different needs with respect to land-use plans. The City will undertake community design plans for those villages where public services are contemplated or where village expansions are contemplated. Council will also consider the need for a CDP where large areas of vacant land (more than 50 hectares) are being proposed for development within the village boundary. In all these cases, Section 2.2, policy 11 will apply.
5. For Villages that do not meet the criteria in policy 4 above, the City will undertake a review on a five-year basis that includes:
 - a. An analysis of changes in the previous five years;
 - b. A review of any existing secondary plan or community design plan for the Village;
 - c. At least one public meeting to consider needs and challenges;
 - d. A report to Council on the Village and any required policy initiatives.
6. Community design plans for Villages will be consistent with Section 2.5.6 of this Plan. First and foremost the participants will develop a vision for the village and identify the qualities and characteristics of the village that should be preserved while recognizing that other aspects may change.

Permitted Uses in Villages

7. Permitted uses will include: residential and retail and commercial service facilities of up to 10,000 square metres gross leasable area, restaurants, offices and personal service establishments light industrial uses, institutional uses such as schools, community meeting and recreational buildings and facilities, places of worship, and public open space. [Amendment 12, September 8, 2004; under appeal] ; [Amendment 28, July 13, 2005]

8. The Zoning By-law will establish zones that are consistent with the distribution of uses provided for in the Village plans found in Volume 2. The Zoning By-law will also support development that reinforces the historical character of Village core areas and mainstreets by permitting a mix of land uses, encouraging a pedestrian-friendly streetscape and regulating the scale of development. [Amendment 28, July 13, 2005]
9. Industrial uses with characteristics that are likely to impact negatively on adjacent residential uses by virtue of matters such as noise, fumes, heavy equipment movement or external storage of large amounts of materials will not be permitted in a Village, but will be directed to an appropriate urban location or General Rural Area.

Building Liveable Communities

10. A wide range of housing forms to meet the needs of the Village's population will be permitted in Villages. The form and scale of development will be limited by the available servicing methods and subject to the policies of Section 4.4 on water and wastewater servicing. [Amendment 14, September 8, 2004; under appeal] [I moved this from permitted uses]
11. The City will encourage the achievement of affordable housing targets in villages, as defined in Section 2.5.2, to the extent that servicing methods allow for a variety of housing forms.
12. When reviewing development applications, the City will consider:
 - a. Those matters addressed in Section 2.5.1 and Section 4.11 related to compatibility and community design; [Amendment 28, July 13, 2005];
 - b. For development in the core area or mainstreet, how the development or use impacts the viability of these areas and enhances the typical mixture of residential, community and commercial uses;
 - c. Whether the proposed development is located on a road with sufficient capacity to accommodate the anticipated traffic generated;
 - d. How the development supports a pedestrian and cycling environment and links the site to the surrounding neighbourhood;
 - e. How the application of good design is used to ameliorate the effects of a higher intensity use of land on the surrounding uses;
 - f. The extent to which Greenspace targets from Section 2.5.4 are met
 - g. In the case of retail, commercial proposals:
 - i. The extent to which community-serving uses will be provided as part of the development,
 - ii. The orientation of multiple building entrances and storefront windows to the street,
 - iii. The use of minimal or no building setbacks from the street and location of parking to the side or rear of the building,
 - iv. The feasibility of achieving development of more than one storey. Where the predominant form of development is two storeys or more, single-storey development will be discouraged;
 - h. In the case of uses requiring large land areas for outdoor storage, sale or service of goods, other than uses that do not operate year-round and can be considered a common component of a permitted use, such as a garden centre in association with a retail use: [Amendment 28, July 13, 2005]

- i. Such uses are only located on an arterial road but not located in identified core area or mainstreet locations,
 - ii. Most of the site's street frontage is occupied by buildings,
 - iii. The visual impact of outdoor storage or parking on adjacent uses and from the street is minimized through appropriate means;
 - i. The demand that the use will raise to extend Public Service Areas or expand capacity in public water and wastewater services.
 - j. Any other applicable policies found within the Official Plan related to development review
13. In order to assist in the evaluation of the impact of proposals on village character, the City will prepare a Village Design Guideline to provide guidance on dealing with specific design challenges in all villages.

5.2. DEVELOPMENT OUTSIDE OF VILLAGES

5.2.1. Requirement

The Provincial Policy Statement (PPS) encourages municipalities to manage and direct land use to achieve efficient development and land use patterns in *rural areas* by permitting development of rural and resource based uses and a limited amount of residential development.

5.2.2. Current Policy

The Official Plan currently permits residential and non-residential development outside of Villages in the General Rural Area and to a limited extent in the Rural Natural Features designations. Residential lots are permitted by plan of subdivision (policy 3.7.2 (6)), to a maximum of 40 lots. The minimum lot size is established at 0.8ha (2acres).

5.2.3. Discussion

Consultation with the rural community in 2007 highlighted a diversity of opinion on the current Plan's approach to rural development outside of Villages. Most of that opinion focused to the current amount of and future potential for residential development. The Working Group focusing on Development Outside of Villages made a number of recommendations related to managing and encouraging orderly growth, the provision of choice, protection of natural areas and open space and compensation to landowners. The working groups discussion paper can be viewed on the City's Website.

Managing growth, orderly development and choice is discussed in Section 1.4 of this report. Discussion related to the natural areas and compensation are found in Sections 5.8 and 5.9.

The PPS also promotes patterns of rural development that are efficient, do not prevent the orderly expansion of urban and village communities, and do not result in environmental, public health or safety concerns. The policy also supports rural development that is compatible with the landscape and that can be sustained by rural service levels. One of the recommendations of the Working Group is that the City should encourage conservation design in future plans of subdivision as means of maintaining the rural character and being more environmentally friendly.

5.2.3.1. Conservation Subdivisions

Unlike conventional subdivisions that spread development evenly throughout a parcel, conservation subdivisions are characterised by clusters of smaller lots surrounded by common open space or treed land. This form of development permits the retention or protection of some farmland or natural areas while permitting the same number lots to be developed. The potential requirement for less road construction also reduces the development and ongoing maintenance cost of this type of development compared to current subdivisions. This approach does remediate some of the impact that residential development has on the character of the rural area although this approach does not reduce the amount of potential development that may occur.

5.2.3.2. Other non-residential development and addressing conflicts

Much of the community discussion in the workshops and Working Groups focused upon residential development. Nevertheless, it was recognised that the rural area needs to provide opportunities for many more land uses. While the Official Plan permits these other uses many conflict with residential development. Pit and quarry operations, junkyards, boarding kennels, noxious industries and some farming operations are examples of some uses that everyone benefits from, but which are inappropriate in villages or adjacent to rural subdivisions. In order to retain flexibility and to promote local initiatives, commercial and industrial uses are not designated in the Official Plan with the exception of the Carp Road Corridor. However, light and heavy industrial areas are identified in the Zoning By-law and these areas should be considered first when proposing a new industrial use.

The current policies permit the greatest flexibility to respond to local initiatives and should be retained. How much residential development outside of villages is ultimately permitted will determine how accommodating the rural will be to these other uses.

5.2.4. Proposed Directions

- If country lot subdivisions continue to be permitted, the current policies should be amended to provide the opportunity for conservation subdivisions as an alternative to the current approach.
- No changes to the current policies for non-residential development are recommended.

5.2.5. Draft Policy Amendment

Insert a new policy 6d in Section 3.7.2 as follows:

6.

- d) Notwithstanding the minimum lot size requirements of (c) above, a residential conservation development by plan of subdivision or condominium may create lots smaller than 0.8 ha provided that:
- i) Such lots are part of a development containing an area to be retained as farm land, or conservation land containing a special landscape feature such as a significant woodland, cultural landscape feature or geological feature;
 - ii) The initial parcel being subdivided has a minimum area of 25 ha
 - iii) The development has an average lot size of not less than 0.8 ha per dwelling unit when averaged over all of the land in the development;
 - iv) The development includes an ongoing management plan for the retained land that is approved by the City and where appropriate its implementation is secured through conditions or covenants at the time of approval. Where the retained land is to remain as farmland the ongoing use of the land may be regulated by zoning and or other means.
 - v) Lot orientation and servicing conditions are designed to provide a safe water supply and appropriate wastewater disposal in accordance with the City's hydrogeological guidelines for residential conservation developments.

5.3. RURAL SERVICING: GROUNDWATER RESOURCES

5.3.1. Requirement

The Provincial Policy Statement (PPS) sets out a number of municipal responsibilities for the protection, improvement or restoration of both surface and groundwater. These include: identifying groundwater features and hydrologic functions; restricting development and site alteration to protect designated vulnerable areas; protecting, improving or restoring vulnerable and sensitive groundwater features and their hydrologic functions; maintaining linkages; and ensuring stormwater management practices that minimize contaminant loading. (Section 2.2.1). The PPS also states that development and site alteration near or in sensitive groundwater features are to be restricted and that mitigating measures and/or alternative approaches may be required to protect, improve or restore these features (Section 2.2.2). *The Clean Water Act* requires the development of Source Water Protection Plans that include: groundwater recharge areas, wellhead protection areas and other vulnerable sources of groundwater such as wetlands.

5.3.2. Current Policy

The requirements of the PPS are addressed in a number of areas of the Official Plan and the Infrastructure Master Plan. Policy 2.4.4, Groundwater Management, provides that development may be restricted in the City's Zoning By-law when the City's monitoring and characterization of the groundwater resource has indicated that a significant resource function exists or where degradation of the resource function may occur. Under policy 2.4.2, Natural Features and Functions, groundwater resources, including recharge areas, will be protected by designation and restriction of development. The development requirements are set out in Section 4.4.2, Private Water and Wastewater Servicing, in relation to subdivisions, severances, small water and wastewater works. As well, policy 4.7.5 sets out the need to safeguard groundwater resources and to assess the potential impact of development. Where wellhead protection areas have been identified, policy 4.8.2 outlines study requirements and zoning restrictions. Infrastructure Master Plan policy 5.4, Groundwater, addresses in more detail, municipal well systems, land use, rural development approvals and stewardship.

5.3.3. Discussion

Groundwater management is a shared responsibility in Ontario. Groundwater is considered a resource by the Province and there are a number of Ministries with interest and responsibilities including: the Ministry of the Environment, the Ministry of Natural Resources, Agriculture and Food and the Ministry of Municipal Affairs and Housing. The local Conservation Authorities (CA) are concerned about groundwater as a resource within their watershed areas and recently CAs are leading the development of Source Water Protection Plans under the *Clean Water Act*. The City regulates land use and development that impacts groundwater resources; it operates public drinking water systems including public communal wells and other utilities; and it organizes and delivers public health programs and educational materials. The proliferation of agencies involved in the management of groundwater resources has led to some public confusion about individual responsibilities and, as a result, 'who to turn to with a problem'. Knowing who is

responsible was one of the main concerns expressed by the Groundwater Resources Working Group.

Although the Official Plan policies address many of the requirements of the PPS, some policies in the plan require expansion to better identify the direction that the City is taking. In addition, treatment of groundwater resources is scattered throughout the document. The City approved a Groundwater Management Strategy with a two-phased approach in 2003. Rural residents are generally not aware of this or of the elements of the strategy, nor of the work that the City has undertaken in carrying out the first phase of the strategy.

In their discussion of major issues, the Groundwater Resources Working Group touched on a number of areas related to the City's role in groundwater management including its role in: coordinating its own work and the work of others; identifying organizational responsibilities and where to obtain information; and collecting data and monitoring the impact of development on aquifers and on existing wells. The Working Group's concerns appeared to relate more to the effective and efficient implementation of current OP and IMP policy rather than moving in a different direction. In their opinion, people want to have the details related to the policy clearly stated and to get a sense that the City has the commitment to undertake the works required.

