

**Report to  
Rapport au:**

**Planning Committee  
Comité de l'urbanisme  
11 July 2017 / 11 juillet 2017**

**and Council / et au Conseil  
August 23, 2017 / 23 août 2017**

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**Submitted by  
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**Ward: CUMBERLAND (19)**

**File Number: ACS2017-PIE-EDP-0023**

**SUBJECT: Mer Bleue Urban Expansion Area Study: Community Design Plan  
and Official Plan Amendment including a Secondary Plan**

**OBJET: Étude de la zone d'expansion urbaine de Mer Bleue : Plan de  
conception communautaire et Modification au plan officiel incluant  
un Plan secondaire**

## REPORT RECOMMENDATIONS

That the Planning Committee recommend Council:

1. **Approve the Mer Bleue Urban Expansion Area Community Design Plan attached as Document 2, which has been submitted under separate cover;**
2. **Approve Official Plan Amendment No. 192 of the City of Ottawa Official Plan, including the Mer Bleue Urban Expansion Area Secondary Plan attached as Document 3; and**
3. **Confirm that the General Manager, Planning, Infrastructure and Economic Development, be delegated authority to give final approval of the Master Servicing Study, Environmental Management Plan and Financial Implementation Plan as set out in the Mer Bleue Urban Expansion Area Secondary Plan (Document 3).**

## RECOMMANDATIONS DU RAPPORT

Que le Comité de l'urbanisme recommande ce qui suit au Conseil :

1. **Approuver le Plan de conception communautaire de la zone d'expansion urbaine de Mer Bleue (document 2), soumis dans un document distinct;**
2. **Approuver la Modification n° 192 au Plan officiel de la Ville d'Ottawa, y compris le Plan de conception communautaire de la zone d'expansion urbaine de Mer Bleue joint dans le document 3;**
3. **Confirmer la délégation de pouvoir accordée au directeur général de Planification, Infrastructure et Développement économique pour lui permettre d'approuver définitivement le Plan directeur de viabilisation, le Plan de gestion environnementale et le Plan de mise en œuvre financière, décrits dans le plan secondaire de la zone d'expansion urbaine de Mer Bleue (document 3).**

## EXECUTIVE SUMMARY

### Assumption and Analysis

As a result of the City's comprehensive review of the Official Plan (OP) in 2003, Council adopted Official Plan Amendment (OPA) 76 in June 2009. The lands subject to this report were brought into an Urban Expansion Study Area designation through this amendment, as modified by the Ontario Municipal Board (OMB) decisions dated July 9,

2012 and November 15, 2013 (OMB File No. PL100206). Urban Expansion Study Areas (UESA) were identified as the lands required to accommodate the projected population to the projection year 2031. These lands are intended to be developed primarily for residential purposes, with minor, non-residential uses to meet the needs of the future residents. The Mer Bleue Urban Expansion Area (Urban Expansion Area) was one of 11 areas identified as an Urban Expansion Study Area (see Location Map – Document 1).

Consistent with Section 3.11 of the OP, a Community Design Plan (CDP) has been prepared (see Document 2). A CDP provides the background and detail to support Secondary Plan policy (see Document 3), thereby assisting in the interpretation and implementation for public and private development in the Mer Bleue Urban Expansion Area.

The Mer Bleue Urban Expansion Area CDP outlines how the area will develop into an urban community of approximately 3,200-3,600 dwelling units, ranging from single detached dwellings to multi-unit residential buildings. The anticipated population is 9,100-10,000 residents. In addition to the location of the residential areas, the location of proposed schools, parks, commercial sites and the natural heritage system have been identified. The CDP has been developed to reflect determinations made through various technical studies including a master transportation study which has been completed and accepted, a master servicing study that has confirmed the overall servicing strategy and direction with details being finalized and that will be subject to final review and approval as per policy directions in the CDP and secondary plan and an environmental management plan (EMP) that is also being finalized. The CDP being recommended for approval identifies the public street network, municipal water, storm water management and sanitary sewer infrastructure and includes a concept demonstration plan and design guidelines that provide direction to the overall identity and structure of the community and an implementation plan describing the mechanisms that will guide its administration.

Amendments and a Secondary Plan to the Official Plan are required to provide land use designations within the Urban Expansion Area and to provide the core planning framework and policies that are required to implement the area's vision through future development. The Official Plan Amendment and proposed Secondary Plan are attached to this report as Document 3.

This report seeks approval of the Mer Bleue Urban Expansion Area CDP, and Secondary Plan to implement the findings of the CDP study and provide direction for

future development to be approved through future planning applications to implement directions for the road, cycling and pedestrian circulation infrastructure to be developed, the servicing infrastructure to be provided for water and wastewater and for the protection of environmental lands. Staff are also recommending that the General Manager, Planning, Infrastructure and Economic Development be confirmed as having delegated authority to give final approval to the EMP, SS and Financial Implementation Plan as set out in the Secondary Plan.

### **Public Consultation/Input**

Consultation was a key component in the preparation of the CDP, Secondary Plan and the integrated Class EA process for roads and services. Consultation was undertaken throughout the project using a variety of methods including:

- Workshops and meetings at key points in the study process with the general public.
- Electronic information distribution through e-mails to persons requesting updated project information and the City project website.
- Regular meetings with technical teams that included approval agencies.
- Meetings with the Public Advisory Committee and with the Councillor for Ward 19.

