

**Report to  
Rapport au:**

**Joint meeting of/ Réunion conjointe du  
Planning Committee / Comité de l'urbanisme  
and / et  
Agriculture and Rural Affairs Committee / Comité de l'agriculture et des affaires  
rurales**

**25 January 2021 / 25 janvier 2021**

**and Council  
et au Conseil**

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

**File Number:** ACS2021-PIE-EDP-0001

**SUBJECT:** New Official Plan: Growth Management Report II - Lands Proposed  
for Residential and Industrial Urban Expansion

**OBJET:** Nouveau Plan officiel : Gestion de la croissance - Rapport II. Terrains  
proposés pour l'expansion urbaine des secteurs résidentiels et  
industriels

## **REPORT RECOMMENDATIONS**

**That the Joint Planning Committee and Agriculture and Rural Affairs Committee  
recommend Council:**

- 1. Direct staff to include mapping and policies to establish a Gold Belt in the new Official Plan, as described in this report, such that the Gold Belt be primarily composed of Agricultural Resource lands, aggregate resource areas and natural areas and with the intent that this Belt be established to contain future urban expansion in the City of Ottawa until the end of the century;**
- 2. Direct staff to submit to Council amending by-laws to the Tree Protection and Site Alteration By-laws to apply the relevant provisions of each by-law to protect trees and natural features on any land areas evaluated in Documents 2 or 3 until such time as the new Official Plan is approved by the Minister of Municipal Affairs and Housing, and the appropriate limits of each by-law's protections are finalised in accordance with that decision;**
- 3. Approve the Category 1 lands identified in Appendix A and described in Document 2, representing land clusters of 1,011 hectares that best meet the evaluation criteria and the Five Big Moves, as candidate areas to be added to the urban boundary in the new Official Plan, and direct staff to insert this Appendix into the draft Official Plan for technical circulation purposes;**
- 4. Direct staff to include gating policies for mobility and infrastructure upgrades that are required before development can take place as part of the recommended urban expansion of Category 1 lands in Appendices A and B that will be recommended to Council in the draft Official Plan;**

5. **Direct staff to identify an additional 270 hectares to be added to the urban boundary for future neighbourhoods under the approved Growth Management Strategy, and to report back to Council with informed recommendations, no later than Q4 2026, on one of these options:**
  - i) **Distributed option: An analysis of Category 2 lands identified in Appendix B and described in Document 2 which represent parcels distributed around and contiguous to the existing urban boundary and/or to lands recommended for inclusion under Recommendation 2, and prepare necessary gating policies for mobility and infrastructure upgrades that are required before development can take place;**

**OR**
  - ii) **An analysis of three possible concentrated options: An analysis of all Category 3 lands identified in Appendix C and described in Document 3, and outline the financial, planning, infrastructure, transit, transportation, geotechnical and environmental considerations necessary to be analyzed as listed in Appendix D, following Council approval of the Transportation Master Plan;**

**OR**
  - iii) **A focused analysis of a single concentrated option: An analysis of Category 3 lands identified in Appendix C and described in Document 3 only for a single concentrated option at a location that has the largest amount of available land, and outline the financial, planning, infrastructure, transit, transportation, geotechnical, hydrological, environmental and ecological considerations and proponent-financed studies necessary to be analyzed as listed in Appendix D, following Council approval of the Transportation Master Plan;**
6. **Direct staff to monitor the uptake of identified growth lands, and the number of units created through intensification against the growth management strategy adopted by Council in May 2020, and report back to Council on the City's compliance with the Provincial Policy Statement's requirement for a 15-year land supply no later than Q4 2026;**
7. **Receive and adopt the Industrial and Logistics Land Strategy, attached as Document 5;**

8. Approve the lands identified in Appendix D, representing land clusters of 140 net hectares, for inclusion in the urban boundary as new Traditional Industrial, Freight and Storage lands and direct staff to insert this Appendix into the draft Official Plan for technical circulation purposes;
9. Approve the lands identified in Appendix E, representing land clusters of 20 net hectares, as new Rural Industrial, Freight and Storage lands and direct staff to insert this Appendix into the draft Official Plan for technical circulation purposes;
10. Direct staff, through the new Official Plan, to convert the lands shown as Industrial Area 1 in the Richmond Secondary Plan to a non-industrial land use; and include an area-specific policy for the area southeast of McBean Street and the railway with the intention of requiring a secondary planning process to provide the requirements in Section 12 of the new Official Plan that amends the Richmond Secondary Plan prior to any approvals for plans of subdivision or site plans within this area;
11. That the Agricultural and Rural Affairs Committee and Planning Committee be delegated the authority:
  - i) To hold the public meetings pursuant to the *Planning Act* for the consideration of the comprehensive Official Plan; and
  - ii) To receive a report and provide recommendations to Council with respect to any draft decision by the Minister of Municipal Affairs and Housing with respect to the comprehensive Official Plan.

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité de l'urbanisme et le Comité de l'agriculture et des affaires rurales fassent les recommandations conjointes suivantes au Conseil :**

1. Demander au personnel de prévoir des cartes et des politiques en vue d'établir une ceinture dorée dans le nouveau Plan officiel, comme le décrit le présent rapport, de façon à ce que la ceinture dorée se compose principalement de secteurs de ressources agricoles, de secteurs de ressources en agrégats et d'espaces naturels, et qu'elle accueille la croissance future d'Ottawa d'ici la fin du siècle;
2. Demander au personnel de soumettre au Conseil des règlements municipaux modifiant le Règlement sur la protection des arbres et le

**Règlement sur les modifications d'emplacements afin d'en faire respecter les dispositions applicables pour protéger les arbres et les éléments naturels de toutes les terres évaluées dans les documents 2 et 3, jusqu'à ce que le nouveau Plan officiel soit approuvé par le ministre des Affaires municipales et du Logement et que les limites des mesures de protection de ces règlements soient confirmées par cette décision;**

- 3. Approuver l'ajout des terres de catégorie 1 présentées à l'annexe A et décrites dans le document 2, qui représentent les grappes de 1 011 hectares correspondant le mieux aux critères d'évaluation et aux cinq grands changements, à titre de zones candidates pour l'inclusion dans les limites du secteur urbain du nouveau Plan officiel, et demander au personnel d'inclure cette annexe dans le nouveau Plan officiel aux fins de la diffusion des renseignements techniques;**
- 4. Demander au personnel d'inclure des politiques de contrôle pour les mises à niveau relatives à la mobilité et aux infrastructures qui sont requises avant les travaux d'aménagement dans le cadre de l'expansion urbaine recommandée des terres de catégorie 1 dans les annexes A et B qui seront recommandées au Conseil pour le nouveau Plan officiel;**
- 5. Demander au personnel de délimiter 270 hectares à ajouter aux limites du secteur urbain en vue de l'aménagement de nouveaux quartiers dans le cadre de la stratégie de gestion de la croissance approuvée, et de faire au Conseil des recommandations éclairées au plus tard au T4 de 2026 au sujet de l'une de ces options :**
  - i) Option de répartition : l'analyse des terres de catégorie 2 présentées à l'annexe B et décrites dans le document 2 qui constituent des parcelles réparties autour et aux abords de la limite du secteur urbain actuelle et/ou des terres dont l'inclusion est préconisée dans la recommandation 2, et la préparation des politiques de contrôle nécessaires pour les mises à niveau relatives à la mobilité et aux infrastructures requises avant les travaux d'aménagement;**
  - OU**
  - ii) Analyse de trois options de concentration possibles : l'analyse de toutes les terres de catégorie 3 présentées à l'annexe C et décrites dans le document 3, et la définition des questions de financement, de**

**planification, d'infrastructures, de transport en commun, de transport, de géotechnique et d'environnement à analyser selon l'annexe D, après l'approbation du Plan directeur des transports par le Conseil;**

**OU**

- iii) Analyse ciblée d'une option unique de concentration : l'analyse des terres de catégorie 3 présentées à l'annexe C et décrites dans le document 3 pour une seule option de concentration à l'emplacement comportant la plus grande superficie de terres disponibles, et la définition des questions de financement, de planification, d'infrastructures, de transport en commun, de transport, de géotechnique, d'hydrologie, d'environnement et d'écologie à analyser ainsi que des études financées par les promoteurs nécessaires, comme les décrit l'annexe D, après l'approbation du Plan directeur des transports par le Conseil;**
- 6. Demander au personnel de surveiller l'aménagement des zones de croissance prédéfinies ainsi que le nombre de logements créés par la densification dans le cadre de la stratégie de gestion de la croissance adoptée par le Conseil en mai 2020, et d'indiquer au Conseil si la Ville répond à l'exigence de la Déclaration de principes provinciale concernant l'offre de terrains pour les 15 prochaines années, au plus tard au T4 de 2026;**
  - 7. Recevoir et adopter la stratégie industrielle et logistique concernant les terres, présentée dans le document 5;**
  - 8. Approuver l'inclusion des terres présentées à l'annexe D, qui constituent des grappes de 140 hectares nets, dans les limites du secteur urbain à titre de nouveaux secteurs traditionnels de l'industrie, du transport des marchandises et de l'entreposage, et demander au personnel d'inclure cette annexe dans le nouveau Plan officiel aux fins de la diffusion des renseignements techniques;**
  - 9. Approuver la désignation des terres présentées à l'annexe E, qui constituent des grappes de 20 hectares nets, à titre de nouvelles terres d'industrie rurale, de transport de marchandises et d'entreposage, et demander au personnel d'inclure cette annexe dans le nouveau Plan officiel aux fins de la diffusion des renseignements techniques;**

10. **Demander au personnel, dans le cadre de la révision du Plan officiel, de convertir les terrains désignés « Zone 1 industrielle » dans le Plan secondaire de Richmond en utilisations du sol non industrielles, et inclure une politique propre au secteur situé au sud-est de la rue McBean et du chemin de fer afin que soit exigée la préparation d'un plan secondaire pour répondre aux exigences de la section 12 du nouveau Plan officiel qui modifie le Plan secondaire de Richmond, avant toute approbation d'un plan de lotissement ou d'implantation dans ce secteur;**
11. **Que soit délégué au Comité de l'agriculture et des affaires rurales et au Comité de l'urbanisme le pouvoir de :**
  - i) **Tenir les réunions publiques exigées par la Loi sur l'aménagement du territoire pour l'étude du Plan officiel détaillé;**
  - ii) **Prendre acte d'un rapport et formuler des recommandations au Conseil au sujet de tout projet de décision du ministre des Affaires municipales et du Logement relative au Plan officiel détaillé.**

## **EXECUTIVE SUMMARY**

On November 20, 2020, the City released its draft new Official Plan (OP). Once approved, the new OP will be the City's primary planning document to guide growth and redevelopment in the Ottawa for at least the next 25 years. The draft new OP must be based on the requirements of the Province's *Planning Act* and, for matters of provincial interest, the Provincial Policy Statement. Once finalized, the new OP will also inform other City master plans to ensure that services such as water, roads, parks, greenspace and transit are available to support the new development Council directs.

By the year 2046, Ottawa's population is expected to grow from one million to just over 1.4 million people. Accommodating a 40 per cent increase in population over the next 25 years represents significant technical, social and financial challenges to the City. The new OP helps to inform other City master plans to ensure that services such as water, roads and transit are available to support new and existing development.

Ottawa is a growing city so understanding, and planning for, the interrelationships and interdependencies of growth, and regulation of development and regeneration of housing, employment, the environment, servicing, transit and transportation are very important. This means that, to meet the goal of making Ottawa the most liveable mid-sized city in North America, Ottawa's population growth must be environmentally and financially sustainable. Achieving this is challenging. Not only because of the size of

Ottawa (which fits within its city limits inside the collective area of Calgary, Edmonton, Toronto, Montreal and Vancouver), but also because growth must not come at the cost of endangering our rich rural character and many waterways.

This report is the second in a series of growth management strategy reports prepared by the City as part of the new OP. It continues the conversation with Council and the community that began with the first report (the new OP – Growth Management Strategy, [ACS2020-PIE-EDP-0012](#)), presented in May 2020, where Council, with the benefit of a significant amount of public interest and feedback, approved a 25-year balanced scenario for growth. The Growth Management Strategy was also informed by an earlier report, the new OP – Preliminary Policy Directions ([ACS2019-PIE-EDP-0046](#)), approved by Council on December 11, 2019. Council also directed staff to identify lands for potential urban expansion based on a set of detailed criteria based on the goals and objectives in the OP, the Provincial Policy Statement and the Five Big Moves, which are as follows.

1. Growth: achieve, by the end of the Plan's planning period, more growth by intensification than by greenfield development. This growth will provide for complete communities and a variety of affordable housing options.
2. Mobility: by 2046, the majority of trips in the city of Ottawa will be made by sustainable transportation (walking, cycling, transit or carpool).
3. Urban Design: improve our sophistication in urban and community design, and out this knowledge to the service of good urbanism at all scales, from the largest to the very small.
4. Resiliency: embed public health, environmental, climate and energy resiliency into the framework of our planning policies.
5. Economy: embed economic development into the framework of our planning policies.

The first of these big moves, Growth, was decided by Council in 2020 when it approved the land supply budget for this OP. Urban Design is a fine-grained level of planning left to neighbourhood and site design and does not provide guidance to the current decision before Council. Resiliency is built into the evaluation criteria used to recommend lands through the avoidance of certain lands and the ability to promote compact transit-oriented development patterns that are better for climate change mitigation. This means that, after accounting for lands excluded by resiliency factors, Mobility and Economy become distinguishing factors amongst the alternatives for locating growth.

As noted, the new OP is required first to adhere to the policy and directions in the 2020 Provincial Policy Statement. The Five Big Moves in the new OP provide a further, more specific refinement of the criteria beyond the minimum requirements of the PPS and in keeping with Council's vision. As well, in recognition of the City of Ottawa's commitment to reconciliation, staff acknowledged the need to have a focused partnership with Indigenous communities as a priority for the new OP. This report also fulfills the direction from Council in its resolution of appeals to OPA 150, which amended OP policies related to consideration of options to accommodate future growth.

Many cities have struggled with the question of where to grow. In Ottawa, City Council has decided on a methodology that addresses this city's unique social, financial, ecological and technical challenges while meeting the directions of the *Planning Act* and the Provincial Policy Statement.

Specifically, in May 2020, the Joint Meeting of Planning Committee and Agricultural and Rural Affairs Committee and City Council approved that the Residential Growth Management Strategy (RGMS) be evaluated using a Balanced Scenario, which provides an achievable incremental approach by providing increased dwelling options within existing neighbourhoods. The Balanced Scenario is based on the accommodation of at least 51 per cent of overall residential growth through intensification, with an intensification target that increases to 60 per cent in the 2041 to 2046 period. The amount of greenfield lands needed against the increasing percentage of intensification was determined to be 1,281 gross hectares.

Key to the Balanced Scenario is encouraging more and new types of dwelling options suitable for families within the built-up area (such as 613 Flats), which will help increase the supply of larger units. An increasing rate of intensification means that the city will grow less and less through greenfield development in the future. It will also set the stage for several long-term goals of the City (as outlined in Section 2 of the draft new OP) which include:

- Giving future Councils the option of achieving a static urban boundary after 2046 where neighbourhoods are guided through regeneration to achieve the 15-minute neighbourhood model;
- Building the city in a way that leads to a majority of trips by residents to be by sustainable modes of transportation; and

- Permanently protecting agricultural lands and the major elements of the natural heritage system, effectively creating an agricultural belt beyond which the Suburban Transect will no longer grow.

Much of this report deals with the intricacies of determining where these new greenfield areas should be located. It provides the results of the land evaluation undertaken by City staff using the criteria approved by Council and recommends those lands that will fulfil the City's growth requirements to the year 2046. Wherever relevant, staff has tried to provide detail on how various factors and constraints are measured.

Staff's evaluation has been based on the best information available at the time; where gaps in information were discovered, they were researched both by staff and independent experts.

Expanding outwards on lands contiguous to existing suburbs has historically been the easiest and most cost-effective way for the city to grow. For a city such as Ottawa, which has a large rural land base, it has often been relatively easy and less expensive to extend transit and services a short distance without building new feeder systems. As well, the Provincial Policy Statement encourages development that is contiguous to existing settlements mainly for that ease and economy in providing public services.

Ottawa's existing suburbs are largely surrounded by agricultural lands or lands with sensitive environmental features. Agricultural lands are typically flat and well drained, so they are generally less expensive to initially develop for housing. But extending endlessly outward is the wrong thing to do because it means that the city is stretching its servicing and transit further and further until expensive upgrades are needed to patch this entire network. In addition, outward expansion also costs more on an ongoing, operational basis. There are also impacts to long term food security, the environment and wildlife and quality of life as the city's neighbourhoods and systems are continuously stretched outward.

Recognizing this, in May 2020, Council made the strategic decision to ensure the urban boundary is not extended onto agricultural resource lands adjacent to existing suburbs even if the Provincial Policy Statement allows that to happen when there is no reasonable alternative. Council voted unanimously to protect agricultural resource lands to secure a sustainable future and food security of our region. The analysis in this report confirms that Ottawa has reasonable alternatives for growth outside of these agricultural resource areas.

