

**Report to
Rapport au:**

**Planning Committee
Comité de l'urbanisme
14 February 2019 / 14 février 2019**

**and Council
et au Conseil
27 February 2019 / 27 février 2019**

**Submitted on January 16, 2019
Soumis le 16 janvier 2019**

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**Ward: CITY WIDE / À L'ÉCHELLE DE
LA VILLE**

File Number: ACS2019-PIE-EDP-0001

SUBJECT: *Ottawa Next: Beyond 2036*

OBJET: L'Ottawa de demain, après 2036

REPORT RECOMMENDATIONS

1. That Planning Committee recommend Council receive the *Ottawa Next: Beyond 2036* report, attached as Document 1.
2. That Planning Committee recommend that Council approve the work plan for a new City of Ottawa Official Plan, which is to be completed by the end of 2021.
3. That Planning Committee recommend Council Appoint a Councillors' Sponsors Group comprising the Chairs and Vice Chairs of Planning and the Agriculture and Rural Affairs Committees to serve as champions for the Official Plan Review project as described in this report.

RECOMMANDATIONS DU RAPPORT

1. Que le Comité de l'urbanisme recommande au Conseil de prendre connaissance du rapport intitulé L'Ottawa de demain, après 2036, ci-joint en tant que document 1.
2. Que le Comité de l'urbanisme recommande au Conseil d'approuver le plan de travail préalable à l'élaboration d'un nouveau Plan officiel de la Ville d'Ottawa, qui devrait être achevée à la fin de 2021.
3. Que le Comité de l'urbanisme recommande au Conseil de désigner un Groupe de conseillers-parrains, dont feraient partie les présidents et vice-présidents du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales, chargé de se faire champions du projet de refonte du PO, comme le décrit le présent rapport.

EXECUTIVE SUMMARY

The report recommends Council receive the *Ottawa Next: Beyond 2036* report and the work program for the development of a new City Official Plan. Work on this Plan has commenced and will be submitted for adoption by Council at the end of 2021. The new Plan will be prepared in accordance with provincial requirements (Provincial Policy Statement and *Planning Act*). It will build upon the findings of, and seek to address the issues raised by the “*Ottawa Next: Beyond 2036*” report.

This report lays out a general timeline for the preparation of a new Official Plan, which is anticipated to be completed during the current Term of Council.

Ottawa Next: Beyond 2036

The study, titled *Ottawa Next: Beyond 2036*, was undertaken by City staff with the assistance of internationally-recognized consultants and engaged active participation from a Sounding Board comprised of a cross-section of the broader Ottawa community, including representatives from various industries and major employers, partner government agencies and bodies, special interest groups, community groups and City departments.

The *Ottawa Next: Beyond 2036* study responds to direction given by Council, when it approved Official Plan Amendment 180 (OPA 180), for a study that was to identify future needs based on current trends in housing and employment. *Ottawa Next: Beyond 2036* was designed to go beyond current trends, and identify opportunities and potential challenges (drivers of change) that could impact and challenge cities globally in the future and to identify those opportunities and challenges that will affect Ottawa, given their global scope, and those that are unique to Ottawa, such as the changing nature of our economy and demographics.

The final report for the *Ottawa Next: Beyond 2036* study is attached to this report as Document 1. The report contains:

- Trends and disruptors that could impact Ottawa physically, economically and socially beyond the current 20-year planning horizon;
- Future scenarios, which go beyond the normal planning time frame, as examples of what could occur in response to trends/disruptors and the possible choices that could be made to best position Ottawa as the most liveable mid-sized city in North America;
- The potential policy areas and actions that the City may need to review or consider in order to remain resilient, adaptable and livable.

The *Ottawa Next: Beyond 2036* study looks at the long-term future of the greater metropolitan region as it reaches a population of two to three million people by the end of this century. It also identifies policy implications tied to the major themes or areas of potential disruption that Ottawa would need to address, as the largest population hub of this growing region, and to adequately prepare for this growth. These policy implications are intended to trigger the critical evaluation of the resiliency of the City's growth management strategies in the following areas:

- Urban form and mobility;
- Economic development;

- Environment;
- Social/cultural and quality of life.

The *Ottawa Next: Beyond 2036* study also recognizes that possible future outcomes are reliant upon multiple players who are involved in city building; each player is responsible for and affected by the change and each has a distinct role to play in city development and operations.

New Official Plan

The City has a major role in development and growth management. The City's growth management strategies are implemented in the way it does business, and by the plans (Official Plan, Infrastructure and Transportation Master Plans, Economic Development Strategy, Air Quality and Climate Change Master Plan, and other plans) that influence the physical structure of the city and how it grows and responds to environmental, social and economic changes.