## **RÉSUMÉ**

### **Hypothèse et analyse**

À la suite de l'examen détaillé du Plan officiel (PO) qu'a effectué la Ville en 2003, le Conseil a adopté la modification 76 au Plan officiel (MPO) en juin 2009. Les terrains faisant l'objet du présent rapport se sont vus attribuer une désignation de zone d'expansion urbaine à l'étude par le biais de cette modification exigée par les décisions de la Commission des affaires municipales de l'Ontario (CAMO) datées du 9 juillet 2012 et du 15 novembre 2013 (dossier n° PL100206 de la CAMO). Les zones d'expansion urbaine à l'étude sont des terrains jugés nécessaires à la croissance de la population prévue d'ici 2031. Ces terrains serviront principalement à des fins résidentielles, bien que des utilisations non résidentielles mineures visant à répondre aux besoins des futurs résidents y seront permises. La zone d'expansion urbaine de Mer Bleue a été l'une des 11 zones désignées zone d'expansion urbaine à l'étude (voir le plan de localisation - document 1).

Comme le stipule la section 3.11 du PO, un Plan de conception communautaire (PCC) a été élaboré (voir le document 3). Un PCC fournit le contexte et les détails relatifs à la

politique du plan secondaire (voir le document 2) et aide par conséquent à l'interprétation et à la mise en œuvre des aménagements publics et privés réalisés dans la zone d'expansion urbaine de Mer Bleue.

Le PCC de la zone d'expansion urbaine de Mer Bleue décrit comment le secteur sera aménagé en une collectivité urbaine d'environ 3 200 à 3 600 unités d'habitation, allant d'habitations isolées à des immeubles à logements multiples. La population prévue dans ce secteur atteindrait 9 100 à 10 000 résidents. Outre l'emplacement des secteurs résidentiels, l'emplacement des écoles, des parcs, des sites commerciaux proposés et du système du patrimoine naturel a été identifié. Le PCC a été élaboré afin de refléter les conclusions tirées de diverses études techniques, y compris un Plan directeur des transports terminé et accepté, un Plan directeur de viabilisation qui a confirmé la stratégie et l'orientation globales en matière de viabilisation, dont les détails sont en cours de finalisation et qui sera soumis aux fins d'examen et d'approbation selon les orientations stratégiques indiquées dans le PCC et dans le plan secondaire ainsi qu'un Plan de gestion environnementale qui est également en cours de finalisation. Le PCC dont l'approbation est recommandée désigne également le réseau de voies publiques, les infrastructures municipales de distribution d'eau, de gestion des eaux pluviales et d'évacuation des eaux usées. Il contient un plan de visualisation conceptuel et des lignes directrices de conception qui permettent d'orienter l'identité générale et la structure de la collectivité, ainsi qu'un plan de mise en œuvre décrivant les mécanismes qui guideront son administration.

Des modifications au Plan officiel et un plan secondaire sont nécessaires afin d'élaborer les désignations d'utilisation du sol dans la zone d'expansion urbaine et de fournir le cadre de planification principal et les politiques requis pour respecter la vision d'avenir pour le secteur en ce qui concerne les aménagements futurs. La modification au Plan officiel et le plan secondaire proposé sont joints au présent rapport, en tant que document 3.

Le présent rapport vise à obtenir l'approbation du PCC de la zone d'expansion urbaine de Mer Bleue et du plan secondaire afin de mettre en œuvre les conclusions de l'étude sur le PCC et de fournir une orientation quant à l'aménagement futur devant être approuvé par le biais de demandes d'aménagement futures visant à mettre en œuvre des orientations pour les infrastructures routières, cyclables et piétonnières devant être aménagées, l'infrastructure de viabilisation à prévoir pour l'eau et les eaux usées et pour la protection des terres environnementales. Le personnel recommande également que l'on délègue au directeur général, Planification, Infrastructure et Développement économique le pouvoir de donner l'approbation finale au Plan de gestion

environnementale, au SS et au Plan de mise en œuvre financière figurant dans le plan secondaire.

### **Consultation publique et commentaires**

La consultation était essentielle dans le cadre de la préparation du PCC, du plan secondaire et du processus intégré d'ÉE de portée générale pour les chemins et les services. On a fait appel à différentes méthodes de consultation tout au long du projet, notamment :

- des ateliers et des réunions publiques organisés lors d'étapes clés du processus d'étude;
- la distribution électronique d'information, par le biais de courriels aux personnes demandant des renseignements actualisés sur le projet, et de la page Web de la Ville consacrée au projet;
- des réunions régulières avec les équipes techniques, auxquelles ont participé les organismes d'approbation;
- des réunions avec le Comité consultatif public et le conseiller du quartier 19.

### **BACKGROUND**

#### An OPA 76 Urban Expansion Study Area

As a result of the City's comprehensive review of the 2003 Official Plan (OP), Council adopted OPA 76 in June 2009. The purpose of the update was to meet the legislative requirements under Section 26(1) of the *Planning Act* to conduct a five-year review of the OP and to address the 2005 Provincial Policy Statement (PPS). This included making provision for sufficient land to be made available to accommodate the projected land use needs for a time horizon of up to 20 years. The amendment, with modifications, was subsequently approved by the Ministry of Municipal Affairs and Housing in 2009. However, OPA 76 was subsequently appealed on various matters including the consideration of additional lands to be added to the existing urban boundary. The resulting decisions of the OMB on the matter, issued July 9, 2012 and November 15, 2013 (OMB File No. PL100206), modified OPA 76 to designate a number of Urban Expansion Study Areas in Schedules A and B. The Mer Bleue Urban Expansion Area (Area 10a, 10b, and 10c) was one of 11 areas identified as an Urban Expansion Study Area.

Section 3.11 of the OP is specific to the Urban Expansion Study Area designation, which requires a comprehensive study prior to bringing the lands into the urban area. For the Mer Bleue Urban Expansion Study Area, a CDP has been deemed the appropriate mechanism to achieve the policies established in Section 3.11. The policy requires the adoption of a Secondary Plan that would change the designation of Urban Expansion Study Areas to General Urban Areas and provide direction for development of the lands to implement the land uses, infrastructure, environmental and open space provisions of the CDP to be approved for the Mer Bleue Urban Expansion Area.