This report recommends specific lands for urban, commercial and industrial growth, framed by the establishment of what staff describe as a Gold Belt in the new OP to direct future urban development away from Ottawa's agricultural and natural areas.

The recommended Gold Belt (which is a placeholder name for the purposes of this report, and may change by the time the draft Official Plan is tabled) builds on the opportunity created by Council's protection agricultural resource lands, and would include specific agricultural, natural environment and aggregate lands to contain Ottawa's ultimate urban footprint, and help ensure long term protection of these lands as the city grows, in much the same way that the Greenbelt protected areas of countryside and natural areas from growth beginning in the 1950's, which was successful for the first number of decades, when the creation of 'bedroom communities' was a planned outcome.

Staff believes the recommended new Gold Belt, which can be considered an outer greenbelt, is more likely to be successful at framing the next phases of urban growth through the remainder of this century. The City is now planning in terms of minimum densities, has ambitious and rising regeneration targets, and its OPs have been turned towards growing the city around its rapid transit system for at least the past 30 years, with increasing success.

The report also recommends steps to protect trees and natural features on lands being evaluated, with temporary amendments to the Tree Protection and Site Alteration By-laws. These amendments would prohibit site alteration and prohibit tree cutting on lands under review for expansion until such time as the new OP is approved by the Minister of Municipal Affairs and Housing. This signals Council's intent to evaluate these lands for potential incorporation into the urban boundary and, as such, applies urban rather than rural-type protection to trees and to the natural conditions of these lands. Staff believes this is necessary in order to allow for the preparation of all relevant studies and analyses to confirm the extent of developable areas and the outline of any natural features that ought to be protected.

With respect to the lands recommended in this report to meet the City's residential growth, there were challenges with respect to meeting the full requirements through the entire 2046 planning horizon. This is due to several factors.

First, the Balanced Scenario is based on target intensification rates gradually increasing to 60 per cent by the 2041 to 2046 time period. Ottawa has adopted one of the highest intensification targets in North America. Intensification means change in existing neighbourhoods, and this is challenging to get right. Creating buy-in and

acceptance of intensification takes time, meaning the shift to more multi-family residential housing in many neighbourhoods that don't have that today will take time. So, the City still needs to plan for some outward growth to transition to new growth patterns from current ones.

With the result of the land evaluation exercise based on the selection criteria approved by Council and the Five Big Moves, too many questions remain unanswered for non-optimal lands to be considered for addition into the urban boundary. Servicing, mobility, environmental and financial sustainability are key factors that need to be explored further.

Next, one consistent message staff has heard about suburban growth in consultations and in Council discussions is the relationship between new land development and the infrastructure to support it. The biggest challenge for the City is not in the planning of infrastructure to accompany growth. The City's Transportation Master Plan and Infrastructure Master Plan have been effective tools at providing that planning framework. The challenge has been in financing growth-related infrastructure through development charges and other forms of financial agreements with development interests.

Development charges should pay for most components of hard infrastructure related to new growth, but it is not a steady and predictable revenue stream, so the charge needs to be continually re-calibrated. There is a built-in lag in the system that means that the incoming revenues from new development don't give the City sufficient flexibility to deploy infrastructure in the earliest phases of new development. Growth occurring in multiple directions is a challenge, and the geographic shape and large size of the city exacerbates this, since the growth-related projects are spread in different directions rather than concentrated in a single focused area for growth.

As well, Council has expressed concerns about the lag between the construction of transportation infrastructure with suburban growth and resulting over capacity placed on major connecting corridors that extend through the Greenbelt (e.g. Innes Road, Riverside, Albion, etc.) and connect with the more central parts of the city. Ultimately, a fully built-out O-Train system (Stages 1, 2 and 3) will enable a more robust modal split if paired with sustained investments in transit operations.

However, the pandemic has added another layer of uncertainty with respect to travel and growth patterns. While work on the TMP is progressing, the Origin-Destination Travel Survey, a key element of the project, has been postponed until the fall of 2021. This in turn has delayed the modelling work necessary to forecast future travel demand

and identify network needs. As the TMP moves forward, consideration will need to be given to the frequency with which people travel to a workplace and the way in which households procure their weekly and daily food, retail and service needs. Although the momentary trend towards more remote properties may be interpreted by some as a harbinger of major changes in urban growth patterns, the Growth Management Strategy and its allocation of growth will not change because the costs of providing urban services will not change, but the need for physical distancing will end once the pandemic winds down.

Mobility shifts won't happen overnight and growth within the next 10-15 years will continue to rely on the backbone of the O-Train, the Transitway, provincial highways and arterial roads that exist today. To make the plan work, further investment in transit corridors in the current TMP and future elements in upcoming new Transportation Master Plan will be needed regardless of where growth is to be located. The impact of the pandemic on current mobility patterns and the timelines for the Origin-Destination Travel Survey and related transportation modelling have introduced uncertainty into the analysis that staff account for in the recommendations to Council. With that understanding, the land evaluation using the Balanced Scenario and the Five Big Moves results in a staff recommendation for Category 1 clusters that provide 1,011 gross hectares of land, which are sufficient for the new OP to comply with the PPS-mandated 15-year land supply until at least 2026. These lands also leverage the investments in Light Rail transit (Stages 2 and 3) that are already under construction or approved and planned. These lands also leverage existing and planned servicing capacity.

Because Category 1 lands do not add up to the necessary 1,281 hectares required under the Growth Management Strategy, for staff to provide the best recommendations for the remainder of residential lands to be included in the urban boundary, the report recommends additional studies to identify the remaining 270 hectares needed for the lifetime of the plan.

Staff have identified three options for Council to consider (distributed, multiple new communities or a single new community), and staff would come back to Committee and Council no later than Q4 2026 with recommendations on one of the options.

Option 1 is to look for lands contiguous or proximate to Category 1 lands that did not obtain a passing grade in the scoring under the Council-approved criteria. These lands may present additional technical challenges and cost to servicing and may not be within the transit inclusion area. The lands would also need to be further evaluated under the

Five Big Moves before a decision is made. Staff have called these lands Category 2 and describe this option as the Distributed Option. Lands in Category 2 require local transit improvements, servicing infrastructure and new roads infrastructure projects that would necessitate specific gating policies in the new OP to address any significant transportation or infrastructure issues prior to being added to the urban boundary.

Option 2 is to study three possible locations on which to establish a new community inside the proposed Countryside Belt at a location that may be contiguous or non-contiguous to existing urbanization. These lands have been captured under Category 3 and are called the “new community option”. Staff have identified three possible locations for a new community. All three are options that would require significant research, analysis and investment. Two of those are on lands that would represent a larger contiguous expansion of the existing built-up area: those are South March and Riverside South. Both these options are geographically limited from subsequent expansions by agriculturally or environmentally valuable lands and the proposed Gold Belt. The third new community option, in Leitrim East/Carlsbad West area, would involve identifying lands that would be the seed in the first stage of the development of a new community comparable in size to Blackburn Hamlet or Bells Corners (approximately 270 net hectares).

Choosing the Leitrim East/Carlsbad West new community option would not commit the City and future Councils to subsequent expansions. Future councils however will be challenged to make more viable the extensive infrastructure and transit investments required to establish Leitrim East/Carlsbad West in a way that competes with other candidate new community areas and also achieves the Five Big Moves. However, this option does create some unique opportunities that are not possible with the other options.

Option 3 is to choose one of the Category 3 new community areas inside the proposed Gold Belt for further analysis. This option has the benefit of scoping City efforts before 2026 and would avoid a re-evaluation and scoring of each Category 3 area. By focusing on one area, the City may be able to mitigate the infrastructure funding challenges of having more areas competing for the same funding.

All three options have advantages and disadvantages, and all three require much more work to understand the way they could be implemented. The City has time however because these lands are not necessary to fulfil the City’s residential land requirements under the PPS (assuming intensification targets are met) until at least 2041.

The location of the land cannot yet be shown on a land schedule, since the boundaries of the land are unknown. Based on Council's recommendation staff would include a policy in draft Official Plan confirming the study the area and area of land to be added to be added by amendment to this plan no later than 2026 to meet the land requirements of the PPS. Staff recommend that Council adopt a series of technical studies and financial requirements as essential conditions for lands in either option. Upon the satisfactory resolution of the issues and challenges identified in that appendix, the lands could be approved by Council as early as 2026 for inclusion in the urban boundary.

Finally, this report also recommends growth lands for employments purposes, as directed by the 2020 Provincial Policy Statement (PPS). Lands for employment purposes include "employment areas", which is a defined term in the PPS where business parks have the following primary activities: Manufacturing; Warehousing; and Offices.

Planning for employment industrial areas in the new OP must be consistent with PPS direction and take into consideration Council's adopted policy directions for the new OP and how trends and drivers of change may influence industrial-related activities to 2046. One such trend is based on advancements in automated systems and their application within warehousing. These new automated warehousing operations are more commonly known as a "distribution centre" or "fulfilment centre" (an expression popularized by Amazon).

In the past, land budgets for these employment areas would have been referred to as an "employment land review". Notwithstanding the "employment area" label, the PPS focusses on industrial activities and office parks. Focussing on areas for industrial activities and, in light of an emerging trend towards distribution centres warrants a label that more accurately describes the clusters of manufacturing and warehousing activities to be designated in the new OP. The term "industrial and logistics" intends to convey the specific uses that these lands are reserved for, rather than any other employment that could locate in other parts of the city, such as office. The Industrial and Logistics Land Strategy, attached as Document 5, is a comprehensive review of employment areas and a land budget of the industrial and logistics job component for the new OP.

Consistent with the new OP policy directions adopted by Council to plan for employment areas based on their different contexts, multiple designations are proposed that correspond to the different types of business parks as defined in the PPS. This report recommends approximately 140 net hectares of new industrial, freight and storage

lands necessary to accommodate the industrial-related component of the adopted employment projections for urban boundary expansion, which is within the 69-to-369-gross hectare range estimated in the Growth Management Report presented to Council in May 2020.

The report also notes that the decisions made by Council through this growth management report, being coupled with the new OP, cannot be appealed following Ministerial approval. In the past, significant City resources have been applied in protracted adjudication before the Ontario Municipal Board (now the Local Planning Appeal Tribunal) to defend a newly-adopted urban boundary. These appeals have, historically, taken years to resolve (the current OP, for example, is still under appeal in sections). The fact that the recommendation cannot be appealed gives City Council unprecedented authority in determining Ottawa's future form in a way not possible before. Providing greater certainty in planning for a growing, dynamic city is important for Ottawa to achieve Council's Five Big Moves.

The report also recommends monitoring the progress of the OP and reporting back to Council in five years. The intensification target that underpins the growth management strategy represents a significant shift in urban growth patterns. There is considerable market momentum for this shift which the COVID-19 pandemic may momentarily slow, and given the high interest revealed by public consultation in 15-minute neighbourhoods and walkable communities, staff remains of the opinion that the new targets should remain in the new OP.

The City does not control the rate at which landowners choose to change existing uses. There are technical challenges to implementing intensification in some areas, and there is not always public acceptance of intensification. These are all challenges that can be addressed, but it could affect the intensification rate which may effect the 15-year residential land supply in the PPS.

For that reason, and as a matter of good planning, ongoing monitoring of these targets on an annual basis will continue and will be reported in the Annual Development Report, and staff recommend a review in 2026 of the land supply and intensification targets.

As with the previous reports, the Council Sponsors Group for the OP provided insight and feedback on the recommendations in this report.

## **Purpose**

The purpose of this report is to:

1. Recommend clusters of land for urban boundary expansion in accordance with the Provincial Policy Statement, Council-adopted criteria and the Five Big Moves;
2. Identify additional factors based on the Five Big Moves for the evaluation of options to accommodate growth by identifying lands that make up the 1,281 hectares approved by Council in May 2020 under the Growth Management Strategy, which includes consideration of a potential new community;
3. Recommend industrial, freight and storage lands necessary to accommodate the industrial-related component of the adopted employment projections for urban boundary expansion;
4. Provide information on how the motions adopted by Council regarding the Residential Growth Management Strategy for the new OP have been implemented; and
5. Ensure the integrity of trees and natural heritage features on lands being evaluated for inclusion in the urban boundary.

## **Financial Implications**

Recommendation 5: Technical studies and/or peer reviews will be required to complete the works associated with this recommendation. The City's cost is unknown and dependent on which option Council approves, as well as developer funding. In the event the City's cost cannot be funded from within existing resources, a budget request will be brought forward through the budget process.

All other Recommendations have no direct financial implications.

## **Public Consultation/Input**

The recommended urban expansion land clusters will be included in the draft OP for technical circulation purposes.

Residents will be able to provide their feedback through many channels including the project website, email inbox and a series of public events with opportunities for discussions with staff. We continue to add new tools and tactics to expand our reach throughout the city of Ottawa. All engagement will follow all applicable physical distancing requirements as directed by By-laws 2020-186 and 2020-251.

In addition, any landowners impacted by the proposed urban expansion land clusters will receive a direct mailing notifying them of the proposed changes to the OP.

### **Reconciliation and the Duty to Consult:**

Following the Truth and Reconciliation Commission's findings in June 2015, and the 94 Calls to Action, the City of Ottawa made a formal commitment to reconciliation through the continued work of the Aboriginal Working Committee and the Reconciliation Action Plan.

To work towards the City of Ottawa's commitment to reconciliation, staff acknowledged the need to have a focused partnership with Indigenous communities as a priority for the new OP.

The City is working towards reconciliation with the Algonquin Anishinaabe Host Nation and Ottawa's urban Indigenous populations of First Nations, Inuit and Métis communities. The City recognizes Indigenous cultures are diverse and distinct from each other, with their own histories, culture, values, symbols and spiritual traditions.

Staff have participated in discussions with several different representative groups within Ottawa's Indigenous communities. Discussions to date have focused on issues such as cultural recognition and acknowledgement, significant housing and employment challenges in the Indigenous populations, and opportunities for participation in economic development as the City grows.

Staff will continue those consultations and provide Council a complete consultation summary with the adoption of the OP.

### **RÉSUMÉ**

Le 20 novembre 2020, la Ville rendait publique la version provisoire de son nouveau Plan officiel (PO). Une fois approuvé, ce nouveau PO sera le document principal de planification dont se servira la Ville pour orienter la croissance et le réaménagement sur son territoire au cours des vingt-cinq prochaines années à tout le moins. Cette version provisoire du nouveau PO doit s'appuyer sur les exigences de la *Loi sur l'aménagement du territoire* de l'Ontario, et en ce qui concerne les questions d'intérêt provincial, elle doit correspondre aux dispositions de la Déclaration de principes provinciale. Une fois parachevé, le nouveau PO étaiera d'autres plans directeurs municipaux de manière à avoir des services, tels l'approvisionnement en eau, les routes, les parcs, les espaces verts et le transport en commun, qui soutiennent les nouveaux aménagements déterminés par le Conseil.

D'ici l'an 2046, on s'attend à ce que la population d'Ottawa passe d'un million actuellement à un peu plus de 1,4 million de personnes. Une hausse de 40 pour cent de sa population au cours des vingt-cinq prochaines années soulève d'importants défis techniques, sociaux et financiers pour la Ville. Le nouveau PO aide à étayer d'autres plans directeurs municipaux de manière à avoir des services, tels l'approvisionnement en eau, les routes et le transport en commun, qui soutiennent les aménagements nouveaux et existants.

Ottawa est une ville en pleine croissance de sorte qu'il est extrêmement important de comprendre les interrelations et les interdépendances entre la croissance, la réglementation de l'aménagement, la régénération du logement, l'emploi, l'environnement, la viabilisation, le transport en commun et les transports, et de planifier en conséquence. Cela signifie que pour atteindre l'objectif de faire d'Ottawa la ville de taille moyenne la plus agréable où vivre en Amérique du Nord, il faudra que la croissance démographique d'Ottawa soit durable sur le plan environnemental et financier. Il n'est pas facile d'atteindre cet objectif. Et non seulement à cause de la taille d'Ottawa (dont les limites urbaines correspondent à celles de l'ensemble du territoire de Calgary, d'Edmonton, de Toronto, de Montréal et de Vancouver), mais également parce que la croissance ne doit pas mettre en péril notre riche réalité rurale et nos nombreux cours d'eau.

Le présent rapport est le deuxième d'une série de rapports sur la Stratégie de gestion de la croissance préparés par la Ville dans le cadre de ce nouveau PO. Il poursuit la conversation avec les membres du Conseil et la population entamée dans le premier rapport, intitulé Nouveau Plan officiel de la Ville – stratégie de gestion de la croissance ([ACS2020-PIE-EDP-0012](#)), présenté en mai 2020. Le Conseil, suivant beaucoup d'intérêt public et de nombreux commentaires, a approuvé un scénario du juste milieu en matière de croissance sur vingt-cinq ans. La Stratégie de gestion de la croissance s'est aussi inspirée d'un rapport antérieur, intitulé Nouveau Plan officiel - Orientations stratégiques préliminaires ([ACS2019-PIE-EDP-0046](#)), approuvé par le Conseil le 11 décembre 2019. Le Conseil a de plus chargé le personnel de désigner des terrains propices à une future expansion urbaine en fonction d'un ensemble de critères précis fondés sur les buts et les objectifs définis dans le Plan officiel, dans la Déclaration de principes provinciale et dans les cinq grands changements qui se déclinent comme suit :

1. Croissance : d'ici la fin de la période visée par le Plan, assurer la croissance davantage par la densification que par l'aménagement de sites nouveaux. Cette

croissance servira à créer des collectivités complètes et à varier les options en matière de logement abordable.