There is considerable concern in the rural area about the impact of development on existing wells and the cumulative impact of development over time. One contaminated well could result in contamination of the entire aquifer and negatively impacting other existing wells. Therefore, the two main concerns raised by residents ~~in the Cafes~~ were in the areas of: monitoring, data collection and analysis of aquifers and the quality of the installation and maintenance of individual wells and septic systems. Some citizens wanted the City to take a more proactive role in coordinating the management of private wells and septic systems to ensure that the quality and quantity of public groundwater resources is maintained and protected. Public education and better communications also seemed to be a key concern – both in terms of individual responsibilities and in informing the public as to who does what.

In the White Paper on Water and Sewer Challenges, it was suggested that the City could give greater priority to making a systematic effort to increase the knowledge of the current state of complex groundwater resources within its boundaries. As the geology and hydrology can easily change from property to property, a detailed database of information is difficult to gather and maintain but important so that the changes that occur as a result of development, deterioration of the 'system', or any other factors can be known on a priority basis. A properly developed and maintained data source can also identify vulnerable areas, sources of groundwater and the interface between surface and groundwater resources. Where it is discovered that there are negative impacts on aquifers and/or vulnerable groundwater sources due to improper installation of wells or septic systems or aquifers are disturbed by mineral extractions, blasting, development-related disturbances, etc., proper penalties and restitution, where possible, could be undertaken.

Also, in the White Paper, a number of means of funding increased efforts regarding groundwater resources were put forward. This included the consideration of groundwater as

an additional ‘infrastructure system’ and therefore, a rate levied on owners to support this natural system. It also considered alternative sources of funding. When it came to funding increased municipal efforts related to groundwater resources, people at the Cafes were somewhat divided as to who should undertake the work and who should pay for it.

Generally, it seemed that there was acknowledgement that urban people pay for their urban systems and rural people should pay for the work related to aquifer management and well inspections. Since the Province regulates groundwater, some people felt that the Province should ensure that the work is done and should pay for it.

For the City, the key challenges appear to be in putting greater priority on the on-going implementation of the first phase of the Groundwater Management Strategy and on increased effort in the development and analysis of information on groundwater resources, which may assist in the review of development applications. Implementing the work program identified in the Groundwater Management Strategy requires greater City commitment and funding.

5.3.4. Proposed Direction

The City adopted a Groundwater Management Strategy in May, 2003. The strategy addresses many of the concerns of rural residents, but would be better recognized if it is incorporated into the Official Plan and Infrastructure Master Plan and if there were an increased level of effort in implementing the strategy. The intension is to expand the Groundwater Resources section of the Official Plan using the direction set out in the Groundwater Management Strategy. Infrastructure Master Plan policy 5.4 also will be expanded to include a policy to reflect all relevant parts of the Groundwater Management Strategy. Two directions that the City will highlight are its role in the monitoring and modelling of aquifers (Section 2.4.4) and the consideration of the appropriate municipal role in the management of private wells and septic systems (Section 4.4.2).

The City has developed hydrogeology guidelines entitled, “Technical Requirements for Hydrogeology and Terrain Analysis Studies for Privately Serviced Developments” and these will be available for public review before being approved by Council.

As well, the Groundwater Management Strategy outlined a two-phased approach. Work has been proceeding on Phase One, which has been to continue with public education programs and groundwater characterization studies. The City will soon initiate Phase Two of the Strategy, which will develop a framework in which to identify, prioritize, and complete the groundwater management activities outlined in the strategy.

5.3.5. Draft Policy Amendment

Amend Policy 2.4.4

- ~~1. Where monitoring and characterization of the groundwater resource has indicated degradation of the resource function, the zoning by law will restrict uses to prevent further impacts on that function.~~
- ~~2. Where monitoring and characterization of the groundwater resource has indicated that a significant resource function exists, the zoning by law will restrict uses to protect that function.~~

Replace policies 1 and 2 with:

1. The City will:
 - a) Investigate, identify, record and analyse the extent and characteristics of the groundwater resources.
 - b) Identify and evaluate potential sources of groundwater contamination which arise from a variety of land use practices and industrial activities.
 - c) Develop and maintain a database, which will provide ready access to, and manipulation of, groundwater data, including geological, hydrogeological, and water quality information and make database information available to the public.
 - d) Ensure that there are current best management practices, protection policies and regulations to guide development so that reliable use and functions of groundwater resources can be maintained.
 - e) Use the information gained through investigation and analysis when reviewing development and building applications under the *Planning Act*.
 - f) Ensure that programs to inform the community about best practices related to groundwater resource issues are developed and that the community is involved in collective decision-making regarding the protection, preservation and stewardship of groundwater resources and in making wise individual decisions regarding private well and septic matters.

5.4. RURAL SERVICING: ALTERNATIVE SERVICING

5.4.1. Requirement

The PPS states that development is to be appropriate to the infrastructure planned, uneconomical expansion of the infrastructure should be avoided (Section 1.1.4.1) and that a municipality should ensure that new systems are sustainable, viable, protect human health, promote water conservation and efficiency, and integrate land use and servicing (Section 1.6.4.1). The PPS indicates that municipal water and wastewater servicing is preferred (Section 1.6.4.2) but that municipalities may choose private communal servicing under certain conditions (Section 1.6.4.3). Individual onsite services can be used for new developments of five or fewer units (Section 1.6.4.4). Partial services can only be used in circumstances of failure of individual servicing and some cases of village infilling and rounding (Section 1.6.4.5). The City's Official Plan (OP) is consistent with the provisions of the PPS. While the OP policies do not require change to meet the PPS, some changes are required to respond to public perception about the City's openness to alternative servicing and innovative technologies.

5.4.2. Current Policy

Currently, the OP states that private individual water and wastewater services are the preferred form of servicing outside of Public Service Areas (Section 2.3.2, policy 8). Public water and sewer servicing will be considered within a Public Service Area and extended where it is recommended in a rural village CDP. In Section 2.2, policy 2, when considering amendments to village boundaries, the effect of the amendment on the character and structure of the village and on the provision of municipal servicing will be taken into account. Other than these instances, the Plan states that a change from individual servicing to public servicing will only be to remedy a public or environmental health problem or support economic development in the rural area under unique situations such as Carp Airport. These policies do not specify the means of public delivery of the services; rather, a range of servicing options is to be evaluated and one selected. The Infrastructure Master Plan policy 3.4.2 (included for information below) states that the City is willing to investigate alternative service delivery methods for rural areas to support growth or remediate existing problems.

5.4.3. Discussion

While the OP and the Infrastructure Master Plan (IMP) state that the City will consider a range of service delivery models, there appears to be a perception in the public and with service providers that the City is not receptive to alternative servicing options and new technologies and that it invariably chooses central services whenever private services are no longer viable. The need for the City to consider alternative service delivery and new technologies was one of the key issues raised by many of the participants in both the Rural and City Cafés. In the Café discussions, people expressed concerns about the impact of central services or as it has been termed "the big pipe" solution on village character. There was considerable opposition to having only two options, essentially – private individual or "the big pipe". The perceived impact of central servicing, such as smaller lot sizes, appears to be a strong public concern along with the perception that alternative servicing such as communal systems would not have the same impact on lot size. People attending the Cafés

emphasized their desire that the City be more innovative and open to new technologies and ‘think outside the box’.

In fact, the City has managed or entertained a number of alternative systems in the rural area: the Carlsbad Springs trickle feed system, the communal well in Carp, the Carp Airport solution, to name a few. Whenever alternatives to private services are considered for village boundary expansions or a health concern, a range of servicing options is explored including alternative public communal systems. Through the Environmental Assessment (EA) process, all viable alternatives are assessed with predetermined criteria, which take into account a number of factors including capital and operating costs. From the results of this assessment, one option is recommended. In most cases, this has been the central servicing option as it has been shown to be the most economic option.

The City recognizes that the rural area with its extensive geography and unique character requires careful consideration of what rural municipal infrastructure systems might look like. It is recognized that this isn’t a situation in which “one size fits all”. It appears, however, that the City’s openness to innovation and viable servicing options has not been well understood by some of the public. This may well be as a result of the City’s preference for considering the application of all servicing and technology options within the context of an EA rather than proactively exploring their application without the discipline of the EA assessment process. As well, there may not be a full appreciation for the fact that the City has a responsibility to the public to choose proven technologies and servicing options so that the health and safety of its citizens is protected. In addition, the similar impact of any public system (central or communal) on lot requirements may be a factor. This means that irrespective of whether the system is “big pipe” or a stand-alone system, the cost of installation and operation may still necessitate urban densities to be economic.

5.4.4. Proposed Direction

There is no proposed policy change related to alternative servicing but, in response to the concerns raised by rural residents, the City intends to highlight in the sections related to alternative servicing, its openness to the consideration of new technologies and alternative servicing options for public systems (e.g. public communal options), to unequivocally indicate that all options will be considered through the EA process and that the best alternative will be chosen based upon a clear set of appropriate, predetermined and consistent criteria. To increase the understanding of the process the City goes through to choose the most appropriate technologies and service delivery methods, the City will develop standardized evaluation criteria for all EAs and the standard evaluation criteria will be set out in a document available to the public.

5.4.5. Draft Policy Amendment

Amend Policy 2.3.2.4

4. The City will provide for the creation of new Public Service Areas in the following circumstances:

-
- a. To provide for the growth management strategies of the Plan for the urban area;
 - b. To support growth in Villages based on a boundary change or intensification of use and the recommendations contained in a Village community design plan where:
 - i. The community design planning process has included a comprehensive servicing study which will use standardized criteria to evaluate a range of servicing options and innovative technologies, including costs and benefits, and alternative methods to deliver public water and/or wastewater services,
 - ii. The community design plan establishes a definition of a Public Service Area boundary and the terms of provision of service,
 - iii. The mechanisms for financing capital costs, operating costs and infrastructure replacement reserve costs are established to the satisfaction of City Council,
 - iv. The community design plan is adopted by amendment to this Plan and the boundaries of the Village or boundaries of the serviced area within the Village are amended on Schedule A;
 - c. To remedy a public health or environmental problem in the rural area where:
 - i. A comprehensive servicing study which evaluates a range of servicing options and innovative technologies with standard evaluation criteria has determined that provision of a publicly- owned service is the selected alternative,
 - ii. The mechanisms for financing capital costs, operating costs and infrastructure replacement reserve costs are established to the satisfaction of City Council,
 - iii. A definition of the Public Service Area boundary and the terms of provision of service are established;
 - d. To support economic development in unique situations in the rural area, where:
 - i. Alternative servicing arrangements to support the economic development have been evaluated through a comprehensive servicing study which evaluates a range of servicing options and innovative technologies with standard evaluation criteria and provision of a new Public Service Area is required,
 - ii. The mechanisms for financing capital costs, operating costs and infrastructure replacement reserve costs is established,
 - iii. The definition of the Public Service Area boundary and the terms of provision of service are established.

For information only, the current **Infrastructure Master Plan** contains the following policy:

“Policy 3.4.2 Considering Alternative Services

The City will continue to investigate new means to deliver services. One means to continue investigations is to support and partner with academic, research, governmental and professional associations who conduct infrastructure related research. Other activities include monitoring of infrastructure planning initiatives in other municipalities and participating in benchmarking processes to validate the effectiveness of our present practices.

Service alternatives including new technologies, techniques and material are continuously being developed. These may find general or specific application or be rejected because of technical limitations or cost effectiveness. It is important not only to consider and adopt new technologies but also to promote innovative engineering where it can be applied to produce more cost effective services. The City, as an active partner with research, educational and professional groups attempts to improve levels of service and regularly reviews products with a view to including them within City design standards.

In order to ensure the City obtains value when considering new types of services, the City must understand all aspects of proposed new technologies and products. This includes the cost of service, level of service, the construction practices and materials, the operating requirements and any proprietary aspects of the services. Technologies may be demonstrated to be effective only in special circumstances or under specific conditions not generally applicable to City operations. Priority consideration will necessarily be given to investigation of products with broad application and therefore have the best potential to return good value.

The City will:

1. Promote and cooperate in research and monitor servicing technologies for inclusion in City design guidelines, materials specifications, operation and maintenance practices and procedures, construction specifications and life cycle cost recovery models.