Prior to the consideration of an OPA policies in Section 3.11 of the OP are required to be fulfilled. An important goal of the Mer Bleue Urban Expansion Area CDP study has been to undertake a collaborative process to develop a broad and integrated 20-year vision for the Mer Bleue Urban Expansion Area and deliver the land use and design policies that will guide both private development and the undertaking of public works. This includes the preparation of studies and plans to identify the transportation (including transit) facilities, municipal services, natural heritage system, recreational pathways and other community facilities including schools. These plans and studies included: a Transportation study which has been completed and accepted with directions set out in the CDP and secondary plan for the roads, cycling and pedestrian systems to be provided; a Master Servicing Study to detail the water and wastewater infrastructure to be developed (which is being finalized to ensure all required technical issues will be addressed and with policy direction included in the CDP and secondary plan for this study to be completed and approved by the General Manager, Planning Infrastructure and Economic Development prior to future planning approvals being given and with further policy direction that future planning applications and approvals implement the directions of the final Master Servicing Study (MSS); and an Environmental Master Plan (which is also being finalized with policies included in the CDP and secondary plan similar to those included related to servicing to ensure environmental assets are integrated into the development). The City-initiated Building Better and Smarter Suburbs (BBSS) project (see report number ACS2015-PAI-PGM-0003, February 2015) has also informed the CDP by providing up-to-date direction for the development of this new suburban community.

Policy 4e in Section 3.11 of the OP requires the mix of residential dwellings to be between 45 and 55 per cent single detached dwellings, at least 10 per cent apartments and the remainder multiple dwellings, other than apartments. The overall residential development is also to meet the minimum average density target of 34 units per net hectare.

Studies and reports to support and implement the CDP have been prepared and will be finalized and approved to meet the policies in Section 3.11. and the Integrated Municipal Class EA process where required include the following:

- a. Environmental Management Plan (EMP) to document the existing natural environment and provide recommendations to confirm lands that will form part of the natural heritage system and that will be required to be conveyed to the City in accordance OP policies in place at the time of future development applications and to mitigate the impacts of development.
- b. Master Servicing Study (MSS) to address the details for water, stormwater and sanitary requirements.
- c. Master Transportation Study (MTS) to address and determine the road and transit networks, pedestrian and cycling needs (completed and included for information as Document 4).

Polices are included in the secondary plan requiring that the EMP and MSS be completed prior to future planning approvals being given and that future planning approvals provide for the implementation of the directions and requirements set out in the approved MSS and EMP. The integrated planning and EA process enables the integration of the OPA and approvals under the *Planning Act* and *Environmental Assessment Act*. The above studies and the policy directions included in the secondary plan must be finalized and approved prior to future planning approvals to satisfy the combined requirements outlined in the Municipal Class EA process. Following this no additional EA approvals are required.

Further, Policy 5 in Section 3.11 of the Official Plan requires the preparation of a Financial Implementation Plan. This plan will detail whether the servicing and recreational pathways will be paid for through development charges or at the expense of the developer. The CDP and Secondary Plan also set out requirements for this plan to be developed and finalized prior to future planning applications being approved.

### Study Area Overview

The study area for the Mer Bleue Urban Expansion Area CDP is irregularly shaped and encompasses all of Area 10 (Official Plan Amendment 76, Urban Expansion Study Area), which has an area of approximately 219 hectares. The CDP study area is bounded to the west by Mer Bleue Road; to the east by Tenth Line Road, to the north by the Mer Bleue area (i.e. the Avalon West neighbourhood). The southern extent of the CDP area is bounded at the south by the western area of Wall Road through the



community of Notre-Dame-des-Champs and to the southeast at approximately the mid-way point between Wall Road and Navan Road; then continuing east to Tenth Line Road. The location map is attached as Document 1.

The study area is currently rural in nature, consisting of agricultural uses, but also includes several existing rural residential and commercial uses along Mer Bleue Road and Tenth Line Road.

McKinnons Creek bisects the study area from the north end to the east side in a southerly direction about mid-way down the site. Historically, habitat enhancement projects have been undertaken to McKinnons Creek to compensate for the removal of the upstream channel and where several environmental conditions, including aquatic and drainage features have been determined important to the area.

A woodlot at the southwestern boundary of the study area is an existing Natural Feature on the site.

## **DISCUSSION**

### **Mer Bleue Urban Expansion Area Community Design Plan (CDP)**

The CDP process has resulted in a document that provides land use and design policies for the study area, as well as details that will assist in the interpretation and implementation of the policies for the Mer Bleue Urban Expansion Area Secondary Plan (see Document 2). Key sections of the CDP include:

- Community Context, providing a description of the project location, a summary of the process, and an overview of the consultation process. The authority and required components of the process and an overview of the existing conditions forming the basis of the plan are detailed.
- Land Use Plan, providing a description of the evolution of the land use plan is provided, along with the structuring elements that provide the framework for the plan. The vision and guiding principles are presented along with the land use plan and a description of the various land uses,
- Demonstration Plan, providing a comprehensive concept plan that provides guidance of how the community could develop over time based on core planning and design policies as well as specific guidelines

- Infrastructure, Community Design Guidelines and the Implementation and Interpretation sections provide information regarding how the plan will be achieved and the processes for amending it, if required.

### Guiding Principles for Land Use Planning and Design

The following guiding community principles were prepared in consultation with the various study teams, the Public Advisory Committee and the general public during the initial public events and refined over the course of the study. They represent the development desired in this community and are consistent with the policies of the OP.