2. Mobilité : d'ici 2046, faire en sorte que la majorité des déplacements à Ottawa se fassent par des modes de transport durables (marche, vélo et transport en commun).
3. Conception urbaine : raffiner notre conception urbaine et communautaire et mettre ces connaissances au service d'un urbanisme exemplaire à toutes les échelles, des plus petits aux plus gros projets.
4. Résilience : enchâsser la résilience en matière de santé publique, d'environnement, de climat et d'énergie dans les politiques d'aménagement.
5. Économie: enchâsser le développement économique dans le cadre de nos politiques d'aménagement.

Le premier de ces grands changements – la croissance – a été retenu par le Conseil en 2020 lorsque celui-ci a approuvé le budget de l'offre de terrains du présent Plan officiel. La conception urbaine est un niveau fin d'aménagement et elle se passe à l'échelle des quartiers et des sites. En ce sens, elle n'oriente pas la décision actuelle sur laquelle doit se pencher le Conseil. La résilience est enchâssée dans les critères d'évaluation utilisés pour recommander des terrains en vertu desquels on évite certains terrains et on favorise des profils d'aménagement denses et axés sur le transport en commun plus efficaces pour atténuer l'effet des changements climatiques. Ainsi, après avoir exclu des biens-fonds (ou terrains) en vertu des facteurs de la résilience, la mobilité et l'économie deviennent des facteurs distinctifs pour déterminer où surviendra l'expansion.

Comme indiqué, le nouveau Plan officiel doit d'abord s'inscrire dans les politiques et les orientations de la Déclaration de principes provinciale de 2020. Les cinq grands changements du nouveau PO raffinent encore davantage et plus précisément les critères, bien au-delà des exigences minimales de la DPP, et conformément à la vision du Conseil. De plus, en reconnaissance de l'engagement de la Ville d'Ottawa à l'égard de la réconciliation, le personnel a reconnu comme prioritaire dans le nouveau Plan officiel la nécessité d'établir un partenariat ciblé avec les communautés autochtones. Le présent rapport donne également suite à la directive du Conseil entourant le règlement des appels relatifs à la modification du Plan officiel 150, laquelle modifiait les politiques du PO portant sur les options en matière d'expansion.

De nombreuses villes sont confrontées à la question épineuse de leur expansion. Dans Ottawa, le Conseil municipal a choisi une méthodologie qui répond aux défis sociaux, financiers, écologiques et techniques propres à notre ville tout en respectant les dispositions de la *Loi sur l'aménagement du territoire* et de la *Déclaration de principes provinciale*.

Plus précisément, en mai 2020, à une rencontre conjointe, le Comité de l'urbanisme, le Comité de l'agriculture et des affaires rurales et le Conseil municipal ont accepté que la Stratégie de gestion de la croissance résidentielle (SGCR) soit évaluée en fonction d'un « scénario du juste milieu », lequel permet d'adopter une approche graduelle et réalisable en augmentant les options de logement dans les quartiers établis. Le scénario du juste milieu répond à 51 pour cent au moins de la croissance résidentielle globale au moyen de la densification, et fixe à 60 pour cent l'objectif de densification pour la période entre 2041 et 2046. Le nouveau territoire requis (biens-fonds) pour répondre à cette hausse de densification est de 1281 hectares bruts.

Pour que le scénario du juste milieu fonctionne, il faut encourager la multiplication de nouvelles options de logement dans les zones bâties (comme les appartements du type 613), augmentant ainsi l'offre d'habitations plus grandes. En augmentant la densification, pour son expansion, la ville dépendra de moins en moins de l'aménagement de sites nouveaux et elle jette les bases pour l'atteinte de plusieurs de ses objectifs à long terme (comme décrit dans l'article 2 de la version provisoire du nouveau Plan officiel), dont les suivants :

- Faire en sorte que les futurs conseils municipaux ne soient pas obligés d'étendre les limites du secteur urbain après 2046, l'aménagement des quartiers où tout est à quinze minutes de marche reposant principalement sur leur régénération;
- Bâtir une ville de manière à ce que la majorité des déplacements des résidents se fassent par modes de transport durables;
- Protéger en permanence les terres à vocation agricole et les éléments importants du patrimoine naturel et créer une ceinture agricole au-delà de laquelle le transect suburbain ne s'étalera plus.

Le présent rapport traite en grande partie de la complexité de déterminer où se fera l'expansion et l'aménagement de ces nouveaux sites. On y présente les résultats de l'évaluation des biens-fonds faite par le personnel municipal sur la base des critères approuvés par le Conseil et on y recommande ceux qui correspondent aux besoins de croissance de la ville jusqu'en 2046. Lorsque pertinent, le personnel s'est efforcé de

fournir des détails sur la façon dont les facteurs et les contraintes variés ont été mesurés. L'évaluation du personnel est fondée sur les meilleures données disponibles à ce moment-là. Et pour remédier aux lacunes constatées au chapitre de l'information, des recherches à cet égard ont été entreprises par le personnel et des experts indépendants.

Historiquement, l'étalement sur des terrains contigus aux banlieues existantes s'est avéré la façon la plus facile et la plus économique d'étendre les limites de la ville. Pour une ville comme Ottawa, dont le territoire rural est vaste, il a souvent été relativement facile et moins cher d'étendre son réseau de transport en commun et ses services sur une petite distance sans bâtir de nouveaux réseaux de distribution. De plus, la Déclaration de principes provinciale encourage les aménagements contigus aux agglomérations existantes, justement à cause de la facilité de fournir les services publics et parce que cela coûte moins cher.

Les banlieues d'Ottawa sont entourées en grande partie de terres agricoles ou de terrains aux caractéristiques environnementales fragiles. Les terres agricoles sont habituellement planes et bien drainées de sorte qu'y aménager des habitations coûte généralement moins cher. Mais l'étalement sans fin n'est pas la bonne solution, car la Ville doit alors étirer à leur limite les capacités de ses services et de son réseau de transport en commun, au point où des mises à niveau dispendieuses sont requises pour faire tenir l'ensemble de ses réseaux. De plus, l'expansion vers l'extérieur coûte plus cher sur une base opérationnelle continue. Il y a également des répercussions sur la sécurité alimentaire à long terme, sur l'environnement, sur la faune et la qualité de vie à mesure que les quartiers et les réseaux municipaux s'étalent.

Reconnaissant la chose, en mai 2020, le Conseil municipal a pris la décision stratégique de ne pas étendre les limites du secteur urbain pour empiéter sur les terres agricoles adjacentes aux banlieues existantes, même si la Déclaration de principes provinciale le permet lorsqu'il n'y a pas d'autre solution de rechange raisonnable. Le Conseil a voté à l'unanimité pour protéger les terres agricoles afin d'assurer un avenir durable et une sécurité alimentaire pour notre région. L'analyse présentée dans le présent rapport confirme qu'Ottawa dispose d'options raisonnables pour permettre sa croissance à l'extérieur de ces zones à vocation agricole.

Dans le présent rapport, le personnel recommande des terrains pour assurer la croissance urbaine, commerciale et industrielle de la Ville et ce que le personnel décrit dans le nouveau Plan officiel comme une « ceinture d'or » pour encadrer l'expansion urbaine et éviter qu'elle n'empiète sur les zones agricoles et naturelles.

La Ceinture d'or (un nom attribué aux fins de ce rapport seulement et qui peut changer d'ici à ce que le PO provisoire soit déposé) prend appui sur les possibilités qu'offre la protection des terres agricoles édictée par le Conseil. Cette ceinture engloberait des terres agricoles, des milieux naturels et des terres d'agrégats minéraux afin de limiter l'empreinte urbaine ultime d'Ottawa et d'aider à protéger à long terme ces terres à mesure au fil de l'expansion de la ville. Elle agirait au même titre que la Ceinture de verdure qui a mis les zones rurales et naturelles à l'abri de l'expansion urbaine à compter des années 1950 et a réussi à cet égard dans les premières décennies alors que la création de « cités-dortoirs » était le résultat recherché.

Le personnel croit que la nouvelle Ceinture d'or recommandée, que l'on peut considérer comme une ceinture de verdure distante, est susceptible de réussir à encadrer les prochaines phases de la croissance urbaine d'ici la fin du siècle. La Ville planifie maintenant en termes de densités minimales avec des objectifs ambitieux et croissants en matière de régénération. Ses plans officiels depuis les trente dernières années à tout le moins visent à faire croître la ville autour de son réseau de transport en commun rapide et elle y parvient de plus en plus.

Dans le présent rapport, le personnel recommande également des mesures pour protéger les arbres et les caractéristiques naturelles des biens-fonds en cours d'évaluation, assorties de modifications temporaires aux règlements municipaux sur la protection des arbres et les modifications d'emplacements. Ces modifications auraient pour effet d'interdire les modifications d'emplacements et l'abattage d'arbres sur les terrains à l'étude aux fins d'expansion jusqu'à l'approbation du nouveau Plan officiel par le ministère des Affaires municipales et du Logement. Ainsi, le Conseil témoigne de son intention d'évaluer ces terrains aux fins de les inclure potentiellement dans les limites du secteur urbain et, cela étant, applique les règles de protection urbaines plutôt que rurales aux arbres et aux caractéristiques naturelles de ces terrains. Le personnel estime que cette mesure est nécessaire afin de réaliser les études et les analyses pertinentes requises afin de confirmer l'étendue des secteurs aménageables et de déterminer les caractéristiques naturelles à protéger.

En ce qui concerne les terrains recommandés dans le présent rapport pour permettre la croissance résidentielle de la ville, répondre à l'ensemble des besoins de croissance pour l'horizon de planification, soit d'ici à 2046, a soulevé un lot de défis, et ce, pour plusieurs raisons.

Premièrement, le scénario du juste milieu est basé sur un objectif de densification atteignant graduellement à 60 pour cent dans la période entre 2041 et 2046. Ottawa a

adopté un des objectifs de densification les plus élevés en Amérique du Nord. La densification entraîne des changements dans les quartiers établis, ce qui n'est pas facile à réussir. Rallier la population à la densification et en faire accepter l'idée prend du temps, de sorte que la transition vers un plus grand nombre d'habitations multifamiliales dans beaucoup de quartiers qui n'en ont pas prendra du temps. Par conséquent, la Ville doit continuer de planifier en vue d'un certain étalement pour permettre la transition vers de nouveaux schémas de croissance par rapport à ceux qui existent présentement.

Les résultats de l'évaluation des terrains en fonction des critères de sélection approuvés par le Conseil et des cinq grands changements ont généré un trop grand nombre de questions sans réponses pour envisager d'ajouter des terrains non optimaux dans les limites du secteur urbain. La viabilisation, la mobilité, l'environnement et la rentabilité financière sont des facteurs clés qu'il faut examiner plus à fond.

Ensuite, au cours des consultations et des discussions avec le Conseil, le personnel a entendu un message récurrent entourant la croissance suburbaine et la relation entre les nouveaux sites à aménager et les infrastructures pour soutenir leur aménagement. La planification des infrastructures pour soutenir la croissance n'est pas la plus grande difficulté pour la Ville. En effet, le Plan directeur des transports et le Plan directeur de l'infrastructure sont des outils efficaces pour encadrer cette planification. La difficulté principale se situe dans le financement des infrastructures reliées à la croissance par l'entremise des redevances d'aménagement et des autres formes d'accords financiers liés à l'aménagement.

Les redevances d'aménagement devraient couvrir le coût de la majorité des composantes des infrastructures lourdes reliées à la croissance, mais elles ne sont pas une source de revenus réguliers et prévisibles, ce qui fait qu'elles doivent constamment être rajustées. Il s'agit d'un décalage inhérent au système : les recettes provenant de nouveaux aménagements ne donnent pas la marge de manœuvre nécessaire à la Ville pour déployer les infrastructures dans les premières phases d'un nouvel aménagement. Parce qu'elle survient dans plusieurs directions, la croissance représente un défi. La forme géographique et la taille de la ville exacerbent d'ailleurs le problème étant donné que les projets d'expansion sont répartis dans différentes directions au lieu d'être concentrés dans un seul secteur ciblé pour la croissance.

De plus, les membres du Conseil se sont inquiétés du décalage entre la construction des infrastructures de transport et la croissance suburbaine, un décalage qui met à l'épreuve la capacité des principaux couloirs qui traversent la Ceinture de verdure

(p. ex. le chemin Innes, la promenade Riverside, le chemin Albion, etc.) et assurent la liaison aux parties plus centrales de la ville. Ultimement, une fois le réseau de l'O-Train entièrement bâti (les étapes 1, 2 et 3), la répartition modale sera plus robuste si on la couple avec des investissements soutenus dans le transport en commun.

Toutefois, la pandémie a ajouté une couche d'incertitude en ce qui concerne les habitudes de déplacement et les schémas de croissance. Les travaux entourant le PDT progressent, mais l'enquête Origine-Destination, un volet clé de la démarche, a été reportée à l'automne 2021, ce qui retarde l'exercice de modélisation nécessaire pour prévoir la demande future en matière de déplacement et définir les besoins des réseaux. À mesure qu'avanceront les travaux du PDT, il faudra examiner la fréquence des déplacements des personnes vers leurs lieux de travail et les modes de transport des ménages pour se procurer hebdomadairement et tous les jours leur nourriture, faire leurs achats et se procurer des services. D'aucuns peuvent interpréter la tendance momentanée actuelle pour des propriétés plus éloignées comme un présage de changements majeurs dans les schémas de croissance urbaine. Toutefois, la Stratégie de gestion de la croissance et sa répartition de la croissance ne changeront pas, car les coûts afférents à la prestation de services urbains demeureront les mêmes, mais le besoin en matière de distanciation physique prendra fin une fois la pandémie derrière nous.

Les transitions en matière de mobilité ne surviendront pas du jour au lendemain et la croissance dans les dix à quinze prochaines années continuera de reposer sur l'épine dorsale de l'O-Train : le Transitway, sur les routes provinciales et sur les artères actuelles. Pour que le plan fonctionne, il faudra prévoir dans l'actuel PDT d'autres investissements dans les couloirs de transport en commun et de nouveaux éléments seront requis dans le prochain Plan directeur des transports, peu importe où l'expansion se fera. Les répercussions de la pandémie sur les habitudes actuelles en matière de mobilité, le calendrier de l'enquête Origine-Destination et les modélisations correspondantes pour le transport ont introduit un degré d'incertitude dans l'analyse dont le personnel tient compte dans ses recommandations au Conseil.

Sur cette base, en fonction de l'évaluation des terrains utilisant le scénario du juste milieu et sur la base des résultats des cinq grands changements, le personnel formule une recommandation pour les grappes de terrains de catégorie 1 comptant 1011 hectares bruts; ce qui suffit pour que le nouveau Plan officiel se conforme à l'exigence d'offre de terrains pour quinze ans de la DPP, au moins jusqu'en 2026. Ces terrains tirent également parti des investissements réalisés dans les étapes 2 et 3 du réseau du TLR, dont les travaux de construction sont déjà en cours ou ont été

approuvés et planifiés. Ils profitent aussi de la capacité de viabilisation (raccordement) existante et planifiée.

Parce que les terrains de la catégorie 1 n'arrivent pas aux 1281 hectares requis en vertu de la Stratégie de gestion de la croissance, afin de formuler les meilleures recommandations possibles pour le reste des terrains résidentiels à inclure dans les limites du secteur urbain, le personnel recommande dans le présent rapport de procéder à d'autres études pour recenser les 270 hectares manquants requis pour la durée de vie du PO.

Le personnel a dégagé trois options (distribution, multiples nouvelles collectivités et une seule nouvelle collectivité) sur lesquelles pourra se pencher le Conseil et nous formulerons notre recommandation sur l'option privilégiée au plus tard au 4<sup>e</sup> trimestre de 2026.

L'option 1 consiste à trouver des biens-fonds contigus ou à proximité des terrains de la catégorie 1 qui n'ont pas obtenu la note de passage en vertu des critères approuvés par le Conseil. Ces terrains présentent peut-être des problèmes techniques et des coûts additionnels sur le plan de la viabilisation et ils ne se trouvent peut-être pas à l'intérieur de la zone du transport en commun. Ils devront aussi être évalués de plus près en vertu des cinq grands changements avant qu'une décision soit prise. Le personnel a placé ces terrains dans la catégorie 2 et ils font partie de l'option « distribution ». Les terrains de catégorie 2 requièrent des améliorations sur le plan du transport en commun local et ils ont besoin d'infrastructures de viabilisation et de nouvelles infrastructures routières. Il faudrait des politiques de contrôle particulières dans le nouveau Plan officiel afin de régler les problèmes importants de transport ou d'infrastructures avant d'inclure ces terrains dans les limites du secteur urbain.