In September 2018, Council directed staff to begin a "comprehensive review" of the City's Official Plan in 2019 with a view to producing a new Official Plan for the City. The Plan is to build upon the work, and address the challenges identified in, *Ottawa Next: Beyond 2036*. The City has requested approval from the Province to extend the planning period for the new plan to 2046. This is longer than the period currently contemplated by the Provincial Policy Statement (PPS). The advantage of a longer planning horizon is that it will allow the city to make sounder long-term decisions related to the planning of major infrastructure, and better manage the required supply of developable land in the run-up to the next Official Plan review in 2031.

Staff consider the timing is appropriate to consider the complete review of the City's growth management plans, particularly the City's Official Plan for the following reasons:

- Staff expect that a new policy structure will be needed to address some of the changes anticipated by *Ottawa Next: Beyond 2036*.
- Changes to the *Planning Act* allow a new Official Plan to have a longer implementation and review period (10 years) than the traditional five-year review cycle for an updated plan and there is no longer an opportunity to appeal a new Official Plan.
- The 10-year period also forms a good basis for the City to seek concurrence from the province for more than the 20-year planning horizon currently provided by the PPS.

All aspects of the Official Plan, Secondary Plans and site-specific policies currently in four volumes will be reviewed and, where appropriate, updated and/or simplified, so that the new Official Plan is easier to read, understand and apply.

The public process, including the schedule for public consultations, would begin in 2019 and involve a number of different engagement opportunities designed to take the discussion to the people so that they can choose to participate in a variety of ways.

Staff anticipate tabling a draft Official Plan in late 2020, followed by the technical circulation and consultations required by the *Planning Act*. Based upon anticipated timelines, the aim is to have the new Official Plan submitted to Council for adoption at the end of 2021. Staff are recommending that Council approve the work plan outlined in Table 1 located on page 17 of the staff report.

A list of the External and Internal Stakeholder groups is attached at Document 2.

RÉSUMÉ

Le rapport recommande au Conseil de prendre connaissance du rapport intitulé *L'Ottawa de demain : Après 2036*, et décrit le plan de travail nécessaire à l'élaboration d'un nouveau Plan officiel (PO) de la Ville, qui sera entamée au début de 2019. Ce nouveau Plan officiel sera ensuite soumis à l'adoption du Conseil à la fin de 2021. Il sera élaboré conformément aux exigences provinciales (Déclaration de principes et *Loi sur l'aménagement du territoire*), en se fondant sur les conclusions du rapport *L'Ottawa de demain : après 2036*, en vue de résoudre les problèmes qui y sont soulevés.

Ce rapport propose également un calendrier général pour l'élaboration d'un nouveau Plan officiel, qui devrait être achevée au cours du mandat du Conseil actuel.

L'Ottawa de demain : après 2036

L'étude intitulée *L'Ottawa de demain : après 2036* a été entreprise par le personnel de la Ville avec la collaboration de consultants mondialement reconnus et la participation active d'un Conseil de réflexion composé de membres représentatifs de la collectivité d'Ottawa en général, notamment de représentants des divers secteurs professionnels et des grands employeurs, des agences et entités gouvernementales partenaires, des groupes d'intérêts particuliers, des groupes communautaires et des services municipaux.

L'étude *L'Ottawa de demain : après 2036* fait suite à une orientation fixée par le Conseil lorsqu'il a approuvé la modification 180 au Plan officiel aux fins d'une étude destinée à déterminer les besoins futurs fondés sur les tendances actuelles en matière de logement et d'emploi. Cette étude devait aller au-delà des tendances actuelles afin de

cerner les possibilités et les difficultés éventuelles (moteurs de changement) susceptibles d'influer sur les villes de partout dans le monde et de leur poser un défi, et devait en outre déterminer les possibilités et les difficultés propres à Ottawa, au regard de leur portée mondiale, notamment en matière de changement économique et démographique.

Le rapport final sur l'étude *L'Ottawa de demain*, joint au présent rapport en tant que document 1, contient les renseignements suivants :

- Les tendances et les éléments perturbateurs susceptibles de toucher Ottawa aux plans physique, économique et social au-delà de l'horizon de planification actuel de 20 ans;
- Les scénarios futurs, dont certains dépassent les cadres temporels usuels, servant d'exemples de ce qui pourrait survenir en réponse aux tendances et aux éléments perturbateurs, et les choix éventuels qui pourraient être faits pour positionner le mieux possible Ottawa comme ville internationale de taille moyenne où la qualité de vie est la meilleure en Amérique du Nord;
- Les secteurs de politique et les mesures que la Ville pourrait être appelée à examiner ou à envisager pour rester résiliente, polyvalente et agréable à habiter.