- a. Create distinct, healthy, livable neighbourhoods that are sensitive and responsive to, and integrates with, the existing Mer Bleue community.
- b. Protect key natural heritage features and functions.
- c. Provide for a connected network of community facilities including parks, schools, paths or walkways and open spaces.
- d. Ensure timely and efficient phasing of future infrastructure.
- e. Provide an opportunity for a mix of residential housing types and densities.
- f. Provide a safe and efficient transportation system that accommodates all modes of transportation.

### Key Features of the Community Design Plan and proposed Secondary Plan for the Urban Expansion Area

The Mer Bleue Urban Expansion Area CDP reflects the development of an urban community to accommodate approximately 9,000-10,000 residents with approximately 3,200-3,600 dwelling units. The land use plan has been created to achieve the policy direction of the General Urban Area designation of the OP by providing for the full range and choice of housing types supported by parks, schools, community facilities and opportunities to shop in close proximity. A Demonstration Plan provides further details of the local street, pedestrian and cycling network, providing connection between the residential development with the community facilities and other infrastructure such as the proposed stormwater ponds and the McKinnons Creek natural heritage and community identity feature. A number of key elements of the CDP are outlined below:

#### Residential Land Uses

Residential uses comprise the majority of the land uses within the proposed Mer Bleue Urban Expansion Area CDP, at approximately 47 per cent of the land area. The housing mix will consist of single detached, semi-detached, townhouses (including street, stacked, and back-to-back townhouses) and apartments. Homes will front on a public street, private street or be part of a Planned Unit Development. Low-density dwellings (singles and semis) are estimated to comprise between 56-59 per cent of the residential units. As required by the Official Plan, at least 10 per cent of housing will consist of apartments. The remainder of new residences will consist of multiple-unit dwellings other than apartments.

The minimum required average density for this Urban Expansion Area is 34 units per net hectare. The proposed CDP concept estimates that a density of between 34-42 units per net hectare will be achieved.

#### Mixed Use and Commercial Land Uses

Mixed Use areas are proposed at the western end of the primary, east-west collector street. The area south of the collector will accommodate the principal mix of commercial uses to serve the personal and commercial needs of both the Mer Bleue Urban Expansion Area community and also the adjoining communities. Local commercial uses will include retail uses; banks or other financial services; business, medical and professional offices; personal services; private parks and open spaces; restaurants and institutional uses, such as retirement homes, residential care facilities or medical facilities. In addition, this area will also permit residential uses in the form mixed-use buildings that contain commercial and higher-density residential uses such as townhouses, stacked townhouses, back-to-back townhouses and low rise apartments above ground floor commercial uses.

#### Schools

The Land Use Plan accommodates four school sites (three elementary and one that may be developed with both elementary and secondary schools), as requested by each of the school boards. The precise size and location of the schools will be determined through the plan of subdivision process. School sites will be zoned for both institutional and residential uses with priority given to non-profit, affordable housing. This will allow for residential uses to be developed in the event that a school board opts not to acquire a site. The high school site will receive additional zoning to permit small-scale commercial uses, in fulfilment of a BBSS direction to provide opportunities for land efficiencies, partnerships and mixed-use buildings at key locations.

## Parks

The CDP outlines how the OP's target for parkland dedication is achieved. The final location and configuration of these parks will be determined through the plan of subdivision. The Land Use Plan has conceptually shown one community park just west of Tenth Line Road. The community park is centrally located within a 10-minute walk of most residential areas. It will front onto the two principal collector streets with access to the McKinnons Creek community feature.

In addition, there are four neighbourhood parks distributed throughout the CDP area. The neighbourhood parks will be located within a five-minute walk of most residential areas. Three of the neighbourhood parks are located adjacent to school sites (OCSB, OCDSB and CECCE) offering an opportunity to maximize land use efficiencies between the City and school boards in the future. The fourth neighbourhood park is located so as to take advantage of the community wood lot.

The final park is a parkette along McKinnons Creek. The parkette is in the north-east quadrant of the CDP Area and will serve the neighbourhood east of McKinnons Creek.

An Area Parks Plan has been included in the CDP, identifying possible facilities to provide for a range of recreational activities in each of the parks to serve the community. These will be further refined during the subdivision process.

## Community Facilities

McKinnons Creek played a formative role in the development of the land use plan as a distinct natural feature that spans over half of the length of the study area. It will be enhanced as this new community's preeminent identity feature. An important Natural Feature within the CDP area, a 5.1-hectare woodlot will be preserved as an urban natural feature. Development and site alteration will not be permitted within or adjacent to any natural feature or adjacent to these features, unless an Environmental Impact Statement (EIS) has been prepared as part of the application process, with no negative impacts to the natural features.

## Greenspace Network and Pathway System

The key section of the Greenspace Network and Pathway system is centred on the McKinnons Creek corridor. The corridor will provide an opportunity for open space, active transportation and passive recreational uses, thus contributing to a healthier and active community.

Sidewalks and cycle tracks are proposed to be located along both sides of the principal collector streets. These will connect neighbourhoods as well as provide access to areas outside the CDP area. Multi-use pathways and sidewalks are proposed in locations that will encourage active transportation for utilitarian trips such as going to school and accessing community amenities such as the commercial areas and parks.

#### Stormwater Management Facilities

Conceptually shown on the land use plan are three Stormwater Management (SWM) ponds. All SWM ponds are proposed to be located on the eastern half of the study area, with two of them providing anchors to McKinnons Creek, the principal Natural Feature and community identity feature for this new community. The ponds offer opportunities for recreational pathways, where appropriate and will be linked to the overall pathway system. The locations and sizes of the ponds were set out in the draft MSS with details for the locations and sizes to be further refined as part of the final Master Servicing Study to be completed prior to additional planning approvals being given to allow for development. Final details for the ponds will be determined through the plan of subdivision stage.

#### Community Design Guidelines

The Community Design Guidelines are intended to assist developers, builders, designers and City staff in achieving consistently high-quality design standards throughout the various design and approval processes in community building. These guidelines will be applied in conjunction with the design policies of the OP, Secondary Plan and other City design guidelines.