L'option 2 consiste à étudier trois sites possibles contigus ou non à une collectivité urbaine existante pour aménager une nouvelle collectivité à l'intérieur de la Ceinture rurale. Ces terrains font partie de la catégorie 3 et correspondent à « l'option de nouvelle collectivité ». Le personnel a recensé trois sites possibles pour l'aménagement d'une nouvelle collectivité. Les trois requièrent beaucoup de recherche, d'analyse et d'investissements. Deux de ceux-ci se trouvent sur des terrains contigus au secteur bâti actuel : il s'agit de South March et de Riverside Sud. La capacité d'étaler dans le futur ces deux sites est limitée géographiquement par des terrains à vocation agricole ou à valeur environnementale et par la Ceinture d'or proposée. La troisième « option de nouvelle collectivité », située dans le secteur de Leitrim-Est/Carlsbad-Ouest, exige de trouver des biens-fonds qui serviront d'embryon à la première phase d'aménagement

d'une nouvelle collectivité, dont la taille s'apparenterait à celle de Blackburn Hamlet ou de Bells Corners (environ 270 hectares nets).

Le fait de choisir de Leitrim-Est/Carlsbad-Ouest comme option de nouvelle collectivité n'engagerait pas la Ville et les prochains conseils municipaux à procéder à d'autres expansions. Par contre, les prochains conseils auront un défi d'assurer la viabilité du vaste réseau d'infrastructures et des investissements en transport en commun requis pour établir Leitrim-Est/Carlsbad-Ouest de façon à concurrencer d'autres sites d'aménagement et à satisfaire les exigences des cinq grands changements. Toutefois, cette option crée effectivement des occasions uniques que les autres ne permettent pas.

L'option 3 consiste à sélectionner un des nouveaux sites de la catégorie 3 à l'intérieur de la Ceinture d'or proposée pour en faire une analyse plus approfondie. Cette option présente l'avantage d'établir la portée des efforts de la Ville avant 2026 et elle éviterait d'avoir à évaluer à nouveau et à attribuer une note à tous les sites de la catégorie 3. En se concentrant sur un seul secteur, la Ville réussirait peut-être à atténuer le problème du financement des infrastructures lorsque plusieurs secteurs se concurrencent pour le même financement.

Les trois options ont des avantages et des inconvénients et les trois nécessitent beaucoup d'autre travail afin de bien comprendre la façon dont elles pourraient être mises en œuvre. Par contre, la Ville a du temps, car ces terrains ne sont pas requis pour satisfaire aux besoins fonciers résidentiels de la Ville en vertu de la DPP (en présumant que les objectifs de la densification sont atteints) avant 2041 au plus tôt.

L'emplacement de ces terrains ne peut pas encore être indiqué dans une annexe, car leurs limites sont inconnues. Sur recommandation du Conseil, le personnel inclurait une politique dans le nouveau Plan officiel provisoire confirmant la zone d'étude et la superficie des terres à ajouter par modification de ce plan, au plus tard en 2026, afin de répondre aux exigences foncières de la DPP. Le personnel recommande que le Conseil exige des études techniques pour les terrains de l'une ou l'autre des options et les assortisse toutes d'exigences financières. À l'issue d'un règlement satisfaisant des enjeux et des problèmes décrits dans cette annexe, les terrains pourraient être approuvés par le Conseil dès 2026 en vue de les inclure dans les limites du secteur urbain.

Enfin, le présent rapport recommande également des terrains pour l'expansion à des fins d'emploi, comme il est indiqué dans la Déclaration de principes provinciale de 2020 (DPP). Les terrains réservés à des fins d'emploi comprennent les « secteurs d'emploi »,

un libellé dans la DPP décrivant les parcs industriels regroupant les activités principales suivantes: fabrication; entreposage; et bureaux.

La planification des secteurs d'emploi à vocation industrielle dans le cadre du nouveau Plan officiel doit être conforme aux directives de la DPP. Elle doit prendre en considération les Orientations stratégiques du nouveau PO adoptées par le Conseil et la façon dont les tendances et les moteurs de changement peuvent influencer les activités industrielles d'ici 2046. Les avancements dans le domaine des systèmes automatisés et leur application au chapitre de l'entreposage sont une telle tendance. Ces nouvelles opérations d'entreposage automatisées sont mieux connues sous le nom de « centre de distribution » ou « centre de traitement des commandes » (expression popularisée par Amazon).

Dans le passé, les budgets des biens-fonds pour ces secteurs d'emploi auraient été désignés « examens des biens-fonds destinés à l'emploi ». Nonobstant le libellé « secteur d'emploi », la DPP met l'accent sur les activités industrielles et les parcs administratifs. Mettre l'accent sur les activités industrielles, notamment à la lumière de la tendance émergente des centres de distribution, nécessite un libellé qui décrit plus fidèlement les grappes d'activités de fabrication et d'entreposage qui seront désignées dans le nouveau PO. Les termes « industriel et logistique » ont pour objet de communiquer les utilisations précises pour lesquelles ces terrains sont réservés et non pas d'autres emplois qui pourraient se situer ailleurs dans la ville - des emplois de bureau par exemple. La Stratégie de biens-fonds à vocation industrielle et logistique (document 5 en annexe) comporte un examen complet des secteurs d'emploi et un budget de biens-fonds pour la composante des emplois à vocation industrielle et logistique du nouveau Plan officiel de la Ville.

Conformément aux Orientations stratégiques du nouveau PO adoptées par le Conseil, qui visent à planifier des secteurs d'emploi en fonction de leurs contextes différents, diverses désignations sont proposées qui correspondent aux différents types de parcs industriels définis dans la DPP. Le présent rapport recommande de réserver dans le cadre de l'expansion des limites du secteur urbain approximativement 140 hectares nets à des activités industrielles, au transport de marchandises et à l'entreposage afin de répondre aux besoins du volet industriel des prévisions d'emploi. Cette superficie se situe dans la fourchette de 69 à 369 hectares bruts estimés dans le rapport sur la gestion de la croissance présenté au Conseil en mai 2020.

Le rapport indique également que les décisions prises par le Conseil en vertu de ce rapport sur la gestion de la croissance, comme il est jumelé au nouveau PO, ne

peuvent pas faire l'objet d'un appel une fois qu'il sera approuvé par le ministère. Dans le passé, la Ville a consacré d'importantes ressources à de longs procès devant la Commission des affaires municipales de l'Ontario (devenu le Tribunal d'appel de l'aménagement local) afin de défendre les limites de son secteur urbain nouvellement adoptées. Historiquement, ces appels ont pris des années à être réglés (p. ex. certains articles de l'actuel PO sont encore sous le coup d'une procédure d'appel). Le fait que la recommandation ne puisse pas faire l'objet d'un appel confère au Conseil municipal l'autorité inédite de déterminer la forme que prendra Ottawa, comme cela n'a jamais été possible de le faire dans le passé. Pour une ville en pleine croissance et dynamique comme Ottawa et pour réaliser les cinq grands changements prônés par le Conseil, il est important de pouvoir planifier avec plus de certitude.

Le rapport recommande aussi de surveiller l'avancement du Plan officiel et de faire rapport au Conseil dans cinq ans. L'objectif de densification qui sous-tend la Stratégie de gestion de la croissance représente un changement important des schémas de la croissance urbaine. Il existe un fort élan dans le marché à la faveur de ce changement, lequel pourrait être ralenti momentanément par la pandémie de COVID-19. Mais compte tenu de l'enthousiasme manifesté dans les consultations publiques pour le modèle de quartiers où tout est à quinze minutes de marche et pour les collectivités où l'on se déplace à pied, le personnel demeure d'avis que les nouveaux objectifs de densification devraient être maintenus dans le nouveau Plan officiel.

La Ville ne contrôle pas la cadence à laquelle les propriétaires fonciers choisissent de changer les utilisations existantes. Il y a des problèmes techniques associés à la densification dans certains secteurs et l'acceptation publique de la densification n'est pas toujours au rendez-vous. Ce sont des problèmes que l'on peut régler, mais qui peuvent agir sur le pourcentage de densification et influencer sur l'offre de terrains résidentiels sur 15 ans prescrite dans la DPP.

Pour cette raison et pour une saine planification, une surveillance continue de ces objectifs se poursuivra annuellement et les résultats feront partie du rapport annuel sur l'aménagement.

De plus le personnel recommande de procéder à un examen en 2026 de l'offre de terrains et des objectifs de densification.

Comme dans les rapports précédents, le groupe de conseillers parrains pour le Plan officiel de la Ville nous a éclairés de ses réflexions et de ses commentaires pour la formulation des recommandations dans ce rapport.

## **Objectif**

Ce rapport a pour objet de :

1. Recommander des grappes de terrains pour étendre les limites du secteur urbain conformément à la Déclaration de principes provinciale, aux critères adoptés par le Conseil et aux cinq grands changements;
2. Déterminer des facteurs additionnels basés sur les cinq grands changements pour l'évaluation des options qui permettront la croissance de la ville en indiquant les biens-fonds qui constituent les 1 281 hectares de terrains approuvés par le Conseil en mai 2020 dans le cadre de la Stratégie de gestion de la croissance, ce qui inclut la possibilité d'une nouvelle collectivité;
3. Recommander des terrains destinés à des activités industrielles, au transport de marchandises et à l'entreposage afin de répondre aux besoins du volet industriel des prévisions d'emploi dans le cadre de l'expansion des limites du secteur urbain;
4. Fournir de l'information sur la façon dont les motions adoptées par le Conseil relativement à la Stratégie de gestion de la croissance résidentielle pour le nouveau Plan officiel ont été mises en œuvre; et
5. Protéger l'intégrité des arbres et des éléments du patrimoine naturel sur les terrains que l'on évalue aux fins de les inclure dans les limites du secteur urbain.

## **Répercussions financières**

Recommandation 5 : des études techniques et des examens par les pairs seront nécessaires pour parachever les travaux associés à cette recommandation. Les coûts pour la Ville sont inconnus et dépendent de l'option qu'approuvera le Conseil ainsi que du financement du promoteur. Advenant que les coûts pour la Ville ne puissent pas se financer à même des ressources existantes, une demande de budget sera soumise dans le cadre du processus budgétaire.

Les autres recommandations n'ont pas de répercussions financières directes.

## **Consultations publiques et commentaires**

Les grappes de biens-fonds recommandées pour la zone d'expansion urbaine seront incluses dans la version provisoire du Plan officiel aux fins de diffusion technique.

Les résidents disposeront de nombreux canaux pour fournir leurs commentaires y compris le site Web et la boîte courriel du projet et un ensemble d'activités publiques où ils pourront échanger avec le personnel. Nous continuons de produire de nouveaux outils et des mécanismes pour étendre notre rayonnement un peu partout dans la ville. Toutes nos consultations se plieront aux exigences requises de distanciation physique conformément aux règlements municipaux 2020-186 et 2020-251.

De plus, les propriétaires fonciers touchés par l'ajout proposé de biens-fonds à la zone d'expansion urbaine recevront directement par la poste un avis les informant des changements proposés au Plan officiel.

### **Réconciliation et obligation de consulter :**

Dans la foulée des constats de la Commission de vérité et de réconciliation rendus publics en juin 2015 et des 94 appels à l'action, la Ville d'Ottawa s'est officiellement engagée à l'égard de la réconciliation par le biais des travaux du Comité de travail sur les questions autochtones et de son plan d'action de réconciliation.

Afin de donner suite à l'engagement de la Ville d'Ottawa à l'égard de la réconciliation, le personnel a reconnu comme prioritaire dans le nouveau Plan officiel la nécessité d'établir un partenariat ciblé avec les communautés autochtones.

La Ville travaille à réaliser la réconciliation avec la Nation hôte algonquine Anishinaabe et les Autochtones des Premières Nations, des Inuits et des Métis vivant en milieu urbain. La Ville reconnaît la diversité et le caractère distinct des cultures autochtones, chacune ayant une histoire, une culture, des valeurs, des symboles et des traditions spirituelles qui leur sont propres.

Le personnel a eu des échanges avec plusieurs représentants des diverses communautés autochtones d'Ottawa. Les discussions à ce jour ont porté sur des enjeux tels que la reconnaissance culturelle, les problèmes de logement et d'emploi au sein des communautés autochtones et la possibilité de participer au développement économique à mesure que grandit la ville.

Le personnel poursuivra ces consultations et remettra au Conseil un bilan complet des consultations à l'adoption du Plan officiel.

### **BACKGROUND**

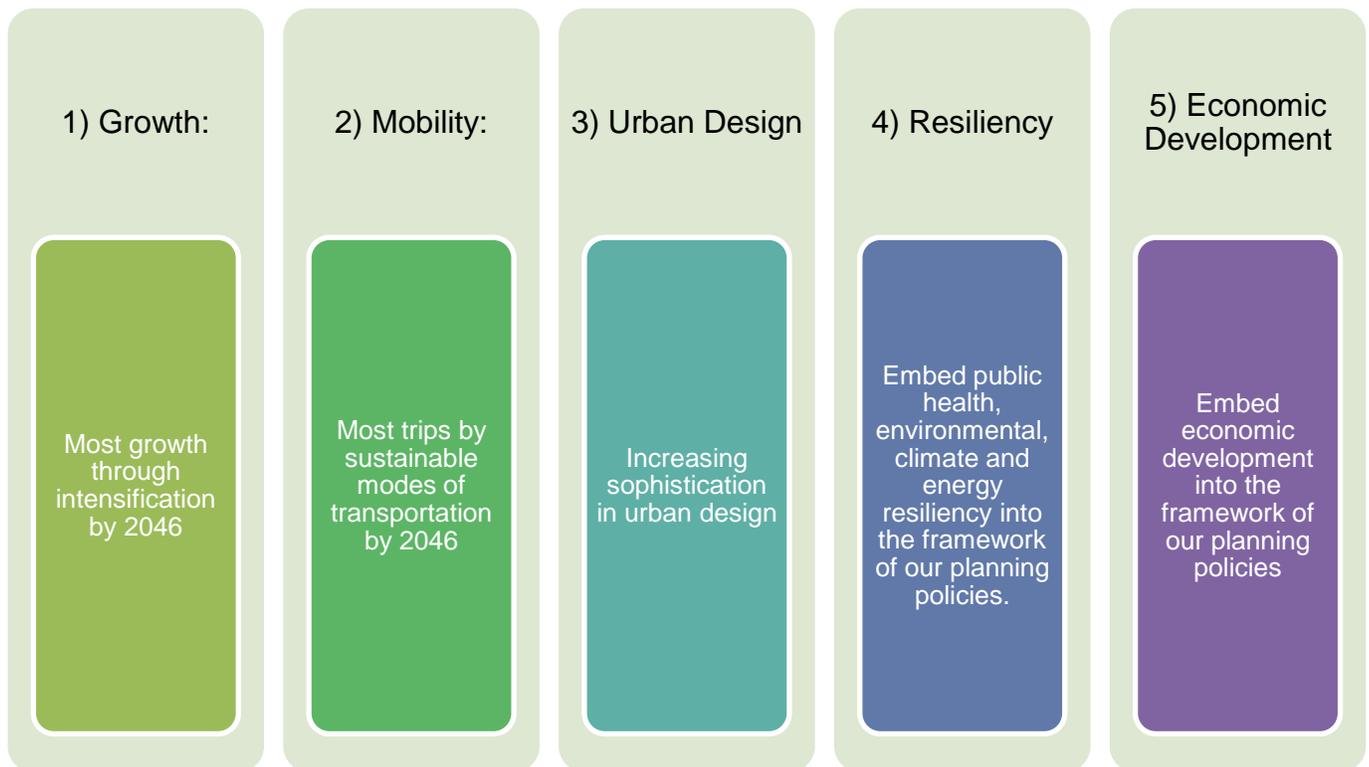
On November 20, 2020, the City released its draft new Official Plan (OP). Once approved, the new OP will be the city's primary planning document that will guide growth and redevelopment in the city for at least the next 25 years. The draft new OP is

based on the requirements of the Province's *Planning Act* and, for matters of provincial interest, the Provincial Policy Statement. The new OP, once finalized, will also inform other City master plans to ensure that all of the infrastructure and policies required to support the new development are in place as Council directs.

This report is the second in a series of growth management strategy reports prepared by the City as part of the new OP. In the first report (the new OP – Growth Management Strategy, [ACS2020-PIE-EDP-0012](#)), Council approved a 25-year balanced scenario for growth. The Growth Management Strategy was also informed by an earlier report, the new OP – Preliminary Policy Directions ([ACS2019-PIE-EDP-0046](#)), approved by Council on December 11, 2019. Council also directed staff to identify lands for potential urban expansion based on a set of detailed criteria based on the goals and objectives in the OP, the Provincial Policy Statement and the Five Big Moves.

The Five Big Moves (see Figure 1 below) were introduced and endorsed by Council in 2019 as a series of overarching goals to guide preparation of the new OP. Document 1 details how staff have used the Five Big Moves, the Growth Management Strategy Criteria (as amended by Council) and the Provincial Policy Statement to identify prospective lands for urban expansion.

**Figure 1 The Five Big Moves**



It is important to note that the new OP and its associated Five Big Moves do not supersede the policy and directions in the 2020 Provincial Policy Statement. The Five Big Moves in the new OP provide a further, more specific refinement of the criteria beyond the minimum requirements of the PPS and in keeping with Council's vision. The City's new OP must ultimately be consistent with the Provincial Policy Statement, 2020.