L'étude *L'Ottawa de demain* se penche sur l'avenir à long terme de la grande région métropolitaine, dont la population aura atteint deux à trois millions d'habitants à la fin du siècle. Elle désigne également des répercussions stratégiques liées aux principaux thèmes ou domaines d'éventuels éléments perturbateurs qu'Ottawa devra affronter en tant que plus grand bassin de population d'une région en pleine croissance, et auxquels elle devra se préparer adéquatement. Ces répercussions stratégiques sont destinées à évaluer de manière critique la résilience des stratégies de gestion de la croissance de la Ville dans les domaines suivants :

- Forme urbaine et mobilité
- Développement économique
- Environnement
- Questions socioculturelles et qualité de vie

L'étude *L'Ottawa de demain* reconnaît par ailleurs que les éventuels résultats à venir dépendent d'acteurs multiples de l'évolution de la ville; chacun d'entre eux est responsable du changement, est concerné par ce changement et doit jouer un rôle en particulier dans le développement et les activités de la ville.

Nouveau Plan officiel

La Ville joue un rôle majeur dans le développement et la gestion de la croissance. Les stratégies de gestion de la croissance de la Ville sont mises en place dans le cadre de ses activités et par le biais de ses plans (Plan officiel, plans directeurs des transports et de l'infrastructure, Stratégie de développement économique, Plan directeur de la qualité de l'air et des changements climatiques ainsi que d'autres plans) qui influent sur la structure physique et la croissance de la ville, et qui font écho aux changements environnementaux, sociaux et économiques.

En septembre 2018, le Conseil a chargé le personnel d'entreprendre en 2019 un « examen détaillé » du Plan officiel de la Ville, en vue d'en élaborer un nouveau. Le Plan devra s'appuyer sur l'étude *L'Ottawa de demain : après 2036* et résoudre les problèmes qui y sont décrits. Le personnel cherche à obtenir l'approbation du gouvernement provincial en vue de prolonger la période couverte par le nouveau plan jusqu'à 2046. Cette période est plus longue que celle actuellement prévue par la Déclaration de principes provinciale. Un horizon de planification plus long présente pour avantage de permettre à la Ville de prendre des décisions à long terme plus avisées en ce qui concerne la planification des grandes infrastructures, et de mieux gérer l'offre de terrains aménageables requis dans le cadre du prochain examen du Plan officiel, prévu en 2031.

Le personnel est d'avis que le moment est opportun pour envisager l'examen complet des plans de gestion de la croissance de la Ville, en particulier le Plan officiel, pour les raisons suivantes :

- Le personnel s'attend à ce qu'une nouvelle structure de politiques d'urbanisme soit nécessaire pour tenir compte des changements prévus par l'étude *L'Ottawa de demain*.
- En vertu des modifications apportées à la *Loi sur l'aménagement du territoire*, les nouveaux plans officiels peuvent avoir une période de mise en œuvre et d'examen (dix ans) plus longue que le permet le cycle quinquennal habituel pour un plan mis à jour, et il n'est plus possible de faire appel d'un nouveau Plan officiel.
- La période de dix ans constitue également une bonne base permettant à la Ville de demander à la province un délai supérieur aux 20 ans requis par la Déclaration de principes provinciale.

Tous les aspects du Plan officiel, des plans secondaires et des politiques propres aux emplacements, contenus dans quatre volumes, seront examinés et, au besoin,

actualisés et/ou simplifiés afin de faciliter la lecture, la compréhension et l'application du nouveau Plan officiel. Le processus de consultation publique, notamment le calendrier des consultations, pourrait débuter en 2019 et comprendra un certain nombre de possibilités d'engagement destinées à favoriser les discussions chez les résidents et à leur permettre de choisir leur mode de participation.

Le personnel prévoit soumettre une version provisoire du Plan officiel à la fin de 2020, avant de procéder à la diffusion des renseignements techniques et aux consultations exigées en vertu de la *Loi sur l'aménagement du territoire*. Compte tenu des échéanciers prévus, l'objectif consiste à soumettre le nouveau Plan officiel à l'adoption du Conseil à la fin de 2021. Le personnel recommande au Conseil d'approuver le plan de travail décrit dans le tableau 1, qui se trouve à la page 17 du rapport du personnel.

Une liste des groupes de parties intéressées externes et internes est jointe au document 2.

BACKGROUND

This report responds to two directions given by Council to City staff and intended to develop strategies and an Official Plan that will help to position Ottawa well into this century as the most liveable mid-sized city in North America.

Ottawa Next: Beyond 2036

On December 14, 2016, as part of its deliberation on OPA 180, City Council directed staff to undertake a planning study dealing with future growth, to set the stage for the City's next Official Plan review.

The relevant terms of that motion are as follows:

“... [that] the Council approve the initiation of a planning study which will identify trends in housing (including housing supply), employment, and identify opportunities to create complete communities which together with current Official Plan policies (as most recently modified by OPAs 140, 141, 150, and OPA 2016) create an affordable and sustainable city beyond 2036.”

The motion also directed that:

“...this study be guided by the Official Plan Policies as most recently updated... as well as through collaboration with stakeholders.”

The study, now referred to as *Ottawa Next: Beyond 2036*, was initiated by staff in 2017 and was undertaken with the assistance of internationally recognized consultants

Joe Berridge (Urban Strategies) and Dan Leeming (The Planning Partnership). The study engaged active participation from a Sounding Board comprised of a cross-section of the broader Ottawa community including representatives from various industries and major employers (homebuilding, high-technology, arts and culture, higher education, health care, retail and commerce), from partner government agencies and bodies (school boards and conservation authorities), special interest groups, community groups and other City departments.