In order to implement these policies, the City will over time:

- Cooperate in investigation and research related to materials, techniques and products for municipal servicing applications;
- Investigate applications for technologies either in standard municipal servicing or to respond to special servicing needs within the City;
- Review specifications, costs and benefits for technologies with municipal application; and
- Adopt or revise service level criteria, design guidelines, materials specifications, and operation and construction practices to incorporate servicing technologies shown to provide cost-benefit to the City. “

5.5.AGRICULTURE

5.5.1. Requirement

The Provincial Policy Statement (PPS) requires that Agricultural Resource Areas be protected, that the creation of lots be prohibited and that land is only removed from the designation for the reasons prescribed in the PPS.

5.5.2. Current Policy

Agricultural Resource Areas are identified in the City's Official Plan as a separate land use designation. The Official Plan currently permits: agriculture, conservation and small scale commercial and industrial uses directly related to agriculture (Section 3.7.3 policies 2-6) and prohibits the creation of lots for non-agricultural purposes. Notwithstanding the above, commercial and industrial development is permitted at Highway interchanges subject to a zoning change (Section 3.7.3 policies 7-8) and infill residential lots are permitted in certain small historical settlements identified in the city's Zoning By-law (Section 3.7.3 policy 18). All development is subject to the Minimum Distance Separation (MDS) formulae to avoid conflicts with existing farming operations.

5.5.3. Discussion

The Official Plan needs to be consistent with the Provincial Policy Statement in respect to the protection of Agricultural Resource Areas. Provincial policy provides that Agricultural Areas be protected for long-term agricultural use. It does this by specifying limits to the use of the land and the circumstance in which these lands may be removed from the designation. Development other than agriculture and agriculturally-based uses is prohibited. This includes lot creation except in specific circumstances. In addition, provincial policy encourages municipalities not to permit incompatible development adjacent to these areas in order to avoid conflicts with normal farming practice and places limitations on farm expansion. A recent amendment to the policies of the Official Plan means that there are few changes still required to bring the policies of the OP into conformity with the PPS.

5.5.3.1. Highway Interchanges

The Plan permits the development of industrial and highway commercial uses at the interchanges on the 417 and 416 highways. Such development must be based upon justification that the economic advantages of this development outweigh the need to retain the land for agriculture, but only a zoning change is required to implement the change of use. The PPS is clear that in order to permanently remove land from an Agriculture Resource Area justification is required and an Official Plan amendment is also required. Such amendment needs to indicate that the lands do not form part of the Agricultural Resource Area. The current policies related to these Highway Interchanges should be deleted from the Plan.

5.5.3.2. Agricultural Working Group and Land Evaluation and Review(LEAR)

Agriculture was also a topic of the consultation with the rural community late in 2007. The Agricultural Working Group that sought to respond to concerns of the farming community prepared a background paper, which is available on the City's Website. This paper focused

on two distinct objectives; doing a better job of preserving the agricultural land base and improving the viability of the agricultural industry in Ottawa. The second objective is not directly land-use related and the recommendations of the Working Group in this regard will be reviewed by the City's Rural Affairs Office and possibly pursued by other means available to the City.

The first objective related to improving the identification of agricultural land preventing the removal of land from the designation over time and avoiding adverse impacts on existing farm operations by other development. The Working Group's initial concern focused on the effectiveness of the LEAR (Land Evaluation and Review) that was used to guide the identification of the Agricultural Resource Area. LEAR assisted in this identification by providing a scoring system by which individual parcels of land could be evaluated and ranked. One of the criteria LEAR used was the size of the farm parcel. The Working Group concluded that the parcel size attribute used in the scoring may not reflect modern agricultural practice and that some good farmland is not included in the designation for this reason. The Groups suggested that LEAR may need to be revised.

The weighting given to land area in the LEAR score does not result in a significant increase in the amount of agricultural land and is not the main determining fact in the score. Nevertheless the Ministry of Agricultural and Food is also currently reviewing LEAR. A decision on the appropriateness of redoing the LEAR should await the outcome of the Ministry's work. Any increase in the current designation would also require consultation with the Ministry and the impacted landowners. If a change is needed it will not be possible to implement this for the current OP review.

5.5.3.3. Minimum Distance Separation

The impact of development or potential development on existing farm operations is due to incompatible noise, dust, odour etc. The Minimum Distance Separation (MDS) formulae were developed by the Ministry of Agriculture, Food and Rural Affairs to address some of these issues. MDS formulae generate a minimum distance between existing or future development and existing or proposed livestock operations. Of particular concern to the Working Group is MDS II formula, which applies to new or expanding livestock operations located close to existing residential properties. In this case the proposed new or expanding livestock barn may not proceed if it is too close to the residential properties. This may restrict the financial viability and competitiveness of the farm operation. Since new development within the Agricultural Resource Area is restricted this should be less of a problem in this designation but it does affect farms on the perimeter of the designation and will remain a problem for farms that are located elsewhere in the rural area.

The new MDS guidelines issued by the Ministry permit the City to consider variance for the MDS II calculations. This discretion can be considered in special circumstances and may provide greater flexibility for some expanding livestock operations. To be able to consider these variances policies must be included in the Official Plan.

5.5.3.4. *Infill in Hamlets*

The Official Plan sought to recognise that within the agricultural resource area there are historical settlements that are not villages, but which have potential for additional residential lots to be created. Because these additional lots will not result in expansion of these settlements, Section 3.7.3. Policy 18 permits the severance of new non-agricultural lots. Work undertaken as part of the comprehensive Zoning by-law identified that there are only three communities with potential for infill. The current policy is general in nature and as such is contrary to the Provincial Policy Statement. In order to continue to permit new lots in the identified communities, the policy needs to be rewritten to recognise the exemption for these communities alone.

5.5.4. Proposed Directions

- The current policies for the development of land at the Interchanges on Highways 416 and 417 should be removed from the Official Plan.
- No changes to LEAR should be considered until the Ministry has completed its review and then only if it is anticipated that significant changes to the Agricultural Resource Area are likely. Any changes should be undertaken in concert with the Ministry of Agriculture, Food and Rural Affairs and the community.
- Policies should be added to the permit the consideration of variances to MDS II where appropriate.
- The policies for infill in Hamlets should be removed from the OP.

5.5.5. Draft Policy Amendment

Amend Section 3.7.3 to delete policies 7 and 8 as follows:

Possible Land Uses at Highways 416 and 417 Interchanges

- 7) ~~Notwithstanding the primacy of farming as a use for lands designated Agricultural Resource Area, a select range of commercial and industrial development may be permitted, in limited amounts, on properties that border the interchanges of Highway 416 and 417 outside of the Greenbelt. These areas have good road access and high visibility to the traveling public. Development will be subject to an amendment to the zoning by-law and other requirements set out in policy 8 below.~~
- 8) ~~The City will consider a rezoning for a proposed use and subsequent site plan approval for a property immediately adjacent to a highway interchange provided the following are respected:~~
 - a) ~~The proposed use must be of a highway/recreational commercial or industrial type use such as a gas bar or service station, restaurant, motel, farm or recreational vehicle sales and service centre, warehouse etc. Those land intensive uses such as golf courses, cemeteries and campgrounds will not be permitted at these interchange locations. Furthermore, uses such as a retail store,~~

~~office or medical clinic should more appropriately be located in a Village or urban area;~~

- ~~b) ————— There must be demonstrated need for the proposed use and clear justification of the size of the area to be rezoned and, where necessary, severed from the parent parcel. This includes showing how the use and the proposed lot size can meet the private water and wastewater servicing requirements of Section 4.4.2; [Amendment 14, September 8, 2004]~~
- ~~e) ————— The use will not conflict with existing agricultural uses;~~
- ~~d) ————— Suitable design and landscaping will be provided in keeping with the role of Highway 416 and Highway 417 as entry routes to the National Capital;~~
- ~~e) ————— Regard has been given to the opportunity to provide for tourist orientation facilities, wherever feasible;~~
- ~~f) ————— Where development is proposed in the vicinity of the Highway 417 interchange with Upper Dwyer Hill Road / Herrick Drive, the City will consult with the Town of Arnprior to ensure that possible long term plans for servicing in the area are not compromised.~~
- ~~g) ————— There is no reasonable alternative location that avoids Agricultural Resource Areas. [Ministerial Modification 21, November 10, 2003]~~
- ~~h) ————— There are no reasonable nearby alternative locations in the Agricultural Resource Area with lower capability soils for agriculture. [Ministerial Modification 21, November 10, 2003]~~

Section 3.7.3 Policy 18 Infill in Areas of Clusters of Housing should be removed from the Official Plan and subsequent policies be renumbered accordingly.

Infill in Areas of Clusters of Housing

- ~~i. — The City will permit limited residential infill within the Agricultural Resource Area designation only in small historical settlements, provided additional strip development does not occur. The City will identify these settlements in the City's zoning by-law. Only in those identified settlements may lot(s) be created between two existing lots of similar size or between an existing lot and a cultural or physical feature, such as a road or watercourse, that are situated on the same side of the road and are not more than 100 metres apart. Minimum lot sizes will be established in the zoning by-law and will be sufficient to permit the land use on the basis of private individual services. Lot creation that has the effect of extending development beyond the boundaries of existing development is not permitted. [Ministerial Modification 23, November 10, 2003]~~

Amend Section 3.7.3 Policy 19, adding policy 20 and renumbering and inserting a new heading as follows:

19 All new farm and non farm development, including severances, will comply with the Minimum Distance Separation (MDS) formulae, as amended from time to time, except in the case of:

- a) the development of an existing lot of record that falls almost or completely within a calculated MDS I separation distance from a neighbouring livestock facility, or

- b) the creation of a new lot containing an existing dwelling and that dwelling falls partially or completely within a calculated MDS I separation distance, from an existing livestock facility on a neighbouring parcel of land.
- 20 The City may consider a variance to the Minimum Separation Distance MDS II required for new or expanding livestock operations on a case-by-case basis where the intent if not the precise distances of the separation distance is achieved. The Ministry of Agriculture Food and Rural Affairs' MDS Implementation Guidelines will be considered when reviewing an application for such a variance.

Exceptions

- 21 Notwithstanding policies above regarding permitted uses in Agricultural Resource Areas and policies in this section regarding new lot creation, the severance of a 0.8-hectare lot and development of an institutional use at 2761 Moodie Drive will be permitted.
[Amendment 34, September 14, 2005]

6. ADDRESSING ENVIRONMENTAL IMPACTS

6.1. OFFICIAL PLAN AND CLIMATE CHANGE/AIR QUALITY – GENERAL PROVISIONS

6.1.1. Requirement

The Provincial Policy Statement (PPS) states that Planning Authorities shall support energy efficiency and improved air quality through land use and development patterns. The City's Air Quality and Climate Change Management Plan sets a target of 20% reduction in community green house gas (GHG) from 1990 levels by 2012. However, GHG in 2004 were 5% above 1990 levels so meeting this target will be a significant challenge requiring action by all levels of government as well as changes in individual choices and lifestyles.

6.1.2. Current Policy

Most of the contributing policies and provisions in the Official Plan simply reflect good planning objectives such as compact growth and reduced reliance on the automobile.

6.1.3. Discussion

The Official Plan is a critical tool for addressing climate change, as many land use planning and infrastructure initiatives have implications for climate change mitigation and adaptation. The best planning policy options for climate change mitigation, and air quality, including measures related to compact development and sustainable transportation initiatives, are already priorities in the current Official Plan and are strengthened in the proposed Official Plan Amendments.

The scope of what an official plan can do is limited by provincial legislation, including the *Planning Act*. For example, there is little an official plan and related master plans can do to increase the technical quality or efficiency of mechanical heating and cooling systems in buildings, old or new. However, by promoting certain patterns of development, planning policies may be able to create situations, such as access to passive solar heating (whereby buildings gain the benefit of maximum exposure to sunlight in winter), that reduce the amount of work those systems have to do. It can also encourage and, in some cases require, sustainable site planning or building design measures.