This report details the results of the land evaluation undertaken by City staff using the criteria approved by Council and recommends those lands that will fulfil the City's growth requirements to the year 2046.

This report also fulfills the direction from Council in its resolution of appeals to OPA 150, which amended OP policies related to consideration of options to accommodate future growth. The policies as revised read as follows:

"Section 2.2.1"

If, as a result of the land supply assessment undertaken through the comprehensive review, City Council amends this plan to designate additional urban land, such an addition will be sufficiently large to create a completely new community and/or comprise an addition to an existing community to allow for its completion. The comprehensive review will compare and evaluate urban area expansions in consultation with the community, landowners and other interested parties. The evaluation shall comprehensively apply the following criteria to determine the location of a completely new community and/or an addition to an existing community to allow for its completion:

- a) Avoid lands designated 'Agricultural Resource Area' unless there is no reasonable alternative on lands which avoid 'Agricultural Resource Area' or the lands contain primarily poorer quality agricultural soils within such 'Agricultural Resource Areas';
- b) Avoid lands designated 'Mineral Resource Area' unless there is reasonable assurance that the resource would be depleted prior to the lands being needed to satisfy the forecast land requirements;
- c) Avoid 'natural heritage system feature(s)', unless the features are isolated or poorly connected to the larger 'natural heritage system' or, the 'natural heritage system feature(s)' will be maintained if the lands are developed for urban uses. The land containing the 'natural heritage system feature' will not be considered as contributing to developable

area until an Environmental Impact Statement and Integrated Environmental Review are completed and identify what land may be developed;

- d) Address the availability of existing servicing infrastructure capacity to support the development of the urban area expansion, or whether such servicing infrastructure capacity can reasonably be made available within the planning horizon;
- e) Address the availability of existing transportation and transit infrastructure capacity to support the development of the urban area expansion, or whether such transportation and transit infrastructure is planned or can reasonably be made available within the planning horizon;
- f) Give priority to land with proximity and access to a Provincial Highway where an urban area expansion is intended to include employment lands;
- g) Assess the relative scale of the costs associated with new, or significant upgrades to existing, infrastructure such as transportation, transit, water, stormwater, wastewater, public utilities and municipal services;
- h) Avoid lands containing, or in proximity to, major facilities as defined in the Provincial Policy Statement, and consider whether future sensitive lands uses within an urban expansion area would be subject to potential adverse effects from odour, noise and other contaminants in order to minimize risk to public health and safety and ensure the long-term viability of the major facility; and, i. Consider any other effect the designation would have on the City's ability to achieve the policies in this Plan.”

### **The Balanced Scenario for Growth**

By the year 2046 the population of the city is expected to grow from one million to just over 1.4 million people. Accommodating a 40 per cent increase in population over the next 25 years represents significant technical, social and financial challenges to the City. The new OP helps to inform other City master plans to ensure that services such as water, roads and transit are available to support new and existing development. Ottawa is a growing city so understanding, and planning for, the interrelationships and

interdependencies of growth, and regulation of development and regeneration of housing, employment, servicing, transit and transportation are very important.

This means that, to meet the goal of making Ottawa the most liveable mid-sized city in North America, Ottawa's population growth must be environmentally and financially sustainable. Achieving this is challenging. Not only because of the size of Ottawa (which fits in its geography inside the collective area of Calgary, Edmonton, Toronto, Montreal and Vancouver), but also because growth must not come at the cost of endangering our rich rural character and many waterways.

In May 2020, the Joint Meeting of Planning Committee and Agricultural and Rural Affairs Committee discussed various growth scenarios and a methodology for meeting these challenges and determining what lands best represent the needs of the city. Councillors and staff heard a wide variety of opinions with respect to how Ottawa's growth should be managed to best maintain quality of life, Ottawa's urban, suburban and rural character, and long-term environmental and financial sustainability. Many delegates spoke at the Joint Meeting saying that there is a need for change from the status quo and that the majority of new growth should no longer take place on greenfields. Others spoke about the quality of contemporary suburban development, the need for affordable housing choices and that an inadequate land supply posed a risk to the City's economy and sustainable growth if a lack of housing choice forced people to find housing outside the city boundaries. Although some delegations and correspondence recommended no change to the urban boundary, others supported the staff recommendation in the Residential Growth Management Strategy (RGMS) option of a Balanced Scenario, which provides an achievable incremental approach by providing increased dwelling options within existing neighbourhoods. Ultimately, the Joint Committee and City Council approved the Balanced Scenario with certain amendments.

The Balanced Scenario is based on the accommodation of at least 51 per cent of overall residential growth through intensification, with an intensification target that increases to 60 per cent in the 2041 to 2046 period. The amount of greenfield lands needed against the increasing percentage of intensification was determined to be 1,281 gross hectares. Much of this report deals with the intricacies of determining where these new greenfield areas should be located. Wherever relevant, staff has tried to provide detail on how various factors and constraints are measured. Staff's evaluation has been based on the best information available at the time; where gaps in information were discovered, they were researched both by staff and independent experts. Details on

how staff has conducted the research can be found in the first growth management strategy report and in Documents 1 and 3 of this report.

Key to the Balanced Scenario is encouraging more and new types of dwelling options suitable for families within the built-up area (such as 613 Flats), which will help increase the supply of larger units. An increasing rate of intensification means that the city will grow less and less through greenfield development in the future. It will also set the stage for several long-term goals of the City (as outlined in Section 2 of the draft new OP) which include:

- Giving future Councils the option of achieving a static urban boundary after 2046 where neighbourhoods are guided through regeneration to achieve the 15-minute neighbourhood model;
- Building the city in a way that leads to a majority of trips by residents to be by sustainable modes of transportation; and
- Permanently protecting agricultural lands and the major elements of the natural heritage system, effectively creating an agricultural belt beyond which the Suburban Transect will no longer grow.

Many cities have struggled with the question of where to grow. In Ottawa, City Council has decided on a methodology that addresses this city's unique social, financial, ecological and technical challenges while meeting the directions of the *Planning Act* and the *Provincial Policy Statement*.

### **Provincial Changes to Council's Authority over Growth Management Decisions**

Through a series of directions and decisions in 2019 and 2020, Council has signalled their interest to divert significantly from historical approaches to growth and development in the city. While some new approaches were developed in successive iterations of the current OP - such as the introduction of intensification targets in OPA 76, Council now has some new planning powers under the Provincial Policy Statement (PPS) 2020 to better exert their vision for future growth.

The two most relevant portions of the PPS that apply to the decision before Council are Sections 1.1.3.6 and 1.1.3.8. In accordance with Section 3 of the *Planning Act*, Council's decision "shall be consistent with" these elements of the PPS.

Section 1.1.3.6 states that:

“New development taking place in designated growth areas should occur adjacent to the existing built-up area and should have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service functions.”

This section of the PPS clearly favours the approach of leveraging existing investments in infrastructure and community amenities by finding lands adjacent to existing suburbs to extend them further outward, which is what many cities including Ottawa have historically done. This incremental form of urban expansion guides development outwards from the city core onto abutting rural (and often agricultural) lands. The methodology to find new lands that Council adopted in May 2020 is designed to address this policy of the PPS.

Section 1.1.3.8 in the PPS also gives further guidance to municipalities undertaking a growth study. Of particular note, this section provides Council with another alternative if lands adjacent to existing settlements are not the optimal choice:

“A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only

- a) where it has been demonstrated that: sufficient opportunities to accommodate growth and to satisfy market demand are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;
- b) the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their life cycle, and protect public health and safety and the natural environment;
- c) in prime agricultural areas:
  - 1) the lands do not comprise specialty crop areas;
  - 2) alternative locations have been evaluated, and
    - i. there are no reasonable alternatives which avoid prime agricultural areas; and
  - 3) there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas;

- d) the new or expanding settlement area is in compliance with the minimum distance separation formulae; and
- e) impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible.”

Section 1.1.3.8 allows municipalities to extend existing suburbs further onto agricultural resource lands where there is no reasonable alternative. However, Council unanimously voted in May 2020 that it would not entertain any proposal for expansion onto those lands. This report shows that Council were prescient in their motion; through this evaluation we have been able to show reasonable alternatives other than agricultural lands are available.

The preamble sentence to Section 1.1.3.8, when read with Subsection a), provides an avenue for Council to identify a settlement area where there were no opportunities through intensification, expanding designated growth areas (i.e., lands adjacent to existing suburbs) to meet housing demand over the 25-year planning horizon. This provides Council an avenue to identify a new community, but the bar is high, because it requires a consideration of the financial viability of infrastructure over its lifecycle in Subsection b).

Another section of the PPS that is relevant to this report is Section 1.1.2 that states:

“Nothing in policy 1.1.2 limits the planning for infrastructure, public service facilities and employment areas beyond a 25-year time horizon.”

Council then may contemplate a growth horizon beyond the 25-year horizon, should it choose to do so: if it were to seed a new community with an initially small amount of land Council could anticipate the eventual growth of this new community beyond the 25-year planning horizon and plan infrastructure accordingly.

The most significant change between this growth management report and all previous expansions by the City is that this decision, in being coupled with the new OP, cannot be appealed following Ministerial approval. In the past, significant City resources have been applied in protracted adjudication before the Ontario Municipal Board (now the Local Planning Appeal Tribunal) to defend a newly-adopted urban boundary. These appeals have, historically, taken years to resolve (the current OP, for example, is still under appeal in sections). The fact that the recommendation cannot be appealed gives City Council unprecedented authority in determining Ottawa’s future form in a way not

possible before. Providing greater certainty in planning for a growing, dynamic city is important for Ottawa to achieve Council's Five Big Moves.

As with the previous reports, the Council Sponsors Group for the OP provided insight and feedback on the recommendations in this report.

## **DISCUSSION**

### **A New Urban Structure:**

Ottawa is expected to grow to 1.4 million people in the next 25 years. By the turn of the next century, the city is expected to reach 2 million people. Although the Provincial Policy Statement limits the City's planning to a 25-year horizon, the City has an obligation to think about how short-term decisions affect long-term outcomes.

Expanding outwards on lands contiguous to existing suburbs has historically been the easiest and most cost-effective way for the city to grow. For a city such as Ottawa which has a large rural land base, it has often been relatively easy and less expensive to extend transit and services a short distance without building new feeder systems. The Provincial Policy Statement encourages development that is contiguous to existing settlements mainly for that ease and economy in providing public services.

But Ottawa's existing suburbs are largely surrounded by agricultural lands or lands with sensitive environmental features. Agricultural lands are typically flat and well drained, so they are generally less expensive to initially develop for housing. But extending endlessly outward is the wrong thing to do because it means that the city is stretching its servicing and transit further and further until expensive upgrades are needed to patch this entire network. In addition, outward expansion also costs more on an ongoing, operational basis. There are also impacts to long term food security, the environment and wildlife and quality of life as the city's neighbourhoods and systems are continuously stretched outward.

Recognizing this, in May 2020, Council made the strategic decision to ensure the urban boundary is not extended onto agricultural resource lands adjacent to existing suburbs even if the Provincial Policy Statement allows that to happen when there is no reasonable alternative. Council voted unanimously to protect agricultural resource lands to secure a sustainable future and food security of our region. The analysis in this report confirms that Ottawa has reasonable alternatives for growth outside of these agricultural resource areas.

This report recommends specific lands for urban, commercial and industrial growth, framed by the establishment of what staff describe as a Gold Belt in the new OP to direct future urban development away from Ottawa's agricultural and natural areas. The report also recommends steps to protect trees and natural features on lands being evaluated, with temporary amendments to the Tree Protection and Site Alteration By-laws.

With the result of the land evaluation exercise based on the selection criteria approved by Council and the Five Big Moves, too many questions remain unanswered for non-optimal lands to be considered for addition into the urban boundary. Servicing, mobility, environmental and financial sustainability are key factors that need to be explored further.

For staff to provide the best recommendations for the remainder of residential lands to be included in the urban boundary, the report recommends additional studies to identify the remaining 270 hectares needed for the lifetime of the plan. Staff are directed to examine one of three options (distributed, multiple new communities or a single new community). Staff would come back to Committee and Council no later than Q4 2026 with recommendations on one of the options.

#### Establishing A Gold Belt

In the 1950s, the federally-sponsored Gréber Plan conceived the idea of creating a Greenbelt around Ottawa to limit the extent of urban growth by protecting an area of countryside and natural areas. For a couple of decades, this worked. Population growth in the 1970s and 1980s; however, had already exceeded Gréber's projections for the year 2000 and, by the 1970s, satellite communities such as Barrhaven, Orléans and Kanata were seeding new suburbs outside the Greenbelt.

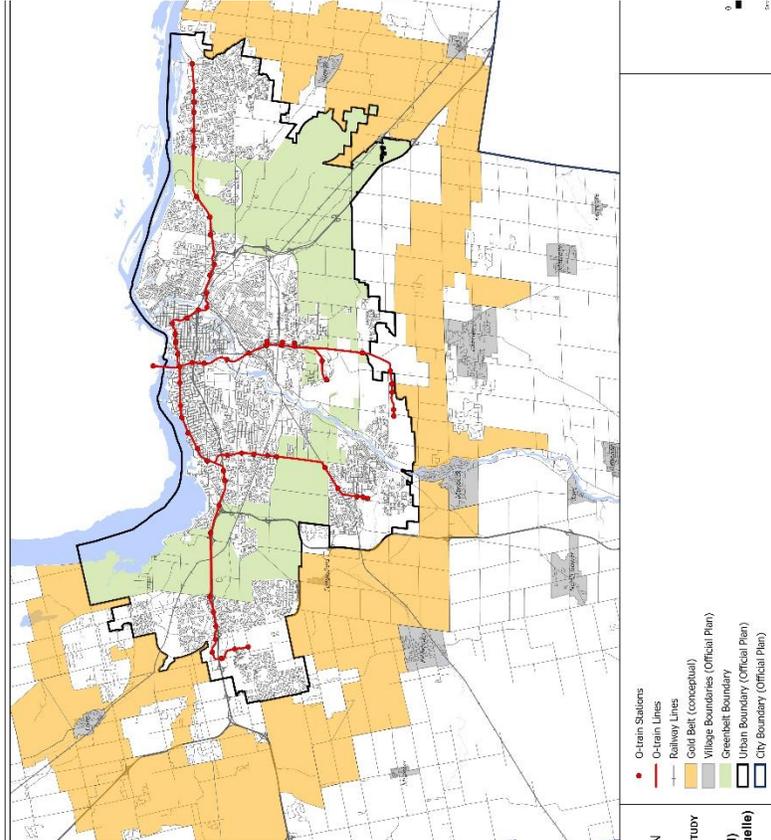
Ottawa's first greenbelt was conceived over 70 years ago. The greenbelt may not have fulfilled its original function of containing all future urban growth inside the belt, because at the time it was created, the City was simultaneously planning for very low-density communities, automobile highways and parkways, and removing streetcar lines. However, the Greenbelt has become a cherished area in the city that has protected agricultural and natural lands and continues to have considerable social and environmental benefits.

In 2020, the City of Ottawa faces a similar challenge to the 1950's and a similar opportunity. Should Ottawa establish another belt of protected lands? Staff, based on Council's May 2020 decision to protect agricultural lands, is recommending that Council

do so. Staff believes the recommended new belt is more likely to be successful at framing the next phases of urban growth through the remainder of this century. The City is now planning in terms of minimum densities, has ambitious and rising regeneration targets, and its OPs have been turned towards growing the city around its rapid transit system for at least the past 30 years, with increasing success. For clarity, staff has called the recommended outer greenbelt the “Gold Belt” in this report. Should Council approve Recommendation 1, staff will prepare the draft policies final mapping and name of the proposed outer greenbelt and include them in the draft OP. Staff would be interested in hearing further input on the name of Ottawa’s Gold Belt.

As noted, Council’s unanimous decision to protect agricultural resource lands was the genesis of creating this second belt and help ensure long term protection of these lands as the City grows. This report shows that, if these agricultural, natural environment and aggregate lands are used to contain Ottawa’s ultimate urban footprint, and should future Councils sustain this Council’s decision, the Map 1 illustration below is what Ottawa’s Gold Belt could look like. Recommendation 1 of this report is to establish a Gold Belt in the new OP.

## Map 1 A Gold Belt (conceptual)



This proposed new 'Gold Belt' is composed of agricultural resource lands, natural areas and key mineral aggregate resource areas. With this approach, Barrhaven, Riverside South, Stittsville and Orléans would have clearly defined ultimate boundaries created by the Gold Belt. There is a little more land that can be added before those suburbs end their outward expansion and shift to more growth through intensification. The northern parts of Kanata towards South March creep further and further away from core infrastructure and transportation services towards country-lot residential subdivisions, rural settlements and significant natural areas, meaning there is a limit to what can be added in that direction inside the belt as well.