The study was designed go beyond a simple analysis of emerging trends, to explore opportunities and challenges (drivers of change) that are predicted to impact and challenge cities globally, and to identify those that may be unique to Ottawa. The writers illustrated these challenges using a series of scenarios to describe the impacts on growth and liveability under varying degrees of adaptation and preparedness by the City and its partners in growth. Through this process of prediction and speculation, the study team was able to focus on policies and actions of the City and its partners that are necessary to promote resiliency and adaptability and develop a philosophy that takes advantage of opportunities in times of changing economies, social structures and environmental conditions.

The study concludes that there are a number of emerging challenges, and an acceleration in the rate of change, occurring in key areas that will influence Ottawa's future growth. These challenges will affect Ottawa's economy, in terms of its roles serving the larger metropolitan population and internationally as part of the emerging Toronto-Ottawa-Montreal mega-region. The writers also expect that these challenges will influence how the city grows and changes physically and socially, and how it responds to a number of climate-related and environmental challenges in the future.

The *Ottawa Next: Beyond 2036* study then deconstructed these scenarios to identify possible policies or other tools that the city will need to develop or change if it wishes to manage growth and encourage liveability as it embarks on the preparation of a new Official Plan, and for other planning processes that the City may undertake. The study explores areas where the City needs to provide a flexible and responsive policy framework in order to adapt and respond to the accelerated pace of change and the variety of outcomes that could occur in the future.

The *Ottawa Next: Beyond 2036* report and findings are attached to this report as Document 1 and are summarised in more detail later in this report.

New City Official Plan

On September 12 2018, Council approved a motion directing:

“...that Planning, Infrastructure and Economic Development staff to begin a Comprehensive review of the Official Plan under the Provincial Policy Statement and a conformity review under Section 26 of the Planning Act for purposes of developing a new Official Plan for the city.”

The Council motion also required staff to table a work plan and budget for the new Official Plan early in the first term of the new Council. Staff have prepared a work program and draft budget for the new Official Plan. Staff plan that the work required to complete the new Official Plan and associated secondary plans will be completed and adopted by Council by the last quarter of 2021. The City has sought approval from the province to extend the planning period of the new Official Plan to 25 years, rather than the conventional 20 years. The planning period 2021 to 2046 is intended to coincide with census years, will allow the City to make sounder long-term infrastructure investment choices, and will ensure that the residential land supply remains within the requirements of the PPS when the plan is reviewed again in 2031.

New population projections will be developed for Council adoption at the end of 2019. A partial update of the Transportation Master Plan (TMP) will also be undertaken. This “TMP Light” will be a “refresh” of the 2013 TMP in order to update transit, road, cycling and pedestrian projects costing, affordability and prioritization. It will be based on the existing transit network, including Stage 1 (Confederation Line) and the approved Stage 2 Light Rail Transit (LRT) and the existing road, cycling and pedestrian networks. The existing planning horizon (2031), travel patterns model and urban boundary will not be updated, and there will be no significant changes to policies, mode share targets, or the list of planned projects. The completion of new Master Plans will occur after the Official Plan is completed.

An Executive Interdepartmental Sponsors Group, comprising the City Manager and the four General Managers of the most directly affected City Departments, will ensure a coordinated approach to the development of the Official Plan and the other Growth Management Plans.

Details of the work and the public engagement strategy are included in the discussion section below.

DISCUSSION

Ottawa Next: Beyond 2036

The *Ottawa Next: Beyond 2036* study was undertaken to support the development of the Official Plan by looking beyond the normal 20-year planning horizon and by considering both predictable and speculative futures and influences. This approach

provides the opportunity to identify the forces that could shape Ottawa's future as it grows from a city of one million in 2019 to a city of two million, and its role as the centre of a larger region of up to three million people by the end of the century. The findings of the *Ottawa Next: Beyond 2036* study are intended to support the development of an Official Plan that prepares the city to be adaptable and resilient to the changes we are aware of, and prepared for those we do not yet fully understand. More specifically, the findings are intended to help the city be more resilient to future shocks and to be nimble and adaptable to take advantage of future opportunities.

The *Ottawa Next: Beyond 2036* study identifies:

- Trends and disruptors that will influence the city beyond the current 20-year planning horizon.
- Possible future scenarios, which extend beyond the normal planning timeframe and arise from the identified drivers and disruptors.
- Policy considerations that will allow the City to respond to the potential changes and disruptions in a ways that are innovative, nimble, resilient and adaptable in order to create or strengthen complete communities, with the view to being the most livable mid-sized city in North America..