The Official Plan and related Transportation Master Plan also have little control over individual choices related to types of vehicles and emission standards or fuel efficiency. However, land use patterns and transportation infrastructure can be designed to minimize the need for travel in personal vehicles through compact, mixed-use and transit-friendly development.

The Official Plan needs to be strengthened in terms of its recognition of the importance of transit supportive and energy efficient land use patterns in support of climate change mitigation and adaptation. These types of measures are also closely linked to air quality and public health, as transportation is both the major air quality issue and a major source of greenhouse gases.

Input received during the City Café, comments on the Climate Change and the Official Plan White Paper, and Ottawa Talks have noted similar concerns and expectations: the need to address transportation challenges, encourage and require energy efficiency and green building measures, and the creation of mixed use communities which rely less on the automobile. People have also pointed out the link between public health and community design, particularly as it relates to air quality and our transportation systems. The need to develop renewable and self-sufficient forms of energy, while being aware of potential community impacts from renewable energy installations, was also noted. Finally, the need to measure current development patterns and approaches against sustainable neighbourhood and development design standards was raised.

There are also some specific policies that can be added to the Plan related to sustainable infrastructure and design, renewable energy facilities, and energy efficient development. It is therefore critical to support all the objectives related to sustainable growth and design in an effort to mitigate and adapt to climate change. Identifying the linkages to climate change throughout all the policy sections in the plan, and taking advantage of opportunities in the Plan to help with the broad array of concerns and measures related to climate change can help accomplish this.

There are also specific provisions suggested to recognize renewable energy installations within the planning process and strengthen provisions for sustainable design and energy efficiency in subdivision and site plan review. In some cases, the OP simply enables and directs the City to pursue tools available at other levels of the planning process, such as site plan control, the Zoning By-law, and design guidelines. By establishing objectives and direction, the Official Plan represents the critical first step in incorporating renewable energy and sustainable design into the development process.

6.1.4. Proposed Direction

- Add a new section with more explicit direction regarding mitigation of Climate Change.

6.1.5. Draft Policy Amendment

Replace Section 2.4.1, Air Quality and Climate Change, with the following:

Good air quality is critical to maintaining environmental and human health. Air quality concerns in Ottawa remain due primarily to particulate matter, emissions resulting largely from the transportation sector.

Air quality and climate change are related issues, in that they share some common causes and solutions in the context of land-use planning. Climate change is one of the critical environmental challenges facing the world and measures to both reduce GHG emissions (mitigation) and prepare for the impacts of climate change (adaptation) need to be incorporated into all levels of City decision-making including the Official Plan and related Master Plans.

The City has made a commitment to reduce greenhouse gas emissions in both corporate operations and at the community level. Emissions are monitored and targets set and revised through the Environmental Strategy and the Air Quality and Climate Change Management Plan.

The Official Plan makes a significant contribution to reducing emissions and adapting to climate change through its support for sustainable growth management and transportation policies, support for measures such as renewable energy which reduce the impact of the built environment, and support for energy-efficient and green design measures. Commitments are also necessary to support community energy planning and an integrated adaptation strategy.

Policies

1. The City will reduce GHG emissions in the development and building sector by:
 - a) Promoting compact urban form and an energy efficient pattern and mix of land uses through the strategic direction for managing growth and related intensification targets and community design plans.
 - b) Encouraging energy efficient and sustainable site and building design through subdivision and site plan approval.
 - c) Encouraging and supporting where possible reduction in energy consumption through upgrading and renewal of existing buildings and facilities.
 - d) Facilitating and encouraging use of renewable sources in energy in development, and allowing for appropriate renewable energy utility installations.
 - e) Preparation of a community energy plan to identify and develop opportunities for renewable and district energy supplies in new development and through retrofits in existing buildings.

2. The City will reduce air emissions and GHG emissions resulting from the transportation sector by:
 - a) Maximizing opportunities for the use of energy efficient transportation modes and minimize individual motor vehicle travel in favour of walking, cycling and transit.
 - b) Reducing emissions from City and Transit vehicles through the use of alternative fuels and the procurement of fuel-efficient and low emissions vehicles.
 - c) Establishing aggressive modal split targets and a transportation demand management program through the Transportation Management Plan and related policies.
 - d) Recognize and enhance the Rapid Transit system within the Official Plan.

3. The City will monitor GHG emissions from corporate and community sources on a regular basis and set meaningful reduction targets through the Environmental Strategy and Air Quality and Climate Change Management Plan.

4. The City will consider measures to adapt to the effects of climate change by:

- a) Completing a climate change adaptation strategy
- b) Examining the potential impact of climate change and adaptation strategies when completing environmental management and sub-watershed plans
- c) Ensuring that development accounts for potential natural hazards resulting from extreme weather events such as flooding and slope failure
- d) Reducing the Urban Heat Island effect through landscaping, tree planting, and encouragement of green building measures such as the use of green roofs, living walls and use of light coloured building materials.

6.2. RENEWABLE ENERGY FACILITIES

6.2.1. Requirement

The provincial direction and the overall awareness of the importance of renewable energy installations have evolved since the approval of the Official Plan in 2003. The Province has recognized the need for renewable energy generation through the following policy in the Provincial Policy Statement (2005):

“Alternative energy systems and renewable energy systems shall be permitted in settlement areas, rural areas and prime agricultural areas in accordance with provincial and federal requirements. In rural areas and prime agricultural areas, these systems should be designed and constructed to minimize impacts on agricultural operations.”

6.2.2. Current Policy

The current Official Plan (OP) allows public utilities (which can be privately owned) that are subject to an Environmental Assessment process to locate in any designation. This is reflected in the most recent draft comprehensive Zoning By-law. Renewable energy installations, which do not require EA approvals – either due to their small size or the source of power – are generally permitted in most zones in the Zoning By-law. However, some restrictions apply on wind power installations in urban areas. The existing Official Plan is generally silent on renewable energy installations that are not classified as utilities or subject to the EA process.

The Air Quality and Climate Change Management Plan includes encouragement of renewable energy facilities as one of the tools available to meet GHG reduction targets.

6.2.3. Discussion

Reducing Greenhouse Gas emissions and supporting sustainable community and building design depends to a large extent on both the conservation of energy, and increased use of renewable sources of energy such as wind, solar, biomass, and geothermal heating and cooling. Renewable energy is obtained from sources that are inexhaustible and do not deplete resources. There are other benefits of renewable energy sources including a reduction in greenhouse gas emissions and economic benefits from having a local renewable energy sector and greater potential for local energy production.

It is important to realize that the Official Plan cannot require or specify that a particular energy source (electrical, gas, or “renewables”) be used in a development. The role of the Official Plan can be to encourage use of renewable energy technologies, ensure that these technologies are permitted and considered in development design, and ensure that there are some means to address community impact concerns.

During initial consultations on the Official Plan, there was support for allowing renewable energy installations, but some concern that they be designed to avoid conflicts with adjacent uses or negative impacts on community character.

6.2.4. Proposed Direction

The Official Plan needs to have a general policy objective to encourage and permit renewable energy.

It is important to recognize that there are three general circumstances or types of installations:

- Accessory use installations tend to be small scale and provide power for the principle use on the site. Some excess energy may be fed back to the electrical grid but the primary purpose is to help power or heat the residential, commercial or institutional use. Technologies for these systems are improving on an ongoing basis and while they are not common to date in settlement or rural areas in Ottawa, interest is growing as technology improves.
- Utility installations which are designed primarily to feed energy to the electrical grid such as is provided for by the Province under the standing offer program, but do not require approval under the Environmental Assessment process. This would include solar energy projects and smaller wind generation projects.
- Utility installations that are designed to feed energy to the electrical grid that do require approval under the Environmental Assessment Process. This would include larger wind farm proposals and utility plants.

Impacts from accessory use energy installations, or energy installations which do not require approval under the *Environmental Assessment Act*, are generally related to site plan concerns such as setbacks and landscaping. Impacts from larger energy installations, that require approval under the *Environmental Assessment Act*, are assessed through the environmental assessment process, which includes consultation with the affected community and municipality.

6.2.5. Draft Policy Amendment

Add to Section 3.1 of the Official Plan:

Renewable Energy

The City encourages the use of renewable energy in development including solar, wind, geothermal, co-generation and biomass systems as per the following policies:

17. Alternative energy systems and renewable energy systems shall be permitted in all designations as an accessory use to a permitted use with any provisions related to size and setbacks established in the Zoning By-law. The City will continue to monitor technological advances in accessory renewable energy systems and review and revise zoning requirements as necessary.

18. Renewable energy installations which are not subject to the *Environmental Assessment Act* may be permitted in all designations on Schedules A and B, except in Natural Environment Areas, Urban Natural Features, Significant Wetlands, Sand and Gravel and Limestone Resource Areas, or in Flood Plains and unstable slopes shown on Schedule K subject to the following:

- a) Proposed Installations in the Rural Natural Feature designation will be subject to preparation of an Environmental Impact Statement (Policy 3.2.4) and will require site plan approval.
- b) Proposed Installations over 25 Kwh (wind) and 10 Kwh (solar) will require site plan approval.
- c) Design and construction conditions, identified in approved site plans and zoning bylaws, that minimize impacts on adjacent properties and agricultural operations such as screening, setbacks and/or other appropriate measures.

19. Renewable energy installations which are subject to the *Environmental Assessment Act* may be permitted in all designations in Schedule A and B except in Natural Environment Areas, Urban Natural Features, Significant Wetlands, Flood plains and unstable slopes shown on Schedule K. All installations will be subject to site plan approval and successful completion of an environmental screening or assessment under the *Act*, which demonstrates, that environmental and community impact issues have been addressed to the satisfaction of the City of Ottawa.

Add to the Glossary

Definitions

Renewable Energy Systems:

The production of electrical power from an energy source that is renewed by natural processes including, but not limited to, wind, water, a biomass resource or product, or solar and geothermal energy.

Alternative Energy Systems:

Sources of energy or energy conversion processes that significantly reduce the amount of harmful emissions to the environment (air, earth and water) when compared to conventional energy systems.

6.3. OTTAWA'S NATURAL ENVIRONMENT SYSTEM

6.3.1. Requirement

At the end of the 2008 Review, the Official Plan needs to be consistent with the Provincial Policy Statement, which emphasizes the need to preserve a natural heritage system. The Provincial Policy Statement prohibits development on provincially significant wetlands and significant habitat of endangered and threatened species. The policy also says no development can occur on other significant wetlands, woodlands, and wildlife habitat or on lands adjacent to these areas unless it has been demonstrated that the development will have no negative effect on the feature or its functions. The quality and quantity of surface water and ground water is to be protected and restored.

6.3.2. Current City Policy

Studies in the 1990s identified and protected most of the city's significant wetlands, woodlands, and wildlife habitat. These lands are now shown in the Official Plan as Urban Natural Area and Natural Environment Area (areas where no development is permitted), and as Rural Natural Feature. Some of these lands are also included in Agriculture Resource Areas, where only agriculture uses are permitted. Provincially significant wetlands have been identified in the Plan since the mid-1990s.

All these areas, together with the watercourses that connect them, comprise the City's natural heritage system. The natural heritage system is studied at the watershed and subwatershed level to find ways to protect and enhance features and assess the impacts of land use, as required in the Official Plan.

The Plan also requires that where development is proposed within or adjacent to these features, an Environmental Impact Statement is required to assess the effects of the proposed development and recommend measures to avoid or mitigate negative impacts and identify opportunities to restore ecological function.



6.3.3. Discussion

The White Paper, titled "Ottawa's Natural Environment System – How Well Is It Working?" described the gaps between Ottawa's Official Plan and the Provincial Policy Statement. It compared a draft Natural Heritage System for the city, based on current information about forests, valleylands, and other features, with the land shown in the natural environment designations in the Official Plan. All but 16% of the draft system, shown in the following map, was included in a designation that provided policy protection in keeping with the Provincial policy. The 16% not included, were mostly in the General Rural Area and most have been undisturbed by development, although about one-third are within areas where development has been approved if not built.