Staff analysis has found that there are lands remaining between the Greenbelt of the 1960s and the proposed Gold Belt that would meet Ottawa's growth needs in this OP. The analysis also shows that, if the City meets Council's intensification targets, these lands could be sufficient to the end of the century, particularly if the City continues to slow the rate of outward expansion by increasing intensification to meet the needs of a growing population. Any new urban expansion opportunities should therefore be between the Greenbelt and the Gold Belt.

It is, therefore, recommended that Council include mapping and policies to establish the Gold Belt in the new OP.

The intent of the inner boundary of the Gold Belt in the new OP would be to contain, until the end of the century, all future urban expansions and any new communities. This would also assist in preserving the unique identities of the City's villages and ensure they are not overtaken by future urban expansions. Leapfrogging of the Gold Belt for new urban land would be prohibited in new OP policy.

Within the Gold Belt, the intent of policies will be to: sustain or enhance agriculture operations of a variety of scales, enhance greenspace networks; prohibit further development except for agricultural severances and mineral aggregate extraction; and encourage social, environmental and cultural uses in the same way as the inner Greenbelt does.

Finally, the intent of the outer boundary of the Belt will be to connect to agricultural lands, greenspace areas, villages and the Rideau and Ottawa River systems.

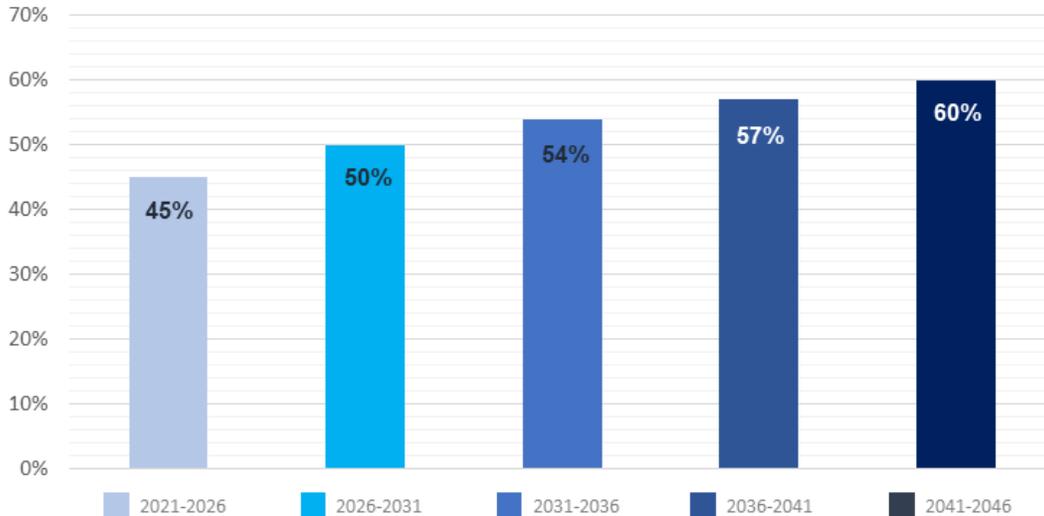
### **Ensuring the protection of tree cover and natural conditions features on candidate urban expansion areas**

Recommendation 2 calls for Council to direct staff to prepare a by-law to expand the Site Alteration and Tree Protection By-laws to prohibit site alteration and prohibit tree cutting on lands under review for expansion as illustrated in Documents 2 or 3; until such time as the new OP is approved by the Minister of Municipal Affairs and Housing. This signals Council's intent to evaluate these lands for potential incorporation into the urban boundary and, as such, applies urban- rather than rural-type protection to trees and to the natural conditions of these lands. This is necessary in order to allow for the preparation of all relevant studies and analyses to confirm the extent of developable areas and the outline of any natural features that ought to be protected.

Once the OP is approved, further revisions will be made to finalize the appropriate limits of each by-law's protections in accordance with that decision. The amended Tree Protection By-law will apply to protect privately owned trees within the approved expansion areas. Section 11 of the Site Alteration By-law will apply to identified natural features within the area shown on Schedule B of that by-law, as approved by Council.

## The Role of Intensification

Growth allocation within the urban area is split between the built-up and greenfield areas. The built-up area is defined by a built boundary, being the spatial separation between built-up portions existing on July 1, 2018, and the vacant greenfield area. A target intensification rate is a policy tool to estimate and direct the amount of urban



growth that is to occur within the built-up area. Any remaining urban growth is then allocated to the greenfield area. In May 2020, Council considered three growth management scenarios within the urban area and adopted the Balanced Scenario that is based on target intensification rates gradually increasing to 60 per cent by the 2041 to 2046 time period.

The City, at a 60 per cent intensification rate, has adopted one of the highest intensification targets in North America. By comparison, Edmonton (which is a similar size) is seeking 50 per cent intensification. Intensification means change in existing neighbourhoods, and this is challenging to get right. Creating buy-in and acceptance of intensification takes time, meaning the shift to more multi-family residential housing in many neighbourhoods that don't have that today will take time. So, as Council decided in May 2020, the City still needs to plan for some outward growth as a way to transition to new growth patterns from current ones.

### Meeting our Needs for Housing Growth until 2046:

In May 2020, Council adopted a blended methodology for determining new lands to come into the urban boundary in this OP. On one hand, it adopted an updated scoring

methodology based on a set of criteria used to rate parcels or cohesive blocks of land. This is the same basic methodology used since amalgamation. It is consistent with the thinking of the Provincial Policy Statement. However, like the PPS, it has an inherent tendency to favour lands that are contiguous extensions to existing communities.

Council also directed staff, by motion, to validate the choice of any new lands against the Five Big Moves. The five big moves are:

1. Growth: achieve, by the end of the Plan's planning period, more growth by intensification than by greenfield development. This growth will provide for complete communities and a variety of affordable housing options.
2. Mobility: by 2046, the majority of trips in the city of Ottawa will be made by sustainable transportation (walking, cycling, transit or carpool).
3. Urban Design: improve our sophistication in urban and community design, and put this knowledge to the service of good urbanism at all scales, from the largest to the very small.
4. Resiliency: embed public health, environmental, climate and energy resiliency into the framework of our planning policies.
5. Economy: embed economic development into the framework of our planning policies.

The first of these big moves, **Growth**, was decided by Council in 2020 when it approved the land supply budget for this OP. Urban Design is a fine-grained level of planning left to neighbourhood and site design and does not provide guidance to the current decision before Council. Resiliency is built into the evaluation criteria by the avoidance of certain lands and the ability to promote more efficient, compact transit-oriented development patterns that also contribute to achieving the City's climate change goals. This means that after accounting for lands excluded by resiliency factors, Mobility and Economy become distinguishing factors amongst the alternatives for locating growth.

One consistent message staff has heard about suburban growth in consultations and in Council discussions is the relationship between new land development and the infrastructure to support it. The biggest challenge for the City is not in the planning of infrastructure to accompany growth. The City's Transportation Master Plan and Infrastructure Master Plan have been effective tools at providing that planning framework. The challenge has been in financing growth-related infrastructure through development charges and other forms of financial agreements with development

interests. Development charges should pay for most components of hard infrastructure related to new growth, but it is not a steady and predictable revenue stream, so the charge needs to be continually re-calibrated. There is a built-in lag in the system that means that the incoming revenues from new development don't give the City sufficient flexibility to deploy infrastructure in the earliest phases of new development. The challenge of growth occurring in many different directions in the shape and large size of city exacerbates this, since the growth-related projects are spread in different directions rather than concentrated in a single focused area for growth.

Council, in debates about the Urban Boundary, Development Charges (growth related infrastructure funding), the Transportation Master Plan (TMP) and Secondary Plans, has expressed concerns about the lag between the construction of transportation infrastructure with suburban growth, and resulting over capacity placed on major connecting corridors that extend through the Greenbelt (e.g. Innes Road, Riverside, Albion, etc.) and connect with the more central parts of the city. Ultimately, a fully built-out O-Train system (Stages 1, 2 and 3) will enable a more robust modal split – if paired with sustained investments in transit operations, especially to increase the frequency of key bus routes. A diversification of suburban land uses such that more employment is available in each suburb, and a likely continuation of some work-from-home arrangements as a legacy of the pandemic will soften the growth of peak-hour demand in the major corridors. Those shifts will bring about the need for new approaches to the delivery of transit services to ensure that its share of travel continues growing, because the pandemic changes nothing to the goal of achieving more than half of trips by sustainable modes. If work-related commutes become a smaller share of the travel demand, then transit will have to be provided in a way that captures people's new travel needs. In this regard, the new OP's transect approach will assist in determining context-appropriate mode share targets and corresponding service levels.

The pandemic has added another layer of uncertainty with respect to travel and growth patterns, and there is currently not enough information to begin work on the next Transportation Master Plan (TMP). The starting point of the TMP - the Origin-Destination Study, will need to take into account the frequency with which people travel to a workplace and the way in which households procure their weekly and daily food, retail and service needs. Although the momentary trend towards cottage and rural properties may be interpreted by some as a harbinger of major changes in urban growth patterns, the Growth Management Strategy and its allocation of growth will not change because the costs of providing urban services will not change, but the need for physical distancing will end once the pandemic winds down.

Mobility shifts won't happen overnight and growth within the next 10-15 years will continue to rely on the backbone of the O-Train, the Transitway, provincial highways and arterial roads that exist today. To make the plan work, further investment in transit corridors in the current TMP and future elements in upcoming new Transportation Master Plan will be needed regardless of where growth is to be located. The delay in adoption of O-Train by residents due to the pandemic and our inability to model future transportation demand in 2020 and 2021 has made the growth recommendations more difficult to accomplish, and it has introduced uncertainty into the analysis that staff account for in the recommendations to Council.

### **Results of the Evaluation for Residential Land supply**

Staff have used the Growth Management Strategy to identify and evaluate lands for urban expansion. The results of the evaluation (scoring) are presented in Documents 2 and 3. Refinements and additional details on the methodology used for evaluation are presented in Document 1.

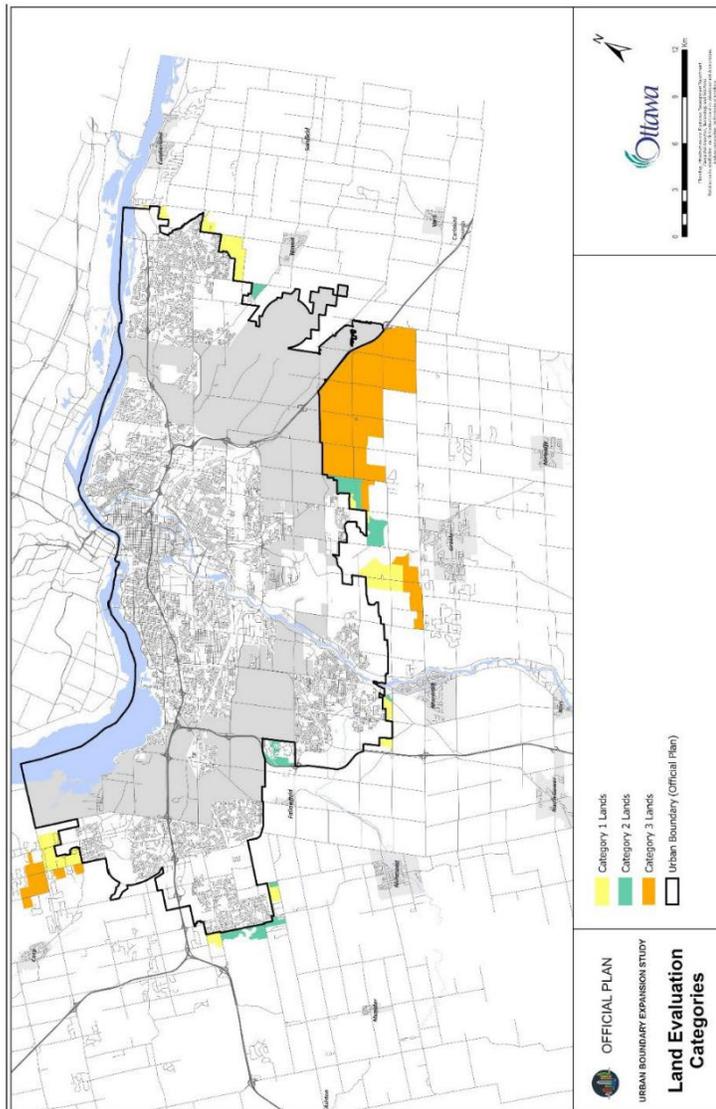
The potential growth areas recommended for consideration fall into three categories. As described in Table 1 below, each of the three categories and associated recommendations are related to the degree of conformity that the lands have with adopted GMS criteria and the Five Big moves.

**Table 1 Land Categories and Characteristics**

Category	Characteristics
Category 1	<p><b>Strong Adherence to the GMS and Five Big Moves</b></p> <p>Lands that have a strong adherence to the GMS criteria and Five Big Moves. They are composed of pass 1 lands that fulfil all criteria and minimum scoring under the GMS. Category 1 lands also include 2nd pass lands which complete clusters based on servicing and/or transit viability of pass 1 lands.</p> <p>Scoring and other characteristics of Category 1 lands are provided in Document 2.</p>
Category 2	<p><b>Partial adherence to the GMS and Five Big Moves</b></p> <p>Lands that fulfil exclusion factors (such as not being agricultural resource areas and buffered from mineral aggregate resource areas) but may not fulfil minimum inclusion factors such as distance from rapid transit. Due to their proximity to the current urban boundary and category 1 lands, Category 2 lands may be considered in part or collectively for inclusion in the urban boundary if there is a shortfall of lands in Category 1.</p> <p>Scoring and other characteristics of Category 2 lands are provided in Document 2.</p>
Category 3	<p><b>Limited adherence to the GMS criteria or Five Big Moves</b></p> <p>Lands that do not fulfil inclusion criteria or servicing criteria. They are, however, larger blocks of non-agricultural lands that may be considered for a new community if necessary.</p> <p>Scoring and other characteristics of Category 2 lands are provided in Document 3.</p>

Map 2 illustrates the three categories of land as a result of the evaluation. Note that some lands have not been included in any category. These are lands that are not recommended to further considered for addition to the urban boundary, under any scenario, due to poor adherence to GMS criteria or the Big Five Moves.

## Map 2 Land Evaluation Categories



**Category 1 Lands: Strong Adherence to the GMS criteria and Five Big Moves**

Staff recommends inclusion of all Category 1 clusters as growth areas in the OP.

Category 1 clusters provide 1,011 gross hectares of land; which are sufficient for the City to comply with the PPS-mandated 15-year land supply until at least 2026. These lands also leverage the investments in Light Rail transit (Stages 2 and 3) that are already under construction or approved and planned. These lands also leverage existing and planned servicing capacity. These are the lands shown in Appendix B and referred to in Recommendation 1 of this report.

If Council deems it necessary, staff will also be directed to include any recommended “gating” requirements for any Category 1 lands in the OP (as outlined in Recommendation 4).

### Three Options to Address a Shortfall of Category 1 Lands

Because Category 1 lands do not add up to the necessary 1,281 hectares required under the Growth Management Strategy, staff have identified three options that can be explored and perhaps analyzed further, in order to make up the shortfall.

#### Option 1: Distributed Option - Category 2 Lands (Appendix B)

Option 1 is to look for lands close to the urban boundary and contiguous to Category 1 lands that did not obtain a passing grade in the scoring under the Council-approved criteria. These lands may present additional technical challenges and cost to servicing and may not be within the transit inclusion area. The lands would also need to be further evaluated under the Five Big Moves before a decision is made. Staff have called these lands Category 2 and describe this option as the Distributed Option. Scores and additional information regarding these lands can be found in Document 2.

Lands in Category 2 require local transit improvements, servicing infrastructure and new roads infrastructure projects not currently listed in the Transportation Master Plan and Development Charges Background Study. Their selection (in whole or in part) must stipulate that their development is dependent on gating policies in the new OP to address any significant transportation or infrastructure issues prior to being added to the urban boundary.

#### Option 2: Study Three New Community Options - Category 3 Lands (Appendix C)

Option two is to study three possible locations on which to establish a new community inside the proposed Gold Belt at a location that may be contiguous or non-contiguous to existing urbanization. We have captured these lands under Category 3 and call this the “new community option”. Scoring of these lands can be found in Document 3.

Staff have identified three possible locations for a new community. All three are options that would require significant research, analysis and investment. Two of those are on lands that would represent a larger contiguous expansion of the existing built-up area: those are South March and Riverside South. Both these options are geographically limited for subsequent expansions by agriculturally or environmentally valuable lands and the proposed Gold Belt.

The third new community option, in Leitrim East/Carlsbad West area, would involve identifying lands that would be the seed in the first stage of the development of a new community comparable in size to Blackburn Hamlet or Bells Corners (approximately 250 net hectares).

Choosing the Leitrim East/Carlsbad West new community option would not commit the City and future Councils to subsequent expansions. Future councils however will be challenged to make more viable the extensive infrastructure and transit investments required to establish Leitrim East/Carlsbad West in a way that competes with other candidate new community areas and also achieves the Five Big Moves. However, this option does create some unique opportunities that are not possible with the other options, as described in Document 3.

#### Option 3: The single new community option

Option three is to choose one of the Category 3 new community areas inside the proposed Gold Belt for further analysis. This option has the benefit of scoping City efforts before 2026 and would avoid a re-evaluation and scoring of each Category 3 area. By focusing on one area, the City may be able to mitigate the infrastructure funding challenges of having more areas competing for the same funding.