A scenario planning approach formed the rationale for undertaking the *Ottawa Next: Beyond 2036* study. Scenario planning examines various plausible long-term futures and is a technique that is used for long-term planning where there is a high degree of uncertainty and where more traditional forecasting techniques are less effective due to lack of data, or where trends are not as clear, and where various different influences and outcomes are possible. It is distinct from a visioning exercise as it identifies futures that are plausible as opposed to futures that are desirable. Scenario planning attempts to present a balanced account of possible future outcomes, including both positive and negative aspects. The *Ottawa Next: Beyond 2036* study recognizes that possible future outcomes are not reliant solely on what the City does. There are multiple players in city building, each player is responsible for and affected by the change and each has a distinct role to play.

The project team undertook the planning study in four steps:

1. Literature review

An examination of long-range scenario planning in Ottawa as well as other jurisdictions. The project team also collaborated with a graduate class from

Queen's University to examine scenario-planning methodologies in Canada and across the world, including the identification of trends and disruptors.

2. Identifying drivers of change

The project team identified forces that will shape Ottawa in the future (the change drivers), both the trends we can predict as well as new elements that may disrupt current trends and push the city in new directions (the disruptors) and those changes that may open up new opportunities.

3. Developing potential future scenarios

Based on the change drivers identified, the project team developed three separate potential scenarios under each of the following four themes:

- urban form and mobility,
- economic development,
- the environment and
- quality of life and social/cultural considerations.

These hypothetical scenarios help to illustrate how each of the drivers can influence the way the city could grow or function and the extent to which the City and partners can influence those outcomes.

4. Developing policy implications

The project team developed a list of policy implications derived from the change drivers and scenarios. These implications are not only the responsibility of the City but also of the City's partners and are critical to a growth management strategy and the types of housing and employment such a strategy encourages, the way people get around in the city, how the environment is used and how liveable the city will be in future.

For each of the four theme areas above, the key drivers of change and the anticipated trends are identified in the report. The implications of these drivers and the possible policy responses to each are identified for consideration by the City and its community and industry partners. There may be varying timelines and degrees of priority applied to each of the identified responses in the report.

Discussions surrounding those policy responses that affect planning will be considered as part of the proposed Official Plan review. Others will be addressed by City departments and service areas, in the context of their planning and operational frameworks or as may be informed by external stakeholders.

The City's response to *Ottawa Next: Beyond 2036*

The City's growth management strategy is reflected in a number of documents and in the way the City generally does business and manages its assets. The five principal documents that influence the physical structure of the City and the way future growth is managed are the Official Plan, the Infrastructure and Transportation Master Plans, the Economic Development Strategy, and the Air Quality and Climate Change Master Plan. These documents have been in place in various iterations for many years and have served the city well. The *Ottawa Next: Beyond 2036* study presents the opportunity to re-evaluate the content of these documents in light of the challenges and drivers of change identified through the exercise and position the city for the future using the most current information available, as illustrated in the following examples:

- Ottawa's economy is stable and housing is still relatively affordable compared to other cities, but there is still not enough housing choice that is affordable for all segments of the community. How do we establish a planning and growth management framework that leads to the provision of more choices?
- The City is making big strides in mobility choice, but we do not know how technological innovation and the changing landscape of employment will affect future transportation needs. How do we position the city to adapt?
- Our rate of growth is manageable and we have made good progress towards meeting our intensification objectives, but as the population grows, the type and location of urban land needed to support future housing needs and jobs may evolve. In many communities where intensification is occurring, the anticipated benefits in the form of amenities and services, or better transit options and good urban design, are not occurring. How do we address these issues?
- Like most North American cities and despite efforts to achieve affordable growth, Ottawa is struggling to finance the provision of new infrastructure and services and to replace or upgrade old infrastructure. As significant portions of piped infrastructure inside the Greenbelt approach their life-cycle replacement stage, what opportunities are there to strengthen the neighborhoods served by this infrastructure, in addition to the new transit levels of service now available to those areas?
- Ottawa has a government town reputation and enjoys the associated economic stability, but the City could be doing more to leverage its position as a capital city. It also has a strong knowledge-based industry sector to grow and diversify its economy on the global stage and also demonstrate that we are becoming a

much more vibrant city, not just to raise a family and operate a business, but in which to be young.

- Urban communities feel that they are not seeing all of the promised benefits of intensification in terms of amenities, quality of public spaces and urban design, transit options and housing affordability. Suburban communities bemoan of a lack of employment diversity and public realm vitality, and longer commutes. Rural communities feel that a lack of growth opportunities contributes to the loss of local services. What should the future of these diverse communities be, and how can our planning framework be more responsive to each context?

***Ottawa Next: Beyond 2036* response to the Council motion**

The *Ottawa Next: Beyond 2036* study considered everything referred to in the original Council motion, setting those elements in broader terms using a scenario-based planning approach. This approach was taken as an opportunity to better understand and anticipate changes or disruptors that may occur due to technological, social, economic and environmental factors and to develop new or modify existing policies to respond to these challenges. This broader approach is intended to position the next Official Plan as a more adaptable and effective planning framework to guide responses to and adaptively manage future changes.