REVIEW OF OTTAWA'S NATURAL ENVIRONMENT EXAMEN DE L'ENVIRONNEMENT NATUREL D'OTTAWA

Annex 1









Natural Heritage System Système du patrimoine naturel DRAFT / ÉBAUCHE

-  Significant Wetlands / Terres humides d'importance
-  Significant Woodlands / Terrains boisés d'importance *

*NOTE: Significant Woodlands are contiguous woodland patches that contain within them, mature woodlands (greater than 80 years old), forest interior greater than 100 metres from the edge, and are within 5 metres of water (watercourses, drains, and open water bodies and wetlands).

*NOTA: les terrains boisés d'importance sont des parcelles contiguës qui comportent des terrains boisés de peuplements mûrs (vieux de plus de 80 ans), avec des couverts forestiers à plus de 100 mètres de la lisière et qui sont à moins de 5 mètres de l'eau (cours d'eau, drains, étendues d'eau libres et terres humides).

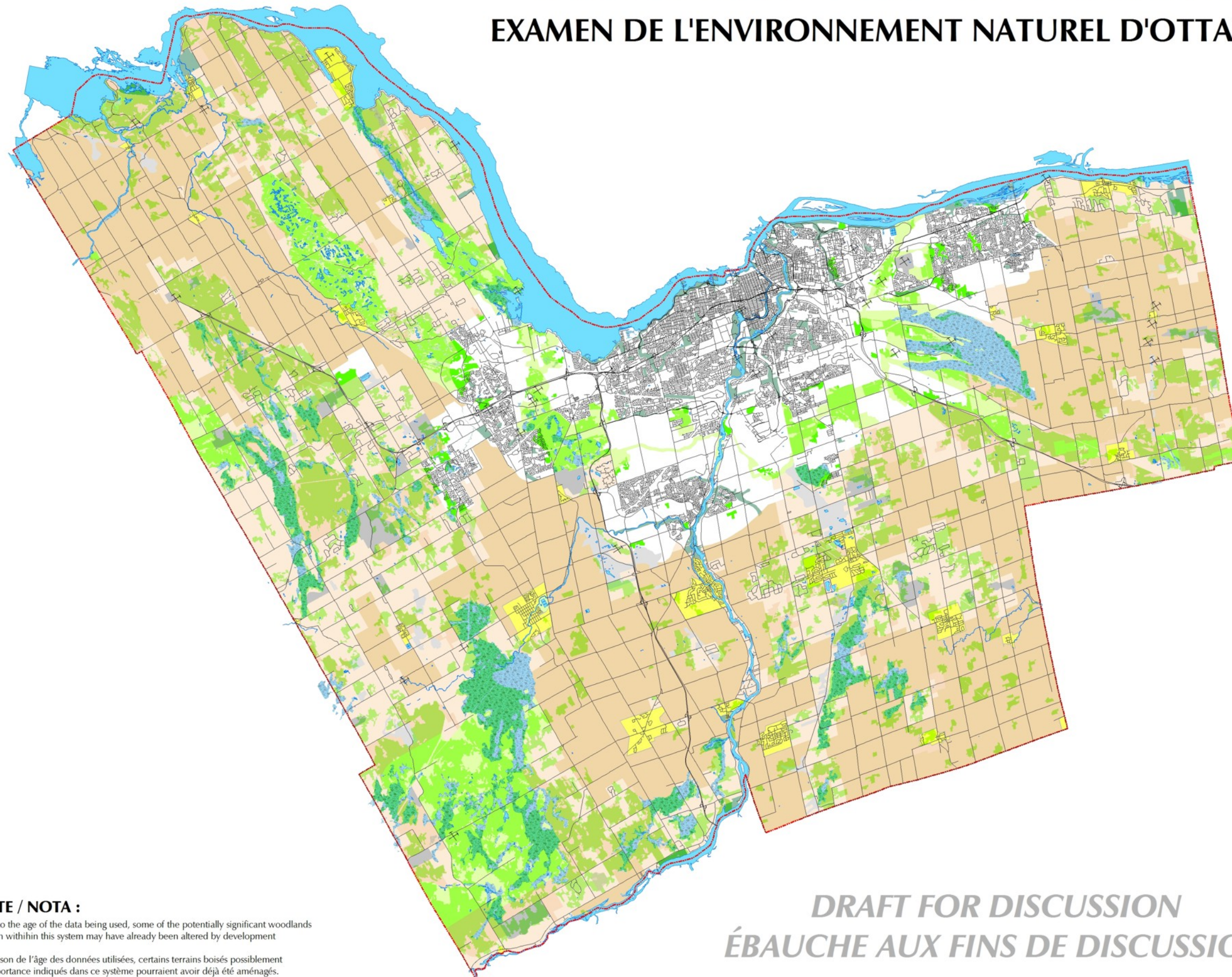
2006 OFFICIAL PLAN (Schedule A) LAND USE DESIGNATIONS PLAN OFFICIEL DE 2006 (Annexe A) DÉSIGNATIONS D'UTILISATION DES TERRAINS

-  Villages
-  Agriculture Resource Area / Zone de ressources agricoles
-  General Rural Area / Zone rurale générale
-  Rural Natural Features / Zone de caractéristiques naturelles rurales
-  Limestone Resource Area / Zone de ressources en calcaire
-  Sand and Gravel Resource Area / Zone de ressources en sable et gravier
-  Natural Environment Area / Zone écologique naturelle
-  Major Open Space / Grands espaces ouverts

2006 OFFICIAL PLAN (Schedule K) ENVIRONMENTAL CONSTRAINTS PLAN OFFICIEL DE 2006 (Annexe K) CONTRAINTES ÉCOLOGIQUES

-  Landform Feature / Caractéristiques topographiques

Scale / Échelle - 1 : 130 000 approx.



**DRAFT FOR DISCUSSION
ÉBAUCHE AUX FINS DE DISCUSSION**

NOTE / NOTA :

Due to the age of the data being used, some of the potentially significant woodlands shown within this system may have already been altered by development

En raison de l'âge des données utilisées, certains terrains boisés possiblement d'importance indiqués dans ce système pourraient avoir déjà été aménagés.



Produced by Planning, Transit and the Environment Department/
Service de l'urbanisme, du transport en commun et de l'environnement
Development Approvals / Approbation des demandes d'aménagement
Mapping and Graphics / Carte et graphiques

August 2007

Public comment through the City Café and online debate showed that many people believe the City is doing a poor job of protecting environmental lands, especially where development is proposed. Comments indicated a perception that the City fails to enforce its own Official Plan policies and undervalues features such as meadows and urban greenspaces. There was general support for expanded requirements for Environmental Impact Statements and a need for a more consistent process and community input. The Rural Discussion Paper on Development Outside Villages questioned whether development should be continued within Rural Natural Features and sought definition of significant features and a review of how environmental impacts are assessed. Other papers in this series discuss rural development and rural servicing issues, including the need to protect groundwater.

The key issues for the natural heritage system are summarized below:

- Although the Official Plan protects most of the city’s significant features, it does not say that these are the features that are significant according to the Provincial Policy Statement. This means that development proposals and planning decisions sometimes need to refer to a double standard, one set by the provincial policy and one set in the Official Plan.
- Although the Official Plan shows most of the city’s significant features as environmental areas on maps within the Plan, some features that could be defined as “significant” fall outside these areas. These areas include some woodlands that extend into Villages, or lie within Agriculture Resource Areas or the General Rural Area. The Plan does not require environmental impact statements for development proposals for these lands or for the lands adjacent to some of the features already shown in the Plan.
- The process for identifying and managing environmental impacts on significant features was widely criticized as ineffective.

6.3.4. Proposed Direction

- To provide made-in-Ottawa definitions of significant woodlands, wetlands, valleylands and wildlife habitat so that it is clear that features designated in the Plan are the significant features protected by the Provincial Policy Statement.
- To require Environmental Impact Statements when development is proposed within or adjacent to significant features, regardless of whether the feature is designated. Although the public consultation raised the view that all significant features should be assessed on-site and shown individually in the Plan, many landowners are reluctant to permit access to their land and the exercise would be expensive and time consuming. The City’s subwatershed studies and studies completed for the development review process are gradually adding to an information base on the natural heritage system. Since most significant features are already shown in the Plan and are protected, general guidance can be provided in the Plan and through the development review

process to indicate what features are significant and what steps need to be taken to determine the need for further study.

- To strengthen the process for completing Environmental Impact Statements and the guidelines that apply. The public consultation has been used to help define the issues and objectives for a revised approach to Environmental Impact Statements, with a draft process targeted for public consultation in the fall, 2008. As an interim measure, the Official Plan policies regarding the need for an Environmental Impact Statement will be made consistent with the Provincial Policy Statement, as needed.

In addition to these directions, the following amendments will be prepared for the fall 2008, following consultation with affected landowners and other stakeholders.

- Identification of provincially-significant wetlands in the Carp Hills and Morris Island, primarily on land that is now Natural Environment Area where no development is permitted. These amendments are required to reflect changes in the 2005 Provincial Policy Statement.
- Boundary adjustments to provincially-significant wetlands and other significant environmental features now shown in the Official Plan, based on improved mapping techniques and new information.

Also, the draft natural heritage system will be re-mapped for the fall 2008 on the basis of new environmental data targeted for completion in the spring 2008. The re-mapping will also test the use of an additional criterion to identify significant forests, to require 2 ha of interior habitat.

6.3.5. Draft Policy Amendment

Amend Section 2.4.2 – Natural Features and Functions

The policies in this Plan address both natural features as well as natural functions. Natural features are defined here as physically tangible elements of the environment, including wetlands, forests, ravines, and rivers and valleylands, and associated wildlife habitat areas along the edge of, or which support significant ecological functions within, the natural feature. ~~The province and municipalities have examined natural features in the past, on the basis of their size, species diversity, and other characteristics, to determine those that are the most significant and warrant protection through public ownership or through regulations concerning their development.~~ All natural features perform an array of natural functions, resulting from natural processes, products or services such as groundwater recharge, provision of wildlife habitat, temperature moderation, natural cleansing and filtration of surface water, and carbon sequestration (carbon sinks). These natural functions occur within a natural system, such as air or water, or as a result of the interactions between natural systems. While the visible natural feature can be identified and protected, the long-term health and viability of the natural functions is more difficult to assess.

This Plan protects the natural features assessed to be the most significant by designating them and setting policies to ensure they are preserved. Policies for these lands, which are both

publicly and privately-owned, are set in Section 3.2. The policies for each designation vary in terms of their provisions for public ownership, whether development is permitted, the level of development that may be permitted, and requirements for studies within or adjacent to the designated area.

The province and municipalities have examined natural features in the past, on the basis of their size, species diversity, and other characteristics, to determine those that are the most significant and warrant protection through public ownership or through regulations concerning their development. In Ottawa, most of these significant woodlands and wildlife habitat are designated as Natural Environment Area and Rural Natural Feature and include wetlands that, while not provincially-significant, maintain the natural function of the area. These features, in addition to provincially-significant wetlands, comprise a Natural Heritage System linked by watercourses and valleylands that extends throughout the urban and rural area and into adjacent municipalities. Where these features are not designated in this Plan, other policies apply to ensure that development does not result in negative impacts on the feature or its functions.

The quality of the environment is also protected through review of development applications. Policies in Section 4.7 on development review use a “design with nature” approach, where the features of a site are incorporated into the design of the proposed development. This approach entails measures such as retention of vegetation, consideration of wildlife habitats, and respect for natural drainage patterns. Other practices accommodate natural features that pose potential risks, such as flood plains and unstable soils.