#### Recommendations for Options 1, 2 or 3

All three options have advantages and disadvantages, and all three require much more work to understand the manner in which they could be implemented. The City has time however because these lands are not necessary to fulfil the City's residential land requirements under the PPS (assuming intensification targets are met) until at least 2041.

Staff are recommending that Council place conditions prior to their future potential confirmation as urban expansion areas. Staff recommend that Council adopt a series of technical studies and financial requirements (set out in Appendix F) as essential conditions for lands in either option. Upon the satisfactory resolution of the issues and challenges identified in that appendix, the lands could be approved by Council as early as 2026 for inclusion in the urban boundary. The City may need to confirm these lands by that date to remain compliant with the PPS.

#### The Need to Monitor the Progress of the Plan and Report to Council in Five Years

The intensification target that underpins the growth management strategy represents a significant shift in urban growth patterns. There is considerable market momentum for

this shift which the COVID-19 pandemic may momentarily slow, and given the high interest revealed by public consultation in 15-minute neighbourhoods and walkable communities, staff remains of the opinion that the new targets are achievable. However, just as the intensification targets adopted by OPA 76 in 2008 were seen by some as overly ambitious, these new targets remain subject to skepticism by some. The City does not control the rate at which landowners choose to change existing uses. There are technical challenges to implementing intensification in some areas, and there is not always public acceptance of intensification. These are all challenges that can be addressed, but it could affect the rate of uptake of intensification which does have an effect on the City remaining compliant with the 15-year land supply in the PPS.

For that reason, and as a matter of good planning, ongoing monitoring of these targets on an annual basis will continue and will be reported in the Annual Development Report.

The fifth recommendation, based on Options 1 or 2 and Appendix C, commits Council, in the new OP, to a review in 2026 of the land supply and intensification targets even though the *Planning Act* legally allows the City to undertake such a review 10 years after the adoption of a new OP. Such a review will be a focused update on the residential land supply.

Should the monitoring results indicate that there is a shortage of residential lands to remain compliant with the Provincial Policy Statement before 2041, staff recommends that the lands in Appendix C be considered before seeking any other additional lands in a Comprehensive Review.

Conversely, should the monitoring results indicate that intensification targets are being met or exceeded and the land supply is adequate to 2046, the land supply and intensification targets would be considered again as part of the 10-year review of the OP.

### **The Context of Employment Areas**

Municipalities in Ontario are directed by the 2020 Provincial Policy Statement (PPS) to designate in their OP enough lands to accommodate population growth and provide for a range and mix of land uses, including lands for employment purposes, up to a 25-year horizon. Lands for employment purposes include “employment areas”, which is a defined term in the PPS where business parks have the following primary activities:

- Manufacturing
- Warehousing

- Offices

Planning for employment areas in the new OP must be consistent with PPS direction and also take into consideration Council's adopted policy directions for the new OP and how trends and drivers of change may influence industrial-related activities to 2046. One such trend is based on advancements in automated systems and their application within warehousing. These new automated warehousing operations are more commonly known as a "distribution centre" or "fulfilment centre" (an expression popularized by Amazon).

In the past, land budgets for these employment areas would have been referred to as an "employment land review". Notwithstanding the "employment area" label, the PPS focusses on industrial activities and office parks. Focussing on areas for industrial activities and, in light of an emerging trend towards distribution centres warrants a label that more accurately describes the types of business parks to be designated in the new OP. The term "industrial and logistics" intends to convey the specific uses that these lands are reserved for, rather than any other employment that could locate in other parts of the city. The Industrial and Logistics Land Strategy, attached as Document 5, is a comprehensive review of employment areas and a land budget of the industrial and logistics job component for the new OP.

Consistent with the new OP policy directions adopted by Council to plan for employment areas based on their different contexts, multiple designations are proposed that correspond to the different types of business parks as defined in the PPS. Table 2 shows how the primary uses within the PPS defined employment areas are proposed by designation in the new OP.

**Table 2: PPS Employment Area Designations in the New Official Plan**

<b>New Official Plan designation</b>	<b>Provincial Policy Statement Employment Area Primary Use</b>		
	<b>Manufacturing</b>	<b>Warehouse</b>	<b>Office</b>
Traditional Industrial, Freight and Storage (TIFS)	✓	✓	
Non-Traditional Industrial Mixed (NTIM)	✓	✓	✓
Rural Industrial, Freight and Storage (RIFS)	✓	✓	
Special Districts			✓
Hubs			✓
Corridors			✓
Neighbourhood			✓

Industrial and logistics uses will locate mostly within Traditional Industrial, Freight and Storage (TIFS) and Rural Industrial, Freight and Storage (RIFS) designations. TIFS are characterized as being mostly industrial-type uses such as manufacturing, warehousing, distribution, and transport. RIFS are similar to TIFS but will smaller buildings that typically rely on private wells for potable water and septic for wastewater and tend to have a higher proportion of outdoor storage uses.

The Non-Traditional Industrial Mixed (NTIM) designation are business parks that have a broader mix of non-residential uses such as smaller-scale office, light manufacturing, warehousing, trades/contractors, and telecommunications broadcasting. Some community-based uses also locate in these areas such as places of worship, indoor recreational uses and stand-alone daycare centres. The latter uses typically adapt and reuse older vacant buildings that are less suited for modern-day warehousing and offer a large amount of space with a rent that is more affordable relative to other commercial areas.

The TIFS and RIFS designations in the new OP correspond to clusters for manufacturing and warehouse primary uses, or industrial and logistics uses, within employment areas and are differentiated between the urban and rural areas the need to access central water, wastewater, and transit services. Clusters of office employment areas corresponds to the NTIM, Hubs, Corridors, Neighbourhoods, and relevant Special

Districts, such as the Kanata North Economic District, and are intended to be supportive urban environments for employers that do not require preservation or segregation of lands. As such these designations that support clusters of office employment do not require conversion policies to non-office uses.

### E-commerce and 15-Minute Neighbourhoods

One of the policy directions of the new OP is to enable the evolution of walkable, 15-minute neighbourhoods. The identified trends in e-commerce and distribution centres may initially be seen as constraints to providing retail services that are embedded in neighbourhoods throughout the city but, in some instances, may also be beneficial. One of the main drivers to the rise of distribution centres is the technology that allows for automated storage and retrieval systems. As technology further advances and these systems continue to shrink in physical size, smaller distribution centres or “micro fulfillment centres” become possible in existing, smaller buildings that are in highly accessible urban locations, a hallmark of 15-minute neighbourhoods.

The issues experienced with the last-kilometre delivery from distribution centres is one of the largest challenges and costs remaining in the e-commerce and supply-chain network. Smaller distribution centres and pick-up locations located within neighbourhoods can help reduce some of the existing transportation costs, improve delivery times, and reduce the curbside conflicts between loading/unloading and multi-modal traffic flow. Grocery stores are some of early adopters of this concept, where automated storage and retrieval systems are embedded in their existing stores offering a delivery or pick-up option for surrounding neighbourhoods. The concept is well suited for perishable goods or commercial items that are consumed on a more regular basis. Whether large or small, distribution centres are focussed on physical retail merchandise, which is only one service among many that make up 15-minute neighbourhoods.

While e-commerce has increased customer access to goods and services, associated transportation costs will mean that a large proportion of these goods and services will still have their origin within a 15-minute neighbourhood. For example, ordering take-out from a restaurant will still require that restaurant to be within the same neighbourhood. E-commerce and distribution centres have impacted existing retail within neighbourhoods but as the area where the current issues associated with last kilometre delivery occurs, further advancements in these trends may yet contribute to the importance of planning for 15-minute neighbourhoods.

## **Adopt the Industrial and Logistics Land Strategy**

Recommendation 7 is to receive and adopt the Industrial and Logistics Land Strategy, attached as Supporting Document 5. The amount of industrial and logistics land needed to 2046 is based on the employment projections adopted by Council on December 11, 2019. By 2046 the projected employment is estimated to be 827,000 jobs, a growth of 189,400 jobs representing a 30 per cent increase from 2018. Based on a land-use category approach as detailed in Document 5, a growth of 16,000 industrial-related jobs is forecast between 2018 and 2046. Of this amount, 12,200 industrial-related jobs are estimated to be accommodated in new building space on vacant TIFS lands. In addition, a small amount of non-industrial-related jobs, such as restaurants, automobile service and repair, will also occur within these designations. In total, approximately 13,600 jobs are estimated to be accommodated on vacant TIFS lands.

The amount of vacant land needed to accommodate these jobs is determined by applying a range of jobs-per-hectare densities that are based on standard measures and observations of typical existing and planned densities in Ottawa. Higher densities that have more jobs per hectare will require less land to accommodate the estimated jobs than lower densities.

Trends and drivers of change for the industrial and logistics sector were examined to help inform some of the underlying fundamentals to estimate the amount of vacant land required to accommodate these 12,200 industrial-related jobs. The City's scenario-based planning document [Ottawa Next: Beyond 2036](#) and the Goods Movement Backgrounder (2019) prepared for the Transportation Planning Branch provided insights into potential drivers of change in economic development and industrial and logistics spaces that included the following:

- Distribution centres
- Last-kilometre delivery
- New technologies and delivery segmentation
- Emergence of connected and autonomous vehicles
- Sustainable road design and competition for road space
- Prefabrication manufacturing and assembly.

The largest trend to date impacting industrial and logistics is the advancement in robotics that allows for an automated storage, retrieval, sortation, and packaging system

within warehouses in the form of distribution centres. In concert with change occurring in the communications space through e-commerce and mobile applications, the supply-chain network of commercial goods and ground transport has been disrupted by these new technologies.

Based on these trends, the industrial density assumptions were updated with the assumption that distribution centres and related logistics will form a larger portion of industrial-related jobs than seen in the past, reducing assumed densities. The result is a range of between 363 to 507 net hectares of vacant lands in TIFS designations. Table 3 summarizes the 2018-2046 industrial-related job projections and associated vacant TIFS land need.

**Table 3 Summary of Industrial-related Job Projections and Associated Vacant Land Need**

<b>Job Growth, 2018-2046</b>	<b>Jobs</b>
City-wide	189,400
Non-industrial	173,400
Industrial-related	16,000
Industrial-related, TIFS vacant land	12,200
Non-industrial, TIFS vacant land	1,400
Total Jobs, TIFS vacant land	13,600
new TIFS land need, high density	363 net ha
new TIFS land need, low density	507 net ha

The estimated industrial supply in proposed TIFS designations on July 1, 2018, being the start of the employment projection period, is approximately 382 net hectares. The existing supply of 382 net hectares is within the range of 363 to 507 net hectares to accommodate the anticipated industrial-related growth to 2046 but only if higher employment densities on industrial lands are achieved. However, lower densities will be more likely given that high density office uses are proposed to be restricted within these areas and a higher occupancy of low density distribution and logistics uses are anticipated. Additional supply closer to the upper end of the estimated industrial and logistics land range will mitigate the potential for not meeting land needs and help provide more options for future industrial-related uses.

Ground transportation of freight and cargo remain the primary means of which commercial goods flow in and out of Ottawa along Highways 417 and 416, and to a lesser extent Highway 7. These highways connect Ottawa to major ports of entry for commercial trade and cargo from the Greater Toronto Area in the west; Montréal, Cornwall, and the Maritimes in the east; and from US border crossings in across both Ontario and Québec. In addition, some limited air freight flows through the Ottawa International Airport. Vacant lands along highway interchanges are optimal locations to access all of these ports. However, clusters of large industrial and logistics buildings require municipal water and wastewater services and enjoy amenities and conveniences within the urban area. Furthermore, vacant lands cannot be constrained by environmental features nor can they have an agricultural designation. On May 27, 2020, Council passed a motion to exclude lands in Agricultural Resource Areas from any and all consideration as candidate parcels for inclusion in the urban or village boundary. As new urban industrial lands will require an urban area expansion, agricultural lands are excluded from consideration.

Taking the need to be close to a highway interchange and proximity to the urban boundary along with servicing capabilities into account, Appendix D identifies the recommended TIFS designations that are new from the November 20, 2020 draft of the new OP. These new TIFS areas will increase the total TIFS designations to 522 net hectares. The addition of these lands will fulfil the identified vacant industrial land need to 2046.

The Highway 417 and Carp Road interchange has enough vacant lands adjacent to the interchange on the south side that are not agricultural, have reasonable development potential, and where the opportunity to extend municipal services is realistic. This is the location of the existing A.G. Reed rural industrial park southwest of the interchange. In addition, there are vacant lands with development potential southeast of the interchange. As part of any *Planning Act* applications to develop these lands, the landowners will need to conduct an environmental impact statement to determine the extent of developable lands at this location. Combined, the rural area south of Highway 417, west and east of Carp Road could potentially accommodate approximately 100 net hectares of industrial and logistics related development and should be considered in their entirety for the TIFS designation in the new OP in order to provide opportunities for users that need large sites.

The intersection of Highway 416 and Barnsdale Road is planned for a new interchange in the current OP and Transportation Master Plan. Northeast of the future interchange, northeast along Borrisokane Road, there are vacant parcels, a rural industrial use, and

exhausted aggregate areas. This corridor is also adjacent to Category A and recommended for inclusion in the urban boundary that are located to the east. This corridor is close to the future interchange and can be integrated with the adjacent future neighbourhood for servicing and transportation connections. Approximately 40 net hectares of industrial and logistics related development can be accommodated in this corridor, however the amount may be less if additional lands are required to accommodate the new interchange. Table 4 shows the existing, proposed, and total vacant industrial land supply within the urban area for the new OP.

**Table 4: Existing and Proposed TIFS Vacant Land Supply**

<b>Vacant Industrial Land Supply</b>	<b>Net ha</b>
Existing TIFS	382
New TIFS, Hwy 417 and Carp	100
New TIFS, Hwy 416 and Barnsdale	40
<b>Total TIFS</b>	<b>522</b>

Recommendation 8 calls for Council to approve, in total, approximately 140 net hectares of new urban industrial lands, proposed through the TIFS designation, is recommended to be included within the new OP (Appendix D). This amount is within the range of 69 to 369 net hectares of vacant industrial lands estimated in the Growth Management Strategy report adopted by Council on May 27, 2020. Although the total supply of 522 net hectares slightly surpasses the upper demand estimate of 507 net hectares, adding all 140 net hectares of industrial lands is consistent with the intent of the PPS. Adding a smaller amount to keep within the upper demand limit will create remnant rural parcels that would otherwise be surrounded by the urban area and lose the opportunity to be integrated as part of a future neighbourhood secondary plan. In addition, the estimated net hectares of new industrial lands are approximate based on current information and may be less pending the results of any required environmental impact statements or environmental assessments to determine the extent of developable lands.

In addition to the new TIFS designations, Recommendation 9 calls for Council to approve additional RIFS designation parcels representing land clusters of 20 net hectares, that best meet the requirements for as new Rural Industrial, Freight and Storage lands and the Five Big Moves. These are shown in Appendix E and are located southwest of the Highway 417 and Boundary Road interchange. There is currently a low

supply of vacant industrial lands along Highway 417 east of the Rideau River, being the section that is most accessible to the eastern ports of entry for commercial and freight cargo. The National Capital Commission Greenbelt, environmental features, and floodplain are constraints to adding new vacant lands along this section of Highway 417. The new RIFS designation parcels at this interchange will add approximately 20 net hectares of supply along this section of Highway 417.

The ability of new rural industrial development in these locations to access potable water will depend on the residual capacity in the Carlsbad Trickle Feed System. Development will require an application to amend to the zoning by-law and an assessment of the residual capacity of the whole system taking into consideration of existing service commitments and allocation. However, industrial parks in the rural area are intended to accommodate uses that are more outdoor storage extensive rather than large building structures and it is conceivable that there may be uses related to outdoor storage or the transfer of freight containers that do not require on-site water services.

Recommendation 10 calls for the conversion of lands shown as Industrial Area 1 in the Richmond Secondary Plan to a non-industrial land use and include an area-specific policy for the area southeast of McBean Street and the railway with the intention of requiring a secondary planning process to provide the requirements in Section 12 of the new OP that amends the Richmond Secondary Plan prior to any approvals for plans of subdivision or site plans within this area.

The Village of Richmond has approximately 23 net hectares of vacant industrial land, of which approximately 21 net ha is located in “Industrial Area 1” in the Richmond Secondary Plan. Notwithstanding what is shown on Schedule A – Land Use, the Secondary Plan is flexible in the location of this industrial area including a relocation that is adjacent to Eagleson Road, rather than the southern village boundary. A request has been made to convert the “Industrial Area 1” land use in the Secondary Plan into a non-industrial use. An employment site assessment was submitted in support of the request and concludes that there is an abundance of rural industrial supply in Ottawa and that these industrial lands specifically are disadvantaged by not being in proximity to a major highway interchange or the MacDonald-Cartier Ottawa International Airport. The new TIFS designation at the future Highway 416 and Barnsdale interchange is in a better location for industrial supply along the Highway 416 corridor than the Village of Richmond.