The primary goal of the Mer Bleue Urban Expansion Area CDP area is to be a contemporary, master-planned community that offers its residents a lifestyle that is not car-dependent while embracing and enhancing the assets of its natural heritage features. The following objectives form the foundations of creating the vibrant, attractive, livable, healthy and sustainable community that the Mer Bleue Urban Expansion Area CDP will become:

- Create distinctive livable neighbourhoods;
- Promote complete communities that support transit service, walking and cycling;
- Create integrated, safe, passive and active green spaces;

- Ensure that the achievement of the Official Plan minimum densities is accompanied by good subdivision design that creates residential communities that are attractive, and efficient;
- Accommodate a variety of safe and reliable transportation options that are integrated with the planned land uses and with adjacent communities;
- Create a central focus for the community in the form of large active/passive open spaces;
- Create an environmentally sustainable community, which embraces the efficient use of land and infrastructure;
- Conserve significant forested areas and conserving the existing landscape character of the McKinnons Creek; and
- Balance good urban design with long-term maintenance and operational costs.

These objectives are the basis of the Secondary Plan recommended to be approved to implement the CDP (see Document 3).

### Street and Block Pattern

One of the fundamental considerations of urban design is the street and block pattern. In a new neighbourhood, the street and block pattern sets the stage for a community's quality of life and for the efficient movement of people throughout the community. The street network design is to be designed to offer a safe and pleasant experience to all users by moderating vehicle speeds. A well-planned, fully connected street grid that filters traffic through it, rather than funneling it to the largest streets, not only improves circulation, but also serves as the most important traffic calming strategy in community design. Before specific traffic calming features (such as speed bumps or curb extensions) are planned for, the street and block patterns must be carefully planned to achieve passive traffic calming as the result of good design.

The Community Design Guidelines provide a comprehensive focus on achieving this result and building on it, for example, in site design, built form or streetscape guidelines.

### Density Targets

The OP establishes the requirement for new communities outside the Greenbelt to provide residential unit mix of between 45 and 55 per cent single detached dwellings, a minimum of 10 per cent apartments and the remainder multiple unit dwellings other than

apartments. It also establishes a density target of at least 34 units per net hectare for residential uses.

The Land Use Plan proposes a mix that in the opinion of the major landowners, better reflects the market conditions. Therefore, an OP amendment is proposed to allow for between 30 and 55 per cent single detached dwellings, 10 per cent apartments and the remainder to be multiple unit dwellings other than apartments. The density target would be increased to a minimum of 36 units per net hectare for residential uses.

### Affordable Housing

The OP, through policies in Section 2.5.2, encourages 25 per cent of all new housing to be affordable to households at or below the 30<sup>th</sup> income percentile for rental and at or below the 40<sup>th</sup> income percentile for ownership. Accordingly, the plan provides that at least 25 per cent of all housing is to be within the affordability ranges indicated in this policy, to be assessed at the time of subdivision approval. It is expected that the majority of the affordable units will be within the multi-unit residential designation, with some street-oriented townhomes.

It is also worth noting that on December 8, 2016, Bill 7, the *Promoting Affordable Housing Act*, 2016 was given Royal Assent. The resulting changes to the *Planning Act* will give municipalities the option of requiring affordable housing units as part of residential developments” through inclusionary zoning. Inclusionary zoning would help to achieve a number of outcomes:

- Serving more people: inclusionary zoning would increase the supply of affordable housing that serves the needs of low- to moderate-income families and individuals.
- Creating inclusive and integrated communities.
- Meeting local needs: municipalities can tailor inclusionary zoning to help them meet affordable housing objectives and targets set out in their housing and homelessness plans and official plans.”

Once the legislation for inclusionary zoning is proclaimed, the City may then develop its own specific policies and procedures.

### **Infrastructure Roads/Transit Network**

The MTS and CDP establishes the arterial, collector and proposed local street network. The existing arterials, Mer Bleue Road and Tenth Line Road, will continue as such. However, the City-wide Transportation Master Plan designates a realignment of the

section of Mer Bleue south of Renaud Road to the west of the existing Mer Bleue Road. This is targeted to occur post-2031, at which time this part of Mer Bleue Road will become a collector street.

The location of the collector streets reflects the location of the creek corridor and proposed land uses. The local street network is further determined by the physical constraints and land uses, and will generally form an offset grid pattern to keep traffic speeds appropriate for a future community that will prioritize walking and cycling.

The collector streets have been shown as having potential to extend to areas outside the CDP area in the future.

### Pedestrian and Cycling Mobility

The network of on- and off-street pathways and sidewalks will provide connectivity within the community and to adjacent areas. Some of these will be incorporated into the greenspace system to provide safe and convenient pedestrian and cycling movement through the community, including pedestrian bridges across McKinnons Creek to connect the neighbourhoods on the eastern boundary of the study area with the broader community to the west of the creek.

Each school and park site is proposed to provide a sidewalk and multi-use pathway on at least one frontage, and a sidewalk on other frontages. A sidewalk and cycle track will be provided on either side of the principal east-west collector street.

### Implementation

Although the CDP is to guide the development within the Mer Bleue Urban Expansion Area, some flexibility in the interpretation is permitted, provided the general intent of the policies and principles of the Plan are maintained.

### Amendments to CDP and Master Plans

Minor changes to the Demonstration and Land Use Plans may be necessary following the completion and approval of the MSS and EMP documents. Changes may include adjustments to the local street network and the location, size and configuration of land uses.

If future major changes to the collector road network, overall parkland or the number of SWM ponds further approvals may be necessary. This will be processed concurrent with the development review process.