With regard to the direction in the Motion to identify trends in housing (including housing supply) and employment and to identify opportunities to create complete communities beyond 2036, staff completed a detailed residential and employment lands supply analysis in 2016 for OPA180, similar to the analysis referenced in the Council motion. This analysis extended the projection period for the current Official Plan from 2031 to 2036. The City's residential land supply analysis was appealed and the Local Planning Appeals Tribunal (LPAT) will consider the appeal in late 2019.

A detailed review of the residential and employment land needs to 2046 inform the development of the next Official Plan with a planning horizon of 2046 (subject to Provincial approval). Staff will report the detailed findings of this review to Council at the end of 2019. The 2016 census information, needed as the basis of this review, only became available for this work in late 2018. Undertaking such a review as part of the *Beyond 2036* study without more current census information would have been premature. The new census information will be incorporated into the proposed 2019 projections report.

The approach taken in *Ottawa Next: Beyond 2036* provides an adaptable framework to respond to changes in the underlying components of housing (including housing supply)

and employment trends. The traditional approach of identifying past trends and projecting them forward as inflexible assumptions carries considerable risk when disruptive events occur or changes are greater than anticipated. *Ottawa Next: Beyond 2036* sets the stage for the next Official Plan review to not only consider trends in housing, housing supply and employment but to also consider how adaptable when changes or disruptions occur.

***Ottawa Next: Beyond 2036* as a basis to review the City's OP**

Ottawa Next: Beyond 2036 contains tables of policy implications tied to the major themes or areas of potential disruption identified by the study:

1. Urban form and mobility - How do we improve our approach to achieving intensification and suburban development to achieve compact development but provide for greater housing choice and affordability? How do we create more complete communities that support transit objectives and deliver fiscally sustainable infrastructure? These challenges may warrant a new land use planning structure in the plan that responds better to context than the current hierarchy of land use designations.
2. Economic development – How will changes in the retail industry and the knowledge-based economy, and the application of automation, influence the shape of the city? How do these changes challenge past models of urbanization? How will these changes impact traditional retail streets, shopping centres, power centres and new suburban communities? As Ottawa becomes less reliant on federal government jobs, how do we build a city and a vibrant local economy and communities that will compete nationally and internationally, and be attractive to new employers, new investment and create new jobs? Ottawa is not an industrial city yet large areas of the city are set aside for industrial uses. Should Ottawa's employment policies better reflect the true nature of employment in the City?
3. Environment – How do we effectively protect agricultural and environmentally sensitive land, address climate change and collaborate with others to avoid flood and fire risks and other climate-related threats that are likely to accelerate? How as a city do we become more energy-efficient? How do we maintain quick connections to the rural area, great waterways and natural settings that form part of our setting in Eastern Ontario and Western Quebec?
4. Social/cultural and quality of life – The relative affordability of Ottawa's housing is an attraction that provides us with a key global competitive advantage, but housing choices will continue to reflect an aging demographic (at least over the

next 20 years – after which time, new trends will emerge) and increasing levels of immigration. With a larger population, there will be greater demands on social infrastructure to meet the needs of different segments of the community. There will be a demand for more diversity in housing choices to ensure that gentrification does not marginalize the elderly or those with lower incomes. How do we stimulate the viability of rural communities without urbanizing our villages? How do we urbanize our urban core and provide the full package of amenities and advantages found in successful urban contexts? At the same time, we have to be sensitive to the evolution and diversity of suburban neighbourhoods and allow them to evolve to a maturity that can support the social and cultural advantages they should expect as part of a growing city. Beyond housing, the artistic and cultural life that make cities unique and those elements that make Ottawa stand out globally should form an integral part of our planning for the future.

A new Official Plan versus another amendment

There are a number of reasons why staff are recommending a new Official Plan.

1. The current policy framework in the Official Plan reflects an approach to growth management that has been in effect since amalgamation (and which originated with the former Regional Official Plans). Staff are currently testing the existing OP framework to see how effectively it responds to the concerns of stakeholders and with the findings of the *Ottawa Next: Beyond 2036* study. This testing is very likely to result in the development of new policy approaches. The new policies will be a departure from the current framework, and for this reason, developing a new Official Plan makes sense.
2. Changes to the *Planning Act* exempt new Official Plans from review for 10 years, unlike the normal five-year review for plans updated by amendment. The structure of the City's Official Plan was adopted 2003 and has undergone three comprehensive changes in the past 15 years. However, eleven of those years have involved waiting for resolution of appeals. The prospect of a 10-year update provides the City with a stable monitoring period in which the effectiveness of new land use policies will be evaluated. Recent amendments to the *Planning Act* have removed the right to appeal of Official Plan amendments that require Ministerial approval. This means that regardless of whether a new plan is created or if the current plan is updated in part through a comprehensive review, appeals would not be permitted.