Delete existing policies 1 and 2, and insert new policies:

1. ~~The City will protect natural features and functions in the urban and rural area by designating in this Plan forests, wetlands and other natural features which perform significant natural functions. The City will:

 - a. ~~Determine how these lands should best be protected or managed to ensure their environmental health;~~
 - b. ~~Protect endangered, threatened, and municipally or provincially rare species and natural communities;~~
 - c. ~~Maintain a full range of natural communities in good condition;~~
 - d. ~~Provide for the needs of a variety of wildlife including seasonal habitats and linkages;~~
 - e. ~~Protect surface and groundwater resources, including recharge and headwater or discharge areas.~~~~
 2. ~~The City will ensure that land is developed in a manner that is environmentally sensitive and incorporates design with nature principles through the requirements of the development review process, including studies of environmental systems and development practices intended to maintain and enhance these systems, and the integrated environmental review.~~
1. The Natural Heritage System in Ottawa comprises the following significant features and the natural functions they perform:

- a) Provincially Significant Wetlands as identified by the Ministry of Natural Resources and designated in the Official Plan;
 - b) Significant habitat for endangered and threatened species, as identified by the Ministry of Natural Resources;
 - c) Significant woodlands defined as contiguous woodland patches that contain mature stands 80 years of age or older and interior forest habitat of at least 2 ha located more than 100 m inside the edge of a forest patch, and that are within 5 m of a surface water feature such as a river, creek, drain, pond or wetland;
 - d) Significant wetlands found in association with significant woodlands;
 - e) Significant valleylands with slopes exceeding 30% with water present for some period of the year, excluding man-made features such as pits and quarries;
 - f) Significant wildlife habitat found on escarpments with slopes exceeding 30% and within significant woodlands and valleylands, or that may be identified through site investigation;
 - g) Life Science Areas of Natural and Scientific Interest;
 - h) Earth Science Areas of Natural and Scientific Interest and other landform features that are unique to Ottawa and are designated on Schedule K.
 - i) Surface water, including fish habitat, and groundwater features;
2. The Natural Heritage System, illustrated on Annex ____, as defined in policy 1 is identified and protected by:
- a) Establishing watershed and subwatershed plans as the basis for land use planning in Ottawa and protecting the quality and quantity of groundwater through policies in Section 2 of this plan;
 - b) Designating significant features on schedules within the Plan and setting policies in Section 3 to ensure they are preserved;
 - c) Ensuring that land is developed in a manner that is environmentally-sensitive through the development review process in keeping with policies in Section 4 regarding such matters as design with nature, erosion protection and protection of surface water, and requirements for Environmental Impact Statements.
3. Most significant features in policy 1 above are designated within this Plan. Where development is proposed within or adjacent to significant features, regardless of their designation in the Plan, development and site alteration will not be permitted unless it has been demonstrated through an Environmental Impact Statement that there will be no negative impact on the feature or its ecological functions. The need for an Environmental Impact Statement will be determined for any development proposed within or adjacent to the Natural Heritage System shown in Annex ____ as part of the development review process.
4. Negative impact with respect to the features defined in policy 1a) to 1 h) in this Section of the Plan, is defined as degradation that threatens the health and integrity of the natural features or ecological functions for which an area is identified due to single, multiple or successive development or site alteration activities.
5. Surface water, including fish habitat, and groundwater features are protected by policies in Section 2.4 and 4.7. The objective of these policies is to protect and improve these features and minimize the potential for negative impacts on the quality and quantity of

water, sensitive surface water features, and sensitive ground water features resulting from single, multiple or successive development or site alteration activities.

4. ~~The City will protect natural features and functions in the urban and rural area by designating in this Plan forests, wetlands and other natural features which perform significant natural functions. The City will:

 - a) ~~Determine how these lands should best be protected or managed to ensure their environmental health;~~
 - b) ~~Protect endangered, threatened, and municipally or provincially rare species and natural communities;~~
 - c) ~~Maintain a full range of natural communities in good condition;~~
 - d) ~~Provide for the needs of a variety of wildlife including seasonal habitats and linkages;~~
 - e) ~~Protect surface and groundwater resources, including recharge and headwater or discharge areas.~~~~

3. ~~The City will ensure that land is developed in a manner that is environmentally sensitive and incorporates design with nature principles through the requirements of the development review process, including studies of environmental systems and development practices intended to maintain and enhance these systems, and the integrated environmental review.~~

Other policy changes as needed to create consistency throughout the Plan with the Provincial Policy Statement are listed below:

Amend Section 2.4.3 Watershed and Subwatershed Plans

Watershed and subwatershed plans investigate the natural features and functions of the watershed, such as the river and stream system, groundwater resources and recharge areas, and woodland and wetland habitats in order to:

- Document the existing condition of the natural environment heritage system within the watershed;
- Identify the significant natural features woodlands, wetlands, wildlife habitat and other significant features and linkages within the watershed that need to be protected, along with surface water features and groundwater features;
- Assess the potential impacts of existing and future land-use activities;
- Recommend measures to mitigate the impacts of existing and proposed land-use activities;
- Identify opportunities to restore and enhance the natural heritage system and promote compatible uses.
- Assess implications of changing climate and potential measures to adapt to these implications over time on a watershed or sub-watershed basis

Amend Policy 3 as follows:

3. As a general guide, a watershed plan will contain the following components:
 - a. Identification and assessment of the natural heritage system ~~ecological features and resources~~ within the watershed, including surface water and ground water features ~~headwater areas~~;

Amend Policy 8 as follows:

8. The general terms of reference for a subwatershed plan will be defined in the appropriate watershed plan and will be reviewed at study initiation. Where no watershed plan exists, the detailed terms of reference will be determined based on subwatershed requirements but will generally address:
 - a. The form and function of the natural heritage systems, including surface water and ground water features;
 - b. Subwatershed objectives and recommendations regarding areas for development and preservation, protection of sensitive surface water and ground water features ~~headwater areas~~, public access, and implementation;
 - c. Guidelines for development, including stormwater management requirements;
 - d. The provision, operation and maintenance of stormwater management facilities;
 - e. Monitoring of all aspects of the plan.

Amend Section 3.2 – Natural Environment

The environmental designations on Schedule A and Schedule B are Significant Wetlands ~~South and East of the Canadian Shield~~, Natural Environment Area, Rural Natural Features, and Urban Natural Features. The designation of Significant Wetland identifies wetlands that have been evaluated against provincial criteria by the Ministry of Natural Resources and that have been assessed as having provincial significance. The other environmental designations include other wetlands, plus woodlands, valleylands and wildlife habitat that are linked to surface water and ground water features and functions to complete the City's natural heritage system, as defined in section 2.4.2. ~~The areas identified by these designations make up a significant part of the natural systems of the city. These areas may also be linked by streams and wooded corridors that may or may not be located in the same designations but which allow for the migration of wildlife and the maintenance of natural functions across a large area.~~ The designated lands have been identified through various federal, provincial, and municipal studies and include combinations of the following features:

- A high level of diversity in terms of features, functions, representation or amount of native vegetation and animal communities;
- ~~A high level of diversity in the mix of forests, wetlands, and other natural features;~~
- Extensive areas of high-quality forests and woodlands;
- Native vegetation that is rare or uncommon within the province or the city;
- Endangered, threatened, vulnerable or other regionally rare species; [Ministerial Modification 9, November 10, 2003]

- Fish habitat and significant wildlife habitat, including areas with seasonal wildlife concentrations;
- Wetlands, springs and other hydrological features or functions, such as seeps and recharge areas

Amend Section 3.2.1, preamble

Significant Wetlands ~~South and East of the Canadian Shield~~

Wetlands are essential components of ecosystems that contribute to the high quality of the environment in Ottawa. Wetlands control and store surface water to assist in flood control, act as sediment traps to improve water quality, and provide habitat for a wide variety of plant and animal species and may serve as recharge areas for groundwater resources. The Ministry of Natural Resources has developed a system that evaluates the biological, social, hydrological and special features of wetlands to determine their relative significance in Ontario and has identified certain areas as Significant Wetlands ~~South and East of the Canadian Shield~~. Other wetlands are not significant at the provincial scale but perform valuable wetland functions that are protected through policies in watershed and subwatershed plans, the requirements of the development review process, and other policies that protect the Natural Heritage System. These wetlands are often found in association with significant woodlands and are included in Natural Environment Areas and Rural Natural Features.

Any change or interference within or adjacent to a Significant Wetland may require a permit from the Conservation Authority, under the *Ontario Regulation 174/06— Development, Interference with Wetlands and Alterations to Shorelines and Watercourses Regulation*.

Amend Section 3.2.1, policy 7

7. An Environmental Impact Statement is required for:
- a) The creation of a single lot by severance within 30 metres of the boundary of a Significant Wetland ~~South and East of the Canadian Shield~~;
 - b) Other development permitted under the policies of this Plan within 120 metres of the boundary of a Significant Wetland ~~South and East of the Canadian Shield~~.
Development and site alteration will not be permitted unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated through the Environmental Impact Statement that there will be no negative impacts on the wetland or its ecological function.

Amend Section 3.2.2 (Preamble)— Natural Environment Areas

The Natural Environment Area designation applies to land having a high environmental value as assessed through federal, provincial, and municipal studies. ~~This designation identifies sensitive areas where development could unduly stress ecological functions and where careful management, restoration and enhancement are required.~~ The lands within this designation constitute significant woodlands, wildlife habitat and wetlands within the City's Natural Heritage System; as such, development within and adjacent to these areas could

unduly stress ecological functions and careful management, restoration and enhancement are required.

Insert new policy 2 – 4 in Section 3.2.2

2. With the exception of the provisions in policies 5 and 6 below, no development or site alteration is permitted within Natural Environment Areas.
3. For the purpose of this section, development is defined as the creation of a new lot, a change of land use, or the construction of buildings and structures requiring approval under the *Planning Act*. Development does not include activities that create or maintain infrastructure within the requirements of the environmental assessment process or works subject to the *Drainage Act*.
4. Where land that is designated Natural Environment Area is in private ownership, the City will acquire the land at the request of the landowner, in keeping with the acquisition policies in Section 5.

Amend policy 7 to reflect the Provincial Policy Statement

7. An Environmental Impact Statement is required for:
 - a) Development permitted by the policies of this Plan on existing lots within the Natural Environment Area designation;
 - b) ~~All new development, including new lot creation, within 30 metres of the boundary of the designated area.~~ Proposed subdivisions within 120 m of the edge of the feature and proposed severances within 30 m of the edge of the feature. Development and site alteration will not be permitted within the feature or on adjacent lands unless it has been demonstrated through the Environmental Impact Statement that it will have no negative impacts on the natural feature or its ecological function.

Amend section 3.2.3 – Urban Natural Features

5. An Environmental Impact Statement is required for any development within 30 metres of the boundary of a designated Urban Natural Feature. The requirements of the Environmental Impact Statement are defined in Section 4.7.8 and may vary, depending on such matters as the scale of the proposed development, the nature of the site, and the availability of comprehensive studies for the area. Development and site alteration will not be permitted unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated through the Environmental Impact Statement that there will be no negative impacts on the natural feature or its ecological function.

Amend Section 3.2.4 – Rural Natural Features

Rural Natural Features are natural areas in the rural area that contain significant woodlands, wetlands, and wildlife habitat that were identified by the Natural Environment Systems Strategy in the 1990s and that form part of the Natural Heritage System illustrated on Annex ~~as significant within the context of the City of Ottawa~~. Any development within or adjacent to these lands must be assessed in terms of its impact on the area's natural features

and functions, particularly impacts arising from the extent of disturbance and the location of buildings.

Policies

1. Rural Natural Features are designated on Schedule A to protect locally-significant natural areas and the city's tree cover.
2. The provisions of Section 3.7.2 for the General Rural Area also apply to Rural Natural Features. In addition any development:
 - a) Involving the creation of more than one lot;
 - b) Requiring a variance or requiring a zoning by-law amendment or a variance to change a use or expand a use; or
 - c) Requiring site plan approval;

must be supported by an Environmental Impact Statement, as described in Section 4.7.8, which demonstrates that development can occur with no adverse impact on the significant ecological features and functions in the natural feature. Development and site alteration will not be permitted within or adjacent to the feature unless it has been demonstrated through the Environmental Impact Statement that it will have no negative impacts on the natural feature or its ecological function. Land adjacent to proposed subdivisions are lands within 120 m of the edge of the feature and lands adjacent to proposed severances are lands within 30 m of the edge of the feature.