Water and wastewater services to these lands would be from a communal water supply and central wastewater collection and treatment system. For water supply, it is unknown

at this time whether a connection to an existing communal well operated by the City is suitable for the proposed new neighbourhood and if not, the Richmond southeast landowners would need to construct their own communal groundwater well, storage and distribution system (subject to City design approval) which, following successful commissioning, would be transferred to the City to own and operate.

Converting land from the industrial to residential uses may increase wastewater flows but will not impact the hydraulic operation of the overall system. To provide a gravity wastewater outlet for the southeast development lands, a new trunk sewer (along Cockburn or King Street) between the Richmond sewage pumping station and Ottawa Street would need to be constructed by the landowner(s). A portion of the project cost of the trunk sewer may occur through the imposition of an area-specific development charge.

To accommodate development that has been draft approved to date in the village, two current wastewater upgrade projects are required. The twinning of 5.9 kilometres of forcemain is expected to be tendered for construction in 2021 and upgrades to the Richmond wastewater pumping station to be tendered in 2022. In order to accommodate wastewater flows from the southeast development, as well as other future residential lands within the village, the remaining 6.4 kilometres of forcemain that discharges to the gravity outlet in Kanata would need to be twinned, with the landowners front-ending the cost of the project. The cost proportions between residential and non-residential development would also change. This would require an amendment to the area-specific development charge and an adjustment to the benefit to existing share of these infrastructure costs.

Given the size of this part of the village that is largely undeveloped, the direction to advance the evolution of walkable 15-minute neighbourhoods, and the requirement to analyse servicing options that may also need to consider other parts of the village, a secondary planning process should be required to examine all of the planning considerations, similar to how the new OP intends to plan other future neighbourhoods.

### **Summary of the Recommendations**

**Recommendation 1** is that Council direct staff to include mapping and policies to establish the Gold Belt in the new OP with goals and objectives as described in the discussion section of this report.

**Recommendation 2** calls for Council to direct staff to prepare a by-law to expand the Site Alteration and Tree Protection by-laws to prohibit site alteration and prohibit tree

cutting in any land clusters illustrated in Documents 2 or 3 until such time as the new OP is approved by the Minister of Municipal Affairs and Housing. This signals Council's intent to evaluate these lands for potential incorporation into the urban boundary and, as such, applies urban- rather than rural-type protection to trees and to the natural conditions of these lands. This is necessary in order to allow for the preparation of all relevant studies and analyses to confirm the extent of developable areas and the outline of any natural features that ought to be protected.

**Recommendation 3** is that Council approve the Category 1 lands identified in Appendix B, representing land clusters of 1,011 hectares that best meet the evaluation criteria and the Five Big Moves as candidate areas to be added to the urban boundary in the new OP and direct staff to insert this Appendix into the draft OP for technical circulation purposes.

**Recommendation 4** is that council prepare a series of technical and financial requirements in the new OP (as described in Appendix C) as essential conditions for any Category 1 lands to be considered for urban expansion.

**Recommendation 5** commits Council, in the new OP to review, by the end of 2026, the projections, land supply and intensification targets; even though the *Planning Act* legally allows the City to undertake such a review 10 years after the adoption of a new OP. Council are also requested to identify from among three options lands to evaluate more fully by 2026. They are a Distributed option (see Appendix B) and new community options (see Appendix C).

**Recommendation 6** is monitor the uptake of identified growth lands, and the number of units created through intensification and report back to Council on the City's compliance with the Provincial Policy Statement's requirement for a 15-year land supply no later than the end of 2026.

**Recommendation 7** is to receive and adopt the Industrial and Logistics Land Strategy, attached as Supporting Document 5

**Recommendation 8** calls for Council to approve, in total, approximately 140 net hectares of new urban industrial lands (as illustrated in Appendix D), proposed through the TIFS designation, is recommended to be included within the new OP. This amount is within the range of 69 to 369 net hectares of vacant industrial lands estimated in the Growth Management Strategy report adopted by Council on May 27, 2020. Although the total supply of 522 net hectares slightly surpasses the upper demand estimate of 507

net hectares, adding all 140 net hectares of industrial lands is consistent with the intent of the PPS.

**Recommendation 9** calls for Council to approve additional Rural Industrial, Freight and Storage (RIFS) designation parcels representing land clusters of 20 net hectares (as illustrated in Appendix E), that best meet the requirements for as new Rural Industrial, Freight and Storage lands and the Five Big Moves. These are shown in Appendix E and are located southwest of the Highway 417 and Boundary Road interchange. There is currently a low supply of vacant industrial lands along Highway 417 east of the Rideau River, being the section that is most accessible to the eastern ports of entry for commercial and freight cargo. The National Capital Commission Greenbelt, environmental features, and floodplain are constraints to adding new vacant lands along this section of Highway 417. The new RIFS designation parcels at this interchange will add approximately 20 net hectares of supply along this section of Highway 417.

**Recommendation 10** calls for the conversion of lands shown as Industrial Area 1 in the Richmond Secondary Plan to a non-industrial land use and include an area-specific policy for the area southeast of McBean Street and the railway with the intention of requiring a secondary planning process to provide the requirements in Section 12 of the new OP that amends the Richmond Secondary Plan prior to any approvals for plans of subdivision or site plans within this area.

**Recommendation 11** proposes that the Agricultural and Rural Affairs Committee and Planning Committee be delegated the authority to hold the public meetings (Committee meetings) pursuant to the *Planning Act* for the consideration of the comprehensive OP and to receive a report and provide recommendations to Council with respect to any draft decision by the Minister of Municipal Affairs and Housing with respect to the comprehensive OP.

### **Provincial Policy Statement**

Staff have determined that is the growth management recommendations are consistent with the 2020 Provincial Policy Statement.

### **Next Steps:**

Following the receipt of direction from the Joint Committees of Planning and Agriculture and Rural Affairs and subsequent to the direction of Council, city staff will circulate the proposed urban expansion areas and options for the remaining lands (including the preferred and non-preferred options to the public, stakeholders and the province.

In September 2021 staff will present Committees and Council with its single recommended option for urban expansion. If necessary, staff will also prepare gating policies for various expansion clusters with the intent that the conditions in the gating policies must be resolved prior to the next OP review.

## **RURAL IMPLICATIONS**

All lands considered for urban expansion options are within the rural transect area as identified in the draft new OP.

In keeping with exclusion criteria in the Residential Growth Management Strategy no agricultural lands have been scored or otherwise evaluated. In addition, lands within one kilometre of a village (except Notre Dame des Champs and Manotick North) have been excluded from consideration. Where candidate land parcels were within 200 metres of a mineral aggregate resource area these lands have also not been scored.

## **CONSULTATION**

The recommended urban expansion land clusters will be included in the draft OP for Technical Circulation purposes.

Residents will be able to provide their feedback through many channels including the project website ([Ottawa.ca/newop](http://Ottawa.ca/newop)), email inbox ([newop@ottawa.ca](mailto:newop@ottawa.ca)) and a series of public events with opportunities for discussions with staff. We continue to add new tools and tactics to expand our reach throughout the city of Ottawa. All engagement will follow all applicable physical distancing requirements as directed by By-laws 2020-186 and 2020-251.

In addition, any landowners impacted by the proposed urban expansion land clusters will receive a direct mailing notifying them of the proposed changes to the OP.

## **LEGAL IMPLICATIONS**

The consideration of this, and the accompanying reports concerning the Ottawa Employment Survey and the Vacant Industrial and Business Park Lands Update are important steps leading to the adoption of the new Comprehensive OP and will provide significant direction to staff.

However, as Members of Council are aware, the *Planning Act* requires a public meeting to be held prior to the adoption of an OP or OP Amendment. A legal test has been adopted by the Courts for such a public meeting that Members of Council must be capable of being persuaded by submissions made to the public meeting. Thus, the

standard practices of Council with respect to revisiting an issue will not apply when the public meeting takes place and the report from the public meeting is considered by Council.

As noted in this report, a Comprehensive OP subject to Ministerial approval is not subject to appeal to the Local Planning Appeal Tribunal. In addition, unless the consent of Council is obtained, no person is able to apply for an amendment to a new OP for a period of two years from the date at which the first portion of the new OP comes into force. As a result, the ability to challenge the new OP as approved by the Minister has been significantly limited.

There does remain the ability to seek to judicially review a Ministerial decision approving an OP. Legal Services is not aware of any such court application seeking to review a Minister's decision having been made since OP's subject to Ministerial approval have been exempted from appeals to the Local Planning Appeal Tribunal. It is anticipated that if such a judicial review application were filed, there would be a high bar that the applicant would have to meet in order to be successful.

The City has been served with an application in Superior Court, commenced by Richcraft Homes Ltd, 1470424 Ontario Inc.(Cardel) and Generation4 Inc. The application seeks to quash the decisions made by Council in Joint Committee Report 3 that:

- 1) Exclude Agricultural Resource Area lands from consideration as urban expansion land; and
- 2) Exclude lands within one kilometre of a village boundary from consideration as urban expansion land.

The record supporting the application has yet to be filed and no date has been determined for the hearing of the application. It is the opinion of Legal Services that such an application is premature as no final decision on the OP has been made by the City or of course the Minister and thus the Court will not know what the OP will provide. Substantively, to the extent direction has been provided thus far by Council, it is Legal Services view that it is consistent with the Provincial Policy Statement.

With the new OP coming into force upon the Minister's decision, the current OP will be repealed. It is the opinion of Legal Services that this would bring to an end any appeal to the current OP and to any OP amendments thereto.

## **RISK MANAGEMENT IMPLICATIONS**

Recommendation 3 directs staff to identify 1,011 hectares of land for new housing. This is considered the minimum area of lands necessary to fulfil the 15-year minimum supply to 2031 as mandated by the Provincial Policy Statement. Staff will continue to monitor housing supply and report by 2026 on the preferred alternative for fulfilling the additional 270 hectares necessary for the housing supply to 2046.

## **ASSET MANAGEMENT IMPLICATIONS**

The recommendations documented in this report are consistent with the City's [Comprehensive Asset Management \(CAM\) Program](#) objectives. The implementation of the Comprehensive Asset Management program enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This is done in a socially, culturally, environmentally, and economically conscious manner.

The approach to scoring and evaluating candidate expansion lands for their serviceability involved an integrated approach involving planning, finance, engineering, maintenance and operations considerations to ensure effective management of existing and new infrastructure required by the proposed urban boundary expansion.

## **FINANCIAL IMPLICATIONS**

Recommendation 5: Technical studies and/or peer reviews will be required to complete the works associated with this recommendation. The City's cost is unknown and dependent on which option Council approves, as well as developer funding. In the event the City's cost cannot be funded from within existing resources, a budget request will be brought forward through the budget process.

All other Recommendations have no direct financial implications.

## **ACCESSIBILITY IMPACTS**

This report does not refer to potential accessibility impacts.

## **ENVIRONMENTAL IMPLICATIONS**

The Growth Management Strategy set out several policy directions and evaluation criteria aimed at ensuring that potential environmental impacts from growth would be avoided or reduced to the extent possible, including the emphasis on intensification and incremental expansions that seek to maximize existing transit and infrastructure. It also

established clear directions for the consideration of natural heritage features and natural hazards in the evaluation of potential candidate areas for expansion. Future development on the approved expansion lands will also be subject to the policies of the new OP, including environmental policies aimed at avoiding or minimizing negative impacts.

Staff considered environmentally designated lands and natural heritage system mapping shown in the current Schedules A, B and L of the OP, as well as Annex 16 (core areas and linkages). Proposed changes to these mapped features, identified through the new OP, were also considered as part of the analysis. Following the approved Growth Management Strategy, lands designated as Natural Environment Area or identified as regulated wetlands (including Significant Wetlands) or floodplains were considered undevelopable lands and excluded. Valleylands were similarly excluded. Where such features impacted candidate parcels, those parts were not included in the calculation of developable area.

Natural linkages were considered during the identification and scoring of candidate areas but were not excluded from the developable area. The approved scoring criteria allowed for the deduction of two points for parcels where up to 25 per cent of the area was impacted by a natural linkage, or four points for parcels with over 25 per cent impacted.

Staff applied additional setbacks to regulated wetlands, valleys and permanent watercourses. These setbacks were not included in the calculations of developable area. The final extent of all setbacks will need to be confirmed through appropriate on-site studies as part of the planning process for the approved lands. Professional judgement was used to estimate which watercourses might potentially be altered with permission from the Conservation Authority and the City, versus which watercourses are expected to be retained and protected with appropriate setbacks. The generalized setbacks applied for the purposes of this analysis are as follows:

- 30 metres for significant wetlands
- 15 metres for other regulated wetlands
- 15 metres from the approximate top of slope for watercourses within a defined valley feature
- 30 metres from other permanent watercourses

Significant woodlands were considered under the current approved policies for such features, where a maximum of 15 per cent of the woodland in the otherwise developable area was assumed to be retained. In cases where significant woodlands overlapped with other natural heritage features or constrained areas, the 15 per cent calculation applied only to the portion of the woodland not otherwise constrained. The exact location and extent of woodlands to be retained will be determined through the planning process for the approved lands.

Trees and woodlands identified as constraints in candidate areas may be vulnerable to removal in the time between the public release of this report and the conclusion of the planning process. While the Site Alteration By-law provides some protection for natural areas within approximately two kilometres of the urban boundary, it does not protect individual trees, hedgerows or small peri-urban woodlands. Staff therefore recommend that the Tree Protection By-law be immediately amended so that the protections for privately owned trees will apply to all the candidate lands evaluated in Appendices A, B and C. This extension of the by-law will be temporary in cases where candidate areas are not ultimately approved for inclusion within the urban boundary. The By-law will be amended again following Ministerial approval of the OP to reflect the final decision regarding the urban boundary. This is consistent with the approach taken in 2011, when the Urban Tree Conservation By-law was extended to cover the expansion areas. The extension of the Tree Protection By-law will ensure that these potential additions to the City's urban forest are preserved until they can be appropriately considered through the planning process.

Similarly, staff note that the three potential new communities under consideration in Category 3 (Appendix C) are located at or just beyond the current limits of the natural area protections afforded by Schedule B of the Site Alteration By-law. Staff, therefore, recommend that Schedule B be immediately amended to include all three potential new communities so that identified natural areas within these lands are protected from pre-emptive clearing. The Site Alteration By-law schedule may be amended again following Ministerial approval of the new OP, at Council's discretion.

## **CLIMATE CHANGE IMPLICATIONS**

The Climate Change Master Plan (CCMP) sets the course of action for the city to reduce its emissions and adapt to a changing climate. Energy Evolution is an action plan that includes a comprehensive energy, emissions, and financial model. The model demonstrates how a suite of 44 policies and actions could achieve the community GHG emission reduction target of 100 per cent by 2050, including land use and growth

management considerations. One of the CCMP's priority actions is to apply a climate lens to the new OP and its supporting documents.

The May 2020 urban expansion criteria approved by Council are based on directions contained in the City's current OP, new OP policy directions, the Provincial Policy Statement and alignment with the Climate Change Master Plan. These criteria ensure expansion decisions make the best and most cost-effective use of existing infrastructure, result in compact communities to reduce sprawl and create 15-minute neighbourhoods by prioritizing new residences close to existing commercial areas, existing places of employment and most importantly close to existing or already-planned rapid transit. Where those characteristics exist today, those lands are prioritized and recommended for inclusion for expansion purposes. Any further land requirements that do not meet those characteristics today should be addressed through lands that have the highest capability of having the same attributes in the future.

As noted in the May 2020 report the success of any growth scenario will largely depend on the achievement of the other actions described in the Energy Evolution model, such as the electrification of vehicles, especially in the context of a carbon budget. In all instances, the City will need to continue to improve and refine its public transit service to meet the needs of a population that is growing by over 40 per cent in the next 25 years. The existing Climate Change model is based on the existing OP growth management framework and will be updated following Council approval of the urban expansion lands.

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Integrated Transportation; Thriving Communities
- Environmental Stewardship
- Sustainable Infrastructure

## **SUPPORTING DOCUMENTATION**

Document 1 Methodology Details

Document 2 Pass 1 and 2 Summary Tables (Category 1 Lands)

Document 3 Potential New Community Areas Summary Tables

Document 4 Submissions for Urban Expansion

Document 5 Industrial and Logistics Land Strategy

Document 6 Appendices A – E

- Appendix A – Category 1 Lands
- Appendix B – Category 2 Lands
- Appendix C – Category 3 Lands
- Appendix D – New Traditional Industrial, Freight, and Storage (TIFS) Areas
- Appendix E – New Rural Industrial, Freight, and Storage (RIFS) Areas

Document 7 Appendix F

- Preliminary Factors for Further Study of Potential Expansion Lands

## **DISPOSITION**

On November 20, 2020, the draft of the new OP was released publicly and provided to agencies through a technical circulation. Staff will post Council's decision on the urban expansion lands on the new OP project website ([Ottawa.ca/newop](http://Ottawa.ca/newop)). Planning Operations Branch will also notify the agencies on the November 20, 2020 technical circulation of Council's decision. Staff will update the relevant schedules in the new OP to show the new expansion land parcels and will form part of the final OP that is targeted to be tabled at Joint Committees in June 2021.