3. The 10-year period also forms a good basis for the City to seek concurrence from the province for more than the 20-year supply required by the PPS. Staff see this as an opportunity for the City to seek agreement from the Province for a 25-year planning horizon of 2046.

Recommended Work Plan for the New Official Plan

A new Official Plan will involve a complete review of all existing policies, land use designations and mapping, even for those components that are working well and may be retained in the new Plan. Staff anticipate that the new Plan will consolidate the existing four volumes that make up the Plan today. These include Secondary Plans and site-specific policies (which will be reviewed to remove duplication or conflicting policies and directions).

A Parks Plan is required in order to justify the City’s continued use of the alternative Parkland Dedication provisions in the Planning Act. This plan will be prepared in parallel with the new Official Plan. Once Council adopts the updated growth projections, staff will proceed to evaluate urban land, transportation and infrastructure needs to the new planning horizon. These reviews and the writing of the new document will involve a considerable amount of work as will the co-ordination of the consultation proposed by the City and required by the Planning Act. Staff anticipate that the new Plan will take three years to complete, with a final version to be submitted for Council adoption at the end of 2021.

Table 1 below broadly illustrates the work timing and identifies the four major phases of the work program. Each phase identifies the significant milestones and the target month of completion.

TABLE 1		Start	End
Milestone 1	Background Studies and Consultation	Started	Nov 2019
	Background analysis and data collection for the new OP	Started	2019
	Complete consultation: Wave 1 Discussion Papers	Mar 2019	Apr 2019
	These papers are themed to address the big issues and challenges identified in <i>Ottawa Next: Beyond 2036</i> . The papers, with the		

TABLE 1		Start	End
Milestone 2	<p>following themes, are to be released for public comment in Feb 2019:</p> <ul style="list-style-type: none"> • The Greater Metropolitan Region • The Economy • Healthy Ottawa • Energy • Climate • Housing • Infrastructure • Rural Ottawa • Natural Ottawa <p>Complete consultation: Wave 2 Discussion Papers</p> <p>These papers will build upon the results of Wave 1 and frame the direction for the new OP:</p> <ul style="list-style-type: none"> • Growth Projections to 2046 • Growth Management Options and Expansion Criteria • Policy Framework • Employment Lands • Housing and building Typologies • Neighbourhood Planning • Urban design, Heritage and Archaeology • Mobility 	Apr 2019	Oct 2019
Milestone 3	<p>2046 Projections to Planning Committee and Council</p>		Nov 2019

TABLE 1		Start	End
Milestone 4	Draft Policy Directions and Recommendations <ul style="list-style-type: none"> • Draft Policy Directions report released – includes recommended changes to the Official Plan and urban land requirements if needed. • Advertising public meeting • Public Meeting under Section 26 of the Planning Act, reviews and approves draft policy directions 	Nov 2019	Jun 2020
	Council directs tabling of draft New Official Plan	Nov 2020	Apr 2020
			Jun 2020
Milestone 5	New Official Plan, Technical and Agency review, Statutory Public Meeting(s) <ul style="list-style-type: none"> • Preparation Draft Official Plan and Secondary Plans. 	Jun 2020	Feb 2021
	Draft Official Plan and Second Plans Tabled at PC and Council <ul style="list-style-type: none"> • Technical Circulation • Public Open Houses • Finalize staff report and technical changes to draft OP 	Jun 2020 Feb 2021 Jul 2021	Jan 2021 May 2021 Jun 2021 Sept 2021
Milestone 6	Planning Committee - Public meetings (more than one anticipated)	Sept 2021	Oct 2021
Milestone 7	Council Adopts New OP		Nov 2021

Staff from a number of City departments have been involved in data collection and are completing preparation of the background documents for the Wave 1 Public Consultation to begin in March 2019. Community Consultation staff have developed a Public Engagement Strategy, which is summarised below under the heading “Consultation”.

To support the selection of new urban land, if it were to be required to meet the projected 2046 housing and employment needs, the City will review and update the site selection criteria used in 2009. This review will focus on the selection of locations that will be financially sustainable over the long-term and that support the City’s investment in light rail transit.

To support the identification of opportunities within existing built-up areas, a thorough exercise of infrastructure age and condition mapping will be undertaken, along with transit service-level mapping, which will feed into capital budget projections to deal with necessary life-cycle projects and operational enhancements that may need to be implemented through the life of the plan.

Updates to the Transportation, Infrastructure and Greenspace/ Parks Master Plans will commence in co-ordination with the new Official Plan. The review of the 2013 Transportation Master Plan (“TMP Light”) will be a “refresh” only to update transit, road, cycling and pedestrian projects costing, affordability and prioritization. It will be based on the existing transit network, including Stage 1 (Confederation Line) and the approved Stage 2 LRT and the existing road, cycling and pedestrian networks. Work plans for the full Master Plans will be developed separately and may be completed after the Official Plan.