## Development Approvals

Prior to construction, each landowner must submit applications for approval of a plan of subdivision, zoning and if necessary, site plan control. Other applications may be necessary depending on specific circumstances (part lot control, condominium approval). The existing master plans provide a significant amount of detail that can be used as the basis for site specific reports to support these applications. For a period of generally five years, it is anticipated that the CDP and MTS as well as the final MSS and EMP to be approved prior to any future development approvals being given will be the foundation for site specific reports.

## Development Charges

Various infrastructure and cost allocation issues are to be resolved in accordance with policies included in the recommended secondary plan. This will be based on additional information that will be confirmed to clearly identify the location of various capital projects, together with the purpose and primary beneficiaries, both internal and external to the development. In general, the land-owner will be responsible for funding the required on-site internal servicing costs related to a plan of subdivision. The City will use a mix of revenues to fund the external infrastructure costs, with development charges covering a portion of the eligible capital costs, which also must be within the 10-year historic level of service cap.

Currently, development charge reserve funds are expected to fund the net development charge recoverable project cost for a particular service across the City and the funding priority that those projects receive is determined within the various master servicing plans. A future study will be required to forecast any capital requirements and to ensure that the funding of any new infrastructure is coordinated with larger servicing objectives for the Mer Bleue Urban Expansion Area. The study will also provide estimates of development timing, potential financing costs, develop detailed plans for required infrastructure and a structure for cost sharing. As is typical in suburban development, where DC funded infrastructure is required prior to DC funding being confirmed, these would be funded by the developer through a front ending agreement.

## Building Better Smarter Suburbs

As the CDP was developing, the City-initiated Building Better and Smarter Suburbs (BBSS) project was also evolving. Although this project is on-going, a number of strategic directions were given and presented a valuable opportunity for the Mer Bleue Urban Expansion Area CDP project to plan for the next generation of greenfield

planning, design and development. Where appropriate, consideration was given to implementing these directions during the concept design and in supporting policies or guidelines, and ultimately, at plan of subdivision.

Efforts were made to implement the following BBSS policy directions:

- a. Street and blocks on a well-connected offset grid pattern with emphasis on facilitating pedestrian and cycling movement, and generating higher land development yield
- b. Better integration of school sites, parks, and other City facilities:
  - Three of the four school sites are located adjacent to proposed parks, this may allow the sharing of facilities and parking and the more efficient use of land.
- c. Parking strategy to maximize the opportunities for on-street parking through:
  - Creating blocks of even numbered townhouse units to allow for the pairing of driveways.
  - Creating wide and shallow townhouse lots.
  - Providing multi-unit residential uses with rear access or lower-level parking.
  - Providing communal and visitor parking areas.
  - Mixing dwellings types to offset the logistical challenges and advantages of each dwelling type, and achieve better functionality (i.e. maximizing on-street parking capacity, snow storage areas, and space for garbage and recycling containers at curbside).
- d. Identify pedestrian and cycling facilities and traffic calming measures (e.g. bulb-outs) to be included as draft plan of subdivision approval conditions so they are built as part of initial road construction:
  - Design direction has been given for this to occur and will be implemented through the subdivision process.
- e. Retaining mature stands of trees or woodlots:
  - This is proposed in the parks located in the northeast and northwest quadrants.

Given the direction provided by the CDP, these will be implemented at the plan of subdivision and/or site plan approval stage and where appropriate, included as clauses, through the resulting legal agreements.

### Master Transportation Study

The Master Transportation Study (MTS), a support document to the CDP, provides an analysis of transportation issues relating to the development of the CDP lands. It focusses primarily on the layout of the street network within the CDP lands and how all modes of travel will be accommodated for residents, employees or visitors to this new community. Highlights of the MTS, reflective of the CDP's Demonstration Plan, include:

- The provision of a collector street network with appropriate links to the arterial roadways of Tenth Line Road and Mer Bleue Road on the boundaries of the CDP. The MTS also examines how vehicle traffic from this area feeds into the larger existing and planned road network in the south part of Orleans.
- Interim facilities for pedestrians and cyclists along Tenth Line and Mer Bleue Roads. There is need for such facilities at this time as it will be many years in the future before the ultimate widening to an urban cross section for Tenth Line Road, and the full urbanization of both sides of the "old" Mer Bleue Road and the construction of its new re-alignment to the west, take place.
- This will be the first CDP outside of the Greenbelt to introduce cycle tracks on most collector streets. It is strongly believed that this will make cycling more attractive to a larger segment of the population who can feel safe cycling within one's community and beyond. This is viewed as a very progressive step in making Ottawa a more cycling-friendly city.
- The multi-use pathways along and across McKinnons Creek, connecting pathways between streets, together with sidewalks along all arterials, collectors and many local streets, will make this neighbourhood accessible to active transportation by residents of all ages and mobility abilities. Such a network will also facilitate good access to and from transit stops located primarily along collector streets.
- Recommendations for modifications to the existing adjacent road network will be considered by the City as part of future planning and updates to the Transportation Master Plan.

## **Provincial Policy Statement**

Staff have reviewed this proposal and have determined that it is consistent with the 2014 Provincial Policy Statement.

## **RURAL IMPLICATIONS**

There are no rural implications associated with this report.

## **CONSULTATION**

Consultation was a key component in the preparation of the CDP, Secondary Plan and its integration with the Class EA process. Consultation was undertaken throughout the project using a variety of methods including meetings and a workshop with the general public, electronic information distribution through a City project website, regular meetings with technical teams and approval agencies and the Councillor for Ward 19.

Five public meetings were held at key points in the study process:

Public Meeting No. 1 (Open House, November 19, 2013)

This open house introduced the study process and schedule, guiding principles, background information to the community. It provided the public and interested stakeholders an opportunity to discuss the study with the project team. 73 members of the public signed-in.