Amend Section 3.7.2 – General Rural Area

Insert a new policy 9 as follows:

9. An Environmental Impact Statement will be required for development proposals for subdivisions and severances within or adjacent to the boundary of significant woodlands, wetlands, wildlife habitat and other significant features that are defined in Section 2 and that form the Natural Heritage System illustrated on Annex _____. These features are located within Rural Natural Features, Agriculture Resource Areas and Natural Environment Areas, as well as the General Rural Area. Lands adjacent to proposed subdivisions are lands within 120 m of the edge of the feature and lands adjacent to proposed severances are lands within 30 m of the edge of the feature. Development and site alteration will not be permitted unless it has been demonstrated through the Environmental Impact Statement that there will be no negative impacts on the natural feature or its ecological function.

Amend Section 4.7.3 – Erosion Prevention and Protection of Surface Water

Protecting stream corridors and the surface water environment serves the dual purpose of preserving and enhancing the environmental quality of stream and river corridors and their aquatic habitat, as well as reducing risks from natural hazards associated with watercourses. Ensuring that development is set back an appropriate distance from watercourses helps serve these purposes by ensuring a healthy, natural riparian zone and providing a margin of safety from hazards associated with flooding and unstable slopes.

Council has adopted Slope Stability Guidelines for Development Applications in the City of Ottawa, 2004, to guide slope stability assessments and requirements for setbacks. Slope stability assessments identify the geotechnical limit of the hazard lands, which includes the stable slope allowance plus, where appropriate, an allowance for future erosion and in some cases, an additional allowance to permit access in the event of future slope failure. [OMB decision #1754, May 10, 2006]

In addition to the provisions for setbacks described in this section, development proposals adjacent to municipal drains must maintain clear access to the unregistered working space adjacent to the drain. This working space is defined in the Engineer's Report adopted by Council under the Drainage Act to create and maintain each drain in the City. Many drains also provide fish habitat.

Under the *Ontario Regulation 174/06— Development, Interference with Wetlands and Alterations to Shorelines and Watercourses Regulation*, the approval of the Conservation Authority is required for works such as site grading, the placement of fill, the alteration of existing channels of watercourses, and certain construction projects. The Conservation Authority should be consulted for any project near a lake, river, stream or wetland regarding the need for a permit.

Insert a new policy 10:

10. Escarpments within Ottawa with slopes exceeding 30% are significant features of the natural heritage system defined in Section 2 and illustrated on Annex 1. These escarpments have potential to provide significant wildlife habitat such as over-wintering sites (hibernacula) for bats and various snakes, and may also support rare vegetation communities. Where development is proposed adjacent to such escarpments, an Environmental Impact Statement may be required to identify the presence of significant habitat and the impact of the proposed development.

Add to glossary

Negative impact

The term as used in this Plan with respect to significant wetlands, woodlands, wildlife habitat and other components of the natural heritage system is defined as in the Provincial Policy Statement, as “degradation that threatens the health and integrity of the natural features or ecological functions for which an area is identified due to single, multiple, or successive development or site alteration activities.”

6.4. COMPENSATION POLICY FOR WETLANDS AND OTHER NATURAL LANDS

6.4.1. Requirement

As part of the resolution of wetland issues in the rural community, Council asked staff in July 2006 to prepare a policy on compensation as one of a suite of measures available to the City or its partners to conserve environmental lands. Compensation embraces a range of practices, from stewardship incentives that leave the title to the land with the private owner, through to acquisition of environmental land at market value. Little development is permitted on provincially significant wetlands, and some owners of these lands want to be compensated for lost development potential and property value, especially where land is newly-identified as a wetland. Other owners of wetlands, woodlands, and other natural features want to be compensated for the environmental benefit that results from maintaining their land in a natural condition.

6.4.2. Current Policy

Planning decisions throughout Ontario must be consistent with the Provincial Policy Statement. The Provincial policy does not permit development within provincially-significant wetlands and it permits development on other wetlands, woodlands, valleylands, and other features only if it has no negative effect on the feature or its functions. The Ministry of Natural Resources has the authority to identify wetlands as provincially-significant and to request that the City show these lands—or “designate” them—in the Official Plan.

Other natural features such as the South March Highlands and Marlborough Forest have been protected in municipal plans in Ottawa for many years. Previous municipal Councils have decided that some lands are too sensitive to permit any development, and these are shown in the Official Plan as Natural Environment Area. The City buys these lands on a “willing buyer/willing seller” basis. This approach reflects previous decisions of the Ontario Municipal Board, which has ruled that the municipality must buy environmental lands if no development is permitted. The landmark decision in this regard was made before the Province introduced restrictive wetland policies in the 1990s and there have been no examples since where the Ontario Municipal Board has ordered municipalities to permit development or else acquire a provincially-significant wetland. However, these decisions have led to the City paying market value for woodlands in the urban area, regardless of zoning for conservation purposes.

There is no legal requirement for municipalities to compensate landowners for changes in zoning or planning policy that increase or decrease development potential and property values. However, a landowner can appeal a municipality’s planning decision to the Ontario Municipal Board and seek to have it reversed or modified. Such appeals are considered on a case-by-case basis, with both parties needing to demonstrate that their position is consistent with the Provincial policy.

6.4.3. Discussion

During the consultation with urban and rural communities in 2007, there was widespread support for a suite of broadly-defined compensation measures. Acquisition or compensation for potentially-lost property value in principle was generally supported, but there was no agreement about how to structure such a program. Acquisition was not attractive to owners who had strong ties to the land—perhaps forged through generations of ownership—or who viewed public ownership as an intrusion that brought public access too close to home. As a result, many called for a suite of initiatives that could respond to different owners’ needs and said that these policies should be clear and voluntary on the part of landowners.

The following themes emerged from the public consultation:

- **Affordability** – While many favoured some form of compensation as an investment in quality of life or fair treatment of landowners, the public did not believe Council would support any major expenditure over the long term. This reflected in part perceptions of Council positions, and in part recognition of municipal budget constraints.
- **Divergence of views** – Opinions were very divided, with two extremes adopting different value positions related to perceived property rights and the need to protect the public interest.
- **Eligibility** – Most people who favoured some form of compensation sought restrictions to eligibility rather than universal access to such a program, especially with reference to acquisition or other compensation for potentially-lost property value. The most common restrictions were:
 - No compensation for provincially-significant wetlands that were designated in the Plan when the owner acquired them;
 - No “windfall profits”, especially for land developers and speculators.

Other eligibility criteria were proposed by smaller numbers of people. These include:

- Compensate for lands identified as provincially-significant wetland after the current owner purchased the land.
- Compensate for provincially-significant wetlands that are created by poor drains maintenance, highway construction, and beaver activity, and not created by other more natural causes.
- Compensate only where the owner actually incurs an economic loss, say where a farmer foregoes cropping land adjacent to a wetland.
- Compensate for lost development potential and value at the time the provincially-significant wetland is designated in the Official Plan.

6.4.4. Proposed Direction

The City's next steps on compensation need to consider the following:

- Stewardship initiatives are needed in addition to any other form of compensation to meet the range of landowner needs.
- Any policies should be clearly worded and readily administered—an objective that rules out most of the eligibility criteria proposed during the consultation. For example, the cause of a wetland is difficult to determine and regardless, it is not a consideration in determining a wetland's provincial significance. Lands that were not shown as “wetlands” in official plans of the day when they were purchased by the current owner may have been subject to other environmental constraints in effect at the time.
- Programs that build on existing initiatives and budgets are more affordable than new programs, especially programs requiring one-on-one discussions with affected landowners.

The major decision is whether the City should compensate landowners for the loss of development potential and value that may occur when their lands are identified as provincially-significant wetland. On the whole, staff do not support this direction because there is no legal requirement or custom in Ontario or Canada to compensate owners for changes in property values arising from planning decisions. While some may argue the Province should pay this cost, there is no government move in this direction elsewhere in Ontario, including large areas in southern Ontario where planning regulations no longer permit residential development in the rural area. City Council has asked the Province in the past to assist in creation of new financial incentives and other forms of compensation, without success.

Cost is also an issue, but it is difficult to estimate for many reasons:

- The extent of provincially-significant wetland in Ottawa is not known because large areas of wetland within Ottawa have not been evaluated and likely include significant areas.
- Administration costs would vary depending on the program's features. Different options could entail market value appraisal, a more complex estimation of potential lost market values, and preparation of covenants on property titles. One option, the “willing buyer/willing seller” approach now available to owners of certain natural environment lands, also provides access to the *Expropriations Act*. The City would carry all legal and property appraisal costs, and other administration costs would be high, to support detailed discussions over time with individual owners about the value of their property and opportunities for appeal.
- The cost of administering the program could become greater than the value of the potential compensation provided to certain landowners. This would be especially the case where:
 - the wetland covers a small portion of the property and there would be little or no potential loss of market value;
 - the property has little development potential, regardless of the wetland designation, because of its size, location or other characteristics.

- If the City proposed to acquire provincially-significant wetlands, it would assume the annual cost of maintaining these properties and controlling public access.

If Council compensates for loss of development potential on provincially-significant wetlands, it would also need to consider compensation for such losses on other natural lands. Development is permitted in Rural Natural Features, provided an Environmental Impact Statement demonstrates it has no adverse impact on the feature. The general approach has been to accommodate some lot creation, although this may not always be the case.

The City is already a partner in programs that compensate landowners for stewarding wetlands and woodlands. However, relatively few landowners participate in these programs and further work would be needed to identify program enhancements that make participation more attractive.

Managed Forest Tax Incentive Program and Conservation Land Tax Incentive Program

The Managed Forest Tax Incentive Program (MFTIP) offers a property tax reduction to eligible landowners who agree to prepare a plan to manage their forest and undertake other commitments. About 165 properties in Ottawa receive a tax reduction through this program. The total tax that would be collected on these properties if they were in the Residential Class would be \$42,800 but with the reduction through the MFTIP, the actual payment is about \$10,700, and therefore the program costs the City \$32,100 in foregone taxes. The Ministry of Natural Resources operates the program with the assistance of the Ontario Woodlot Association and the Ontario Forestry Association.

The Ministry of Natural Resources also manages the Conservation Land Tax Incentive Program, which provides a property tax exemption on lands evaluated as provincially-significant wetlands and certain other lands. Only one-third of the 760 privately-owned, eligible properties in Ottawa are now participating in this program, about the same percentage as across Ontario. The program is not attractive to landowners who want to keep options open for agriculture use or tree cutting rather than commit to the “leave alone” approach that the program requires. As with the Managed Forest Tax Incentive Program, some landowners may also be reluctant to provide property information to the government and be distrustful of how the program operates. The cost to the City in terms of foregone taxes is not available.

Promotion of the programs in partnership with their sponsors could help inform landowners’ decisions and increase uptake. However, such tax reduction programs are less attractive to farmers compared with non-farmers, because the farm tax rate is already reduced, depending on the quality of land, and thus tax reduction programs provide less reward.

The Rural Clean Water Program

The City now provides \$184,000 annually through the Rural Clean Water program for water-protection projects, many of which complement the Canada-Ontario Environmental Farm Plan program. Eligible projects for funding through the program include preservation of

buffer strips alongside wetlands and watercourses. However, the program receives very few requests for such grants, perhaps because of the low level of funding available. The maximum grant provides \$150 per acre for a maximum of 10 acres for up to three years, a level that has not changed since the program started in 2000. The need to renew the City's funding for the Rural Clean Water Program in 2009 creates an opportunity for the City, the Conservation Authorities and the rural groups that administer the program to consider new projects, priorities and funding levels that would compensate rural landowners for stewardship activities.

The policy framework for the Canada-Ontario Environmental Farm Plan Program and other federal-provincial farm programs is currently under review. Farm organizations and other groups in the past have supported Alternate Land Use Services (ALUS), wherein farmers and rural landowners receive income for the value of the ecological goods and services their land provides. The City can monitor the direction of this discussion for its implications for the Rural Clean Water Program or other stewardship activities.