Executive Interdepartmental Steering Committee

A Steering Committee comprised of the City Manager and the General Managers of the Planning Infrastructure and Economic Development, Transportation Services Department, Public Works & Environmental Services Department; and Recreation Culture and & Facility Services Department has been formed to ensure the coordination of strategic directions, policy and timing of initiatives across the four departments. The Committee will also continue to ensure consistency as the other growth management plans are completed by these departments. Other General Managers will also participate as required. The General Manager of Community and Social Services will also participate when housing issues are being dealt with.

Councillor Sponsors' Group

The role of the proposed Council Sponsors Group's is to champion and support the project through the Public Consultation and Legislative Agenda over the course of the three-year project schedule. To ensure that the Council Sponsors Group will be able to fulfil this role, staff will keep the sponsors group apprised through briefings (briefing notes or briefing meetings) of the review process at key milestones including public engagement events and will provide the Councillor Sponsors all information produced such as discussion papers and as we heard it reports for their information.

RURAL IMPLICATIONS

There are no direct implications from this report for the rural area. Consultation in the rural communities will form an important component of the proposed Official Plan Review. Throughout the Official Plan process, the Agricultural and Rural Affairs Committee will be consulted and informed of all consultation in rural wards and any proposed land use policy directions that impact Ottawa's rural area and villages.

CONSULTATION

Ottawa Next: Beyond 2036

In addition to the Sounding Board consultations for *Ottawa Next: Beyond 2036*, staff engaged with the Ottawa Youth Engagement Committee (OYEC) to gain a perspective on what challenges today's youth believe will shape the future of their city. OYEC is comprised of 18 youth between the ages of 15 and 24 who work in partnership with the City of Ottawa to encourage youth engagement and representation.

As part of the study's public engagement strategy, the City also reached out to Ottawa residents via an online questionnaire that was hosted on the *Ottawa Next: Beyond 2036* webpage between January 23 and April 4, 2018. In total, there were 302 survey respondents. The survey consisted of the following questions:

- What does liveability mean to you?
- What are Ottawa's strengths and Ottawa's opportunities in each of the following areas?
 - Mobility
 - Jobs, economic security and economic opportunity
 - Housing
 - Natural environment
 - Arts, culture and recreation

- Sense of community
 - Inclusive, healthy and vibrant neighbourhoods
 - What are Ottawa's opportunities in each of these areas?
- Are there any other thoughts or ideas that you would like for us to consider?

The results helped to identify which themes and change drivers resonated most with residents as well as identify potential future opportunities.

The City also reached out to Ottawa youth via an online questionnaire distributed through community associations, schools and organizations who work with the city's youth. The questionnaire was available online between March 16 and April 6, 2018.

The outcomes of these consultations form part of the "As we heard it" report that forms part of Document 1.

The Engagement Strategy for the New Official Plan

Public consultations will begin in March this year with the release of the Wave 1 and followed by the Wave 2 discussion papers that will develop the themes identified in Table 1.

In addition to the statutory meetings and notifications and meeting required by the *Planning Act* the City's Community Consultation Group proposes to take consultation to the community by:

- Engagement Discussion panels at a variety of locations in the city to provide the public face-to-face interaction with subject matter experts. These discussions will also be live streamed to solicit online input.
- Project staff will also be involved in "Pop-up" engagement opportunities throughout the City to solicit input "where people are".
- Councillors and stakeholder groups will be encouraged to host engagement opportunities.
- Stakeholder meetings and focus groups on specific topics or policy themes.
- The City's Advisory Committees will also be utilized as partners to engage throughout the process.

Lists of the identified external and internal Stakeholder groups is attached at Document 2.

COMMENTS BY THE WARD COUNCILLORS

This is a citywide report – not applicable.

LEGAL IMPLICATIONS

There are no legal impediments to the adoption of the recommendations in this report.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications as a result of the recommendations of this report.

FINANCIAL IMPLICATIONS

Recommendations 1 and 3: There are no direct financial implications.

Recommendation 2: The 2019 Draft Capital Budget includes \$500,000 per year for 2019 to 2022 for the Official Plan Review. Funds are available, subject to the annual budget process and approval.

ACCESSIBILITY IMPACTS

There are no accessibility impacts associated with this report.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this Zoning By-law amendment.

TERM OF COUNCIL PRIORITIES

This report addresses the following the 2015 – 2018 Term of Council Priorities:

- EP2 – Support growth of local economy
- TM2 – Provide and promote infrastructure to support safe mobility choices
- ES1 – Support an environmentally sustainable Ottawa
- HC3 – Create new affordable housing options
- HC4 – Support Arts, Heritage, and Culture

SUPPORTING DOCUMENTATION

- Document 1 *Ottawa Next: Beyond 2036* Draft Final Report: Scenarios, Change Drivers and Policy Implications, July 2018
- Document 2 External and Internal Stakeholder Groups

DISPOSITION

That staff in the Planning, Infrastructure and Economic Development Department formally initiate the Official Plan Review process as discussed and described in this report.