Public Meeting No. 2 (Workshop, April 24, 2014)

At this workshop, the approximately 37 attendees signed-in to participate in facilitated groups, to provide a hands-on opportunity for a variety of input into the development of the Mer Bleue Expansion Area CDP for the future development of this area.

Public Meeting No. 3 (Workshop, June 11, 2014)

Nineteen people attended this workshop in which participants worked in small groups to discuss the draft preliminary land use concepts and alternative infrastructure projects for the Mer Bleue Expansion Area CDP. Their ideas and information contributed to the project team development of a preferred land use concept and vision for the Mer Bleue Expansion Area CDP.

Public Meeting No. 4 (Open House, December 8, 2015)

In a display board format, the public was presented the preferred land use concept, servicing and transportation designs, and draft studies. The public engaged with the consulting team and City staff through one-on-one dialogues. 71 people signed-in.

Public Meeting No. 5 (Open House, May 30, 2017)

At this final open house a presentation was made to the community to explain the recommended land use concept, servicing and transportation designs, studies, process and next steps. A Question and Answer Session followed for general questions with further opportunity for the 46 participants that signed-in to speak one-on-one with the consulting team or City staff, for clarifications and/or to provide feedback. Additionally, meetings were held with land owners and community groups as required.

A summary of the public comments is included in Document 5.

### **COMMENTS BY THE WARD COUNCILLOR**

Councillor Blais has been notified and is aware of the recommendations of this report.

### **LEGAL IMPLICATIONS**

There is no legal impediment to the adoption of the recommendations in the report.

In the event that the Official Plan Amendment, once adopted, is appealed to the Ontario Municipal Board, the length of the hearing will be dependent upon the reasons for appeal. It is expected that any hearing would be able to be conducted within staff resources.

As this is a City initiated amendment, there is no right of appeal should the official plan amendment not be adopted by Council.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **FINANCIAL IMPLICATIONS**

Financial implications to follow.

### **ACCESSIBILITY IMPACTS**

There are no accessibility implications associated with this report.

## **ENVIRONMENTAL IMPLICATIONS**

The EMP prepared for the lands compiled an inventory of existing features and provided an evaluation of those features, considered the impacts of the land use activities on the features and developed a recommended strategy to mitigate the adverse effects to protect and restore the natural systems. The EMP will be finalized and approved as set out in the recommended secondary plan prior to future planning approvals being given for development.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

### 1. Transportation and Mobility

TM2 – provide and promote infrastructure to support safe mobility choices.

TM3 – integrate the rapid transit and transit priority network into the community.

TM4 – improve safety for all users.

TM5 – ensure reliable, safe, accessible and affordable transit services.

### 2. Sustainable Environmental Services

ES1 – an environmentally sustainable Ottawa.

ES2 – reduce long-term costs through planned investment and staging of diversion and conservation strategies.

### 3. Healthy and Caring Communities

HC2 – revitalize recreation services.

HC3 – create new affordable housing options.

## **SUPPORTING DOCUMENTATION**

Document 1 Mer Bleue Urban Expansion Area Location Map

Document 2 Proposed Official Plan Amendment and Secondary Plan

Document 3 Mer Bleue Urban Expansion Area Community Design Plan

Document 4 Mer Bleue Urban Expansion Area Master Transportation Study (for information)

## Document 5 Public Consultation Details

### **DISPOSITION**

City Clerk and Solicitor Department, Legislative Services to notify Assessment, Financial Services Branch (Mail Code: 26-76) of City Council's decision.

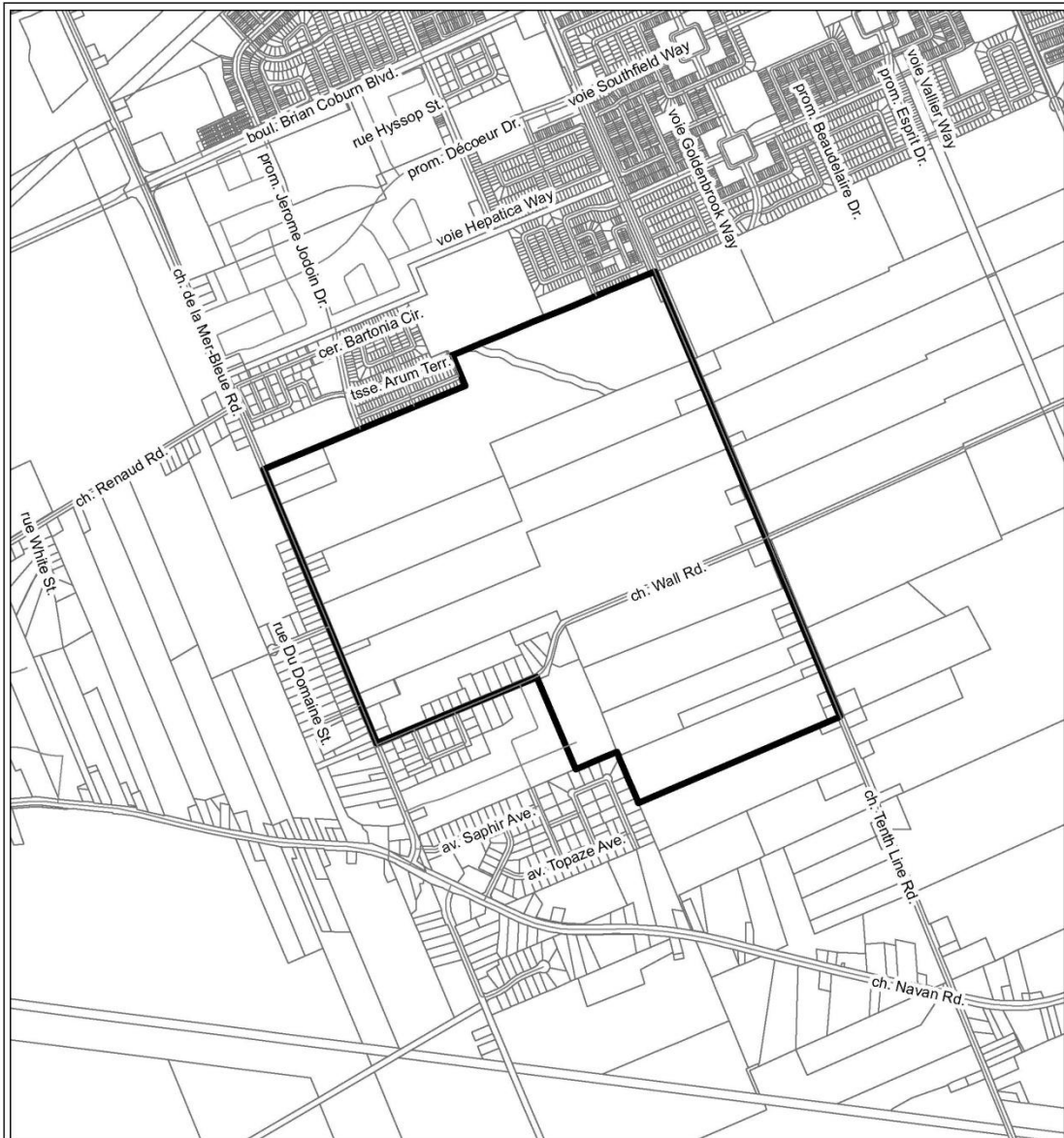
Legal Services to forward the implementing by-law for the Official Plan amendment to City Council.