Public education and awareness

A minor theme in the consultation in 2007 was the need for more public awareness of the value of wetlands, woodlands and other natural features, especially to support public funding for stewardship initiatives and landowner participation in programs. Council has asked staff to prepare an education and awareness program on the value of wetlands and the need to maintain drains, and such a program will be initiated in 2008.

6.4.5. Draft Policy Amendment

An Official Plan Amendment is not required to implement the recommended policy directions.

6.5. CONTAMINATED SITES

6.5.1. Requirement

The proposed changes have been developed to accommodate the Brownfields Redevelopment Strategy. The reason for changing Section 4.8.4 Contaminated Sites is to better reflect Province of Ontario Ministry of Environment Standards and to provide clearer guidance when reviewing development applications for both the City and property owners. Overall, the recommendations are based on the analysis of brownfields-related legislation and regulations, the Ministry of Environment “Guideline for Use at Contaminated Sites”, and the “Regional Planning Commissioners of Ontario Standard Municipal Model”.

6.5.2. Current Policies

The Official Plan contains a policy section on Solid Waste Disposal Sites (3.8) and a policy on Former Landfill Sites (4.8.5). Section 3.8 provides policies for active or current solid waste disposal sites while Section 4.8.5 Former Landfill Sites provides policies for closed solid waste disposal sites. The use of the terminology “waste disposal site” in one section and “landfill” in another section of the Official Plan is confusing and the wording should be standardized to match the new contaminated site policies. Other complications arise from having two separate policy sections in Sections 3.8 and 4.8.5 of the Official Plan. This amendment will move policies from 4.8.5 Former Landfill Sites into Section 3.8 Solid Waste Disposal Sites to standardize terms and clarify development practices and policies near waste disposal sites as well as ensure compliance with Ministry regulations.

6.5.3. Discussion

In December 2004, the City was awarded \$100,000 by the Federation of Canadian Municipalities' Green Municipal Enabling Funds to support the development of a comprehensive Brownfields Redevelopment Strategy. The project was launched in June of 2005 and will be completed in 2006. This project has involved an extensive consultation process involving stakeholders and the larger community.

The proposed amendment to Section 4.8.4 Contaminated Sites of the Official Plan will apply to both rural and urban areas. The proposed policies will provide environmental due diligence to minimize the liability, for both the City and private landowners, in approving development applications that involve the remediation of contaminated sites. This typically involves requiring Phase I and II, Environmental Site Assessments and/or a Record of Site Condition in compliance with Ontario Ministry of Environment guidelines. The amendment will also clarify Official Plan policies as they relate to the City's current development practices that involve contaminated sites and remediation.

The changes provide the City with an improved level of environmental due diligence by updating the existing contaminated sites policies.

6.5.4. Proposed Direction

6.5.5. Draft Policy Amendment

Amend Section 3.8

Add the words “Operating and non-operating” to the beginning of the first sentence of the first paragraph and place the word “dumps” in the same sentence between the words “landfills, incinerators”.

Add the following paragraph to the preamble in Section 3.8

“Human health and safety may be affected within the area of influence of an operating or non-operating solid waste disposal site. The most significant contaminant discharges and visual problems occur normally within 500 metres of the perimeter of the fill area. The actual area of influence will vary for every waste disposal site.”

Add to the beginning of Section 3.8, Policy 1

The word “Operating”

Delete from Section 3.8, Policy 2 b)

the words “and Energy”

In Section 3.8, Policy 4

Delete the words “existing designated” and replace with the words “operating solid waste disposal”.

Amend Section 3.8, Policy 5

Make the following changes in terminology and to references: (a) in the first sentence delete the word “active” and replace with “operating solid”; (b) in the first sentence delete the words “landfill” and in both cases replace with the term “solid waste disposal site”; (c) in second sentence delete the phrase “active landfill site” and replace with the phrase “operating or non-operating solid waste disposal site”, (d) in the second sentence delete the last phrase which states: “development proposals within 500 metres of a former landfill site must comply with policy 4.8.5”.

Amend Section 3.8, Policy 6

delete the word “landfill” in the last sentence and replace with the term “solid waste disposal site”. In Policy 3.8.7 delete the words “landfill generated gases” in the second sentence and replace with term “gases generated by the solid waste disposal site”.

Delete “Section 4.8.5” and add the policies below, following Policy 7 in “Section 3.8”:

8. No land use may take place within 30 metres of the perimeter of a fill area of an operating waste disposal site.
9. The City will require development applications under the *Planning Act* within 500 metres or other applicable influence area of a non-operating waste disposal site to be supported by a study that evaluates the presence and impact of any adverse effects or risks to human health and safety, and specifies necessary remedial measures that must be taken to permit development. The study will address the following: contamination by leachate, surface runoff, ground settlement, visual impact, soil contamination and hazardous waste, and landfill-generated gases. Particular attention shall be given to the production and migration of methane gas.
10. Development or infrastructure not subject to the *Environmental Assessment Act* will not be permitted within 30 metres of the perimeter of a fill area of a non-operating waste disposal site where technical controls for leachate, or leachate and gas are required surrounding the fill area. This distance may be reduced to 20 metres in cases where only gas controls are necessary.
11. No reuse of a non-operating waste disposal site may be approved within 25 years of closure, unless the reuse has been approved by the Minister of the Environment under the *Environmental Protection Act*.

Delete Section 4.8.4 Contaminated Sites and replace with the following:

4.8.4 Contaminated Sites

Potentially contaminated sites are sites where the environmental condition of the property (soil and/or groundwater) may have potential for adverse effects on human health, ecological health or the natural environment. In order to prevent these adverse effects, it is important prior to permitting development on these sites, to identify these sites and ensure that they are suitable or have been made suitable for the proposed use in accordance with provincial legislation and regulations.

While the identification of potentially contaminated sites is important in the planning application review process, the policies in this section should not be interpreted as a commitment on the part of the City of Ottawa to identify all contaminated sites or properties. Rather, the objective of the City of Ottawa is to responsibly utilize available information in the development application review process in order to help ensure that development takes place only on sites where the environmental conditions are suitable for the proposed use of the site.

Policies

1. The City will require applicants to document previous uses of a property or properties that are subject of a development application and/or properties that may

be adversely impacting the property that is subject of a development application in order to assist in the determination of the potential for site contamination.

2. The City will require an affidavit from a qualified person as defined by provincial legislation and regulations, confirming that a Phase 1 Environmental Site Assessment (ESA) has been completed in accordance with Ontario Regulation 153/04, as amended from time to time, as follows:
 - a) For all applications for proposed plans of subdivision;
 - b) For all other development applications under the *Planning Act* where a property or properties have been identified through the City's development review process as potentially contaminated due to previous or existing uses on or adjacent to the property.

A phase I ESA documents the previous uses of the property and provides an assessment of the actual or potential soil or groundwater contamination on the site.

3. Where a Phase 1 ESA indicates that the property or properties that are subject of a development application under the *Planning Act* may be contaminated, the City will require the application to be supported by an affidavit from a qualified person as defined by provincial legislation and regulations, confirming that a Phase 2 ESA has been completed in accordance with Ontario Regulation 153/04, as amended from time to time. A Phase 2 ESA provides a sampling and analysis of the property to confirm and delineate the presence of soil or groundwater contamination at the site or confirm the absence of contamination at the site.
4. For a property or properties that have been identified through the City's development review process as potentially contaminated due to previous or existing uses on or adjacent to the property and where the City determines that there is a proposed change in land use to a more sensitive use, the City will:
 - a. Require as a condition of development approval, verification to the satisfaction of the City from a qualified person as defined by provincial legislation and regulations, that the property or properties in question are suitable or have been made suitable for the proposed use in accordance with provincial legislation and regulations, including where required by the City, or provincial legislation and/or regulations:
 - i) filing by the property owner of a Record of Site Condition (RSC) signed by a qualified person in the Environmental Site Registry;
 - ii) submission to the City of a Declaration signed by the qualified person acknowledging that the City may rely on the statements in the RSC; and,
 - iii) submission by the property owner to the City of proof that the Ministry of Environment (MOE) has acknowledged receipt of the RSC;
 - b. Establish conditions of development approval to ensure receipt of satisfactory verification of suitable environmental condition as per Policy 4 a.;
 - c. Where applicable, utilize the holding provisions of the *Planning Act* to ensure receipt of satisfactory verification of suitable environmental condition as per Policy 4 a.

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5. Where an RSC has been made a condition of planning approval, a building permit may be issued in regard to a property or properties on a phased basis to allow for site assessment and remediation/risk management.
 6. Where the City is deeded land for public highways, road widening, parks, stormwater management, easements, or for any other purpose, the City may require, as a condition of transfer, verification to the satisfaction of the City from a qualified person as defined by provincial legislation and regulations, that the property or properties in question are suitable or have been made suitable for the proposed use in accordance with provincial legislation and regulations, including where required by the City or provincial legislation and/or regulations, filing by the property owner of a Record of Site Condition (RSC) signed by a qualified person in the Environmental Site Registry, and submission by the owner to the City of proof that the MOE has acknowledged receipt of the RSC.
 7. For instances where contamination from a property or properties extends onto a City right-of way and filing of a RSC in the Environmental Site Registry is not possible, the City may issue a building permit in regard to this property or properties on a phased basis contingent on the execution and implementation of an Off-Site Management Agreement or Remedial Action Plan that remediates/manages contamination in the right-of-way to the satisfaction of the City.
 8. Where a gasoline station site is being redeveloped and there is no change in use to a more sensitive use, the City will require that a letter of continued use from the Technical Standards and Safety Authority be provided. For instances where contamination extends onto a City right-of way, the City will require that an Off-Site Management Agreement and Remedial Action Plan be implemented to the satisfaction of the City prior to issuance of the building permit.
 9. The City will not consider an RSC as acknowledged by the MOE until either:
 - a. It has been confirmed that the RSC will not be audited by the MOE; or,
 - b. It has been confirmed that the RSC has passed the MOE audit.

7. PROVINCIAL POLICY STATEMENT AND PROVINCIAL INTERESTS

7.1.1. Requirement

Section 4.5 of the Provincial Policy Statement, issued under the *Planning Act*, states that “Municipal official plans shall identify provincial interests ...”

7.1.2. Current Policy

Section 1.1 of the Official Plan explains the role of the plan and makes reference to matters of provincial interest defined by the Provincial Policy Statement. But, it does not actually list the provincial interests.

7.1.3. Discussion

No discussion is required.

7.1.4. Proposed Direction

It is proposed that the list of provincial interests be inserted into Section 1.1 of the official plan directly after the reference to them.

7.1.5. Draft Policy Amendment

Amend section 1.1 in the fourth paragraph by adding the following:

“.....It is a legal document that addresses matters of provincial interest defined by the Provincial Policy Statement under the Ontario Planning Act.”

The City of Ottawa and the Committee of Adjustment, in carrying out their responsibilities under the Ontario Planning Act, shall have regard to, among other matters, matters of provincial interest such as,

- (a) the protection of ecological systems, including natural areas, features and functions;
- (b) the protection of the agricultural resources of the Province;
- (c) the conservation and management of natural resources and the mineral resource base;
- (d) the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- (e) the supply, efficient use and conservation of energy and water;
- (f) the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- (g) the minimization of waste;
- (h) the orderly development of safe and healthy communities;
- (h.1) the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;
- (i) the adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- (j) the adequate provision of a full range of housing;
- (k) the adequate provision of employment opportunities;

- (l) the protection of the financial and economic well-being of the Province and its municipalities;
- (m) the co-ordination of planning activities of public bodies;
- (n) the resolution of planning conflicts involving public and private interests;
- (o) the protection of public health and safety;
- (p) the appropriate location of growth and development;
- (q) the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians.

“But beyond this legal purpose, the Plan serves as a basis for, or provides guidance on, a wide range of municipal activities.....”