Planning, Infrastructure and Economic Development Department to issue the Notice of Decision within 15 days of Council adopting the implementing by-law for Official Plan Amendment No. 192.

Planning, Infrastructure and Economic Development Department to revise Annex 5 of the Official Plan to indicate that the Mer Bleue Urban Expansion Area Community Design Plan is a completed Policy Plan approved by City Council.

At the time the Ontario Municipal Board rules on Official Plan Amendment 150, Planning, Infrastructure and Economic Development department and Legal Services to ensure the amendments are to be also implemented in the updated Official Plan.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL	
D01-01-17-0006	17-0811-X		
I:\CO\2017\OPAMer_Bleue_Urban_Expansion_Area		 <b>Mer Bleue Urban Expansion Study Area / secteur d'expansion urbaine à l'étude de Mer Bleue</b>	
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers All rights reserved. May not be produced without permission THIS IS NOT A PLAN OF SURVEY</small>			
<small>©Les données de parcelles appartiennent à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. CÉCI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2017 / 05 / 16		 <small>NOT TO SCALE</small>	



## Document 5 – Consultation Details

### Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan amendments and in consideration of the Municipal Class EA process.

Summary of Public Comments and Responses (from two most recent open houses):

Comment	Response
Opposition (from one property owner) of the location of the commercial area, as it completely surrounds their residential property	<ul style="list-style-type: none"> <li>• A commercial area was deemed preferred to meet the needs of the overall area in preceding public engagement events. Its preferred location follows conventional planning land use principles such as situating commercial land use at a major intersection and near higher density residential areas.</li> </ul>
Desire for more biking trails	<ul style="list-style-type: none"> <li>• Multi-use pathways and bike lanes are planned throughout the development, which allow for and encourage biking. Connection to existing developments have been made to assist in developing an overall network</li> </ul>
Desire for more creeks, natural areas, and greenspace	<ul style="list-style-type: none"> <li>• The McKinnons Creek natural area buffer and the stormwater management facility areas provide natural areas and greenspace. Park land dedication.</li> </ul>
Request for less residential area (to be replaced with greenspace)	<ul style="list-style-type: none"> <li>• The intention of the Urban Expansion Area is to accommodate the projected demand for residential housing into the future with a balance of other uses, such as greenspace.</li> </ul>

<p>Concerns of further congestion and lack of safety (from speeding) on Navan Rd.</p>	<ul style="list-style-type: none"> <li>• Connectivity and transportation were considered during the development process, and have been designed to minimize traffic issues, cut through traffic and speeding.</li> </ul>
<p>Questions regarding access to public water and sewer for a property within the Study Area once plan is implemented</p>	<ul style="list-style-type: none"> <li>• Sanitary sewer and water infrastructure will be provided to properties within the Study Area. Connections outside of the CDP area are not part of this study but are not precluded by it.</li> <li>• The study area will develop incrementally. As the developers of the new expansion area build new water and sewer infrastructure over time, property owners outside of the study area but within the urban area, with buildings in proximity to the new infrastructure, could connect to public water and sewer lines. The implementation and cost of this connection is most feasible when like-minded owners group together. As development applications begin to proceed within the study area, they should contact their Ward Councillor to help coordinate an assessment and strategy of how and when to connect and at what cost.</li> </ul>
<p>Request for schools to have plenty of parking/drop off points for parents, teachers, and potentially students (many</p>	<ul style="list-style-type: none"> <li>• School property configuration and parking distribution will be the responsibility of the school boards.</li> </ul>

<p>other schools in the area are accused of having inadequate parking)</p>	<p>There are City of Ottawa parking requirements for schools (1.5 parking spaces per elementary school classroom; 2.5-3 parking spaces per secondary school classroom). Parking and drop-off at schools on municipal right-of-ways will be reviewed in depth at the Draft Plan of Subdivision and Site Plan Control stage.</p> <ul style="list-style-type: none"><li>• The Building Better and Smarter Suburbs design directives and design objectives play a fundamental role in informing the site design, and this CDP concept plan provides, generally, three street frontages per school, providing greater options for arrival by foot, bicycle or car, as well as buses, while dispersing such activity to avoid congestion and conflict</li></ul>
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