

**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  
11 May 2020 / 11 mai 2020**

**and Council  
et au Conseil  
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**SUBJECT: New Official Plan – Growth Management Strategy**

**OBJET: Nouveau Plan officiel – Stratégie de gestion de la croissance**

## **REPORT RECOMMENDATIONS**

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

- 1. Approve the Balanced Scenario as the Residential Growth Management Strategy for the new Official Plan as described in Document 1 attached, which accommodates 51 per cent overall of residential growth through intensification, with an intensification target that increases to 60 per cent in the 2041 to 2046 period; and**
- 2. Approve the inclusion of new urban residential and employment land expansion of between 1,350-1,650 gross hectares, which is to be selected using the criteria identified in Document 6 for residential land, and for employment land on the basis of strategic additions to the urban employment lands base, with the final amount and location of new urban residential and urban employment land to be brought forward when the draft Official Plan is tabled in Q4 2020.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le Comité de l'urbanisme et le Comité de l'agriculture et des affaires rurales recommandent ce qui suit au Conseil :**

- 1. Approuver le scénario « juste milieu » comme stratégie de gestion de la croissance résidentielle pour le nouveau Plan officiel, tel que décrit dans le document 1 ci-joint, scénario qui permettra de réaliser 51 % de la croissance résidentielle globale par la densification, avec une cible de densification qui augmentera jusqu'à atteindre 60 % entre 2041 et 2046;**
- 2. Approuver l'inclusion d'une nouvelle cible d'expansion des zones urbaines résidentielles et destinées à l'emploi – entre 1 350 et 1 650 hectares bruts –, les terrains résidentiels devant être choisis selon les critères figurant dans le document 6, et les terrains destinés à l'emploi, en fonction d'ajouts stratégiques, et la superficie et l'emplacement définitifs des nouveaux terrains devant être soumis lors du dépôt de la version provisoire du Plan officiel au quatrième trimestre de 2020.**

## **EXECUTIVE SUMMARY**

This report responds to the joint Committees' and Council's direction to present a residential growth management strategy and detailed expansion area criteria that will be used to inform the growth strategy for the City's new Official Plan. Employment lands were addressed in the Council-approved Policy Directions ([ACS2019-PIE-EDP-0046](#)) report and any urban expansion for employment lands will be focused on strategic lands with proximity and access to a Provincial 400 series Highway. The assessment of the land needs for employment uses such as industrial, warehousing and logistics-type uses will form part of the Draft Official Plan.

The new Official Plan provides a strategy and policy framework to guide development and growth over a 28-year period from July 2018 to July 2046. Over this period Ottawa is projected to grow by about 402,000 persons, reaching a city-wide population of over 1.4 million people. This growth will require in the order of 195,000 new residential units. The strategy and policy framework to accommodate this growth and the development of these units is to be established by the new Official Plan policy directions. The City's new Official Plan and the accommodation of projected growth must be consistent with the new Provincial Policy Statement that takes effect on May 1, 2020.

### **Policy Objectives**

The Residential Growth Management Strategy intends to be consistent and align with a variety of policy objectives. From the new Provincial Policy Statement these include directions to provide a minimum residential supply that has an appropriate range and mix of housing, look to opportunities to satisfy market demand through intensification, redevelopment and already designated areas first, locating growth to efficiently use existing infrastructure, reducing greenhouse gas emissions and improving air quality.

In addition to the new Provincial Policy Statement, other policy objectives were considered in the development of the residential growth management strategy. These include the new Official Plan policy directions adopted by Council on December 11, 2019, which include a direction to achieve the majority of growth through intensification and growing the city around its rapid transit system, and the City's Climate Change Master Plan that seeks to reduce Ottawa's greenhouse gas emissions by 100 per cent by 2050.

### **Growth Options considered**

In response to these policy objectives, three residential growth scenarios with varying degrees of policy intervention were developed and analyzed as part of the Residential Growth Management Strategy that is attached as Document 1.

1. The Status Quo scenario: maintains the current Official Plan intensification target increase but offers no further policy intervention on achieving the majority of growth through intensification. Intensification targets increase two per cent every five-years, reaching 50 per cent during the 2041 to 2046 period, resulting in 45 per cent of overall residential growth within the built-up area through intensification. The remaining 55 per cent of growth is to be accommodated on greenfield lands and requires an urban expansion of approximately 1,930 to 2,230 gross hectares to supplement the existing urban greenfield designated lands and account for potential Urban Employment Area additions.
2. The No Expansion scenario: accelerates intensification target increases rapidly so that greenfield development only occurs on existing designated greenfield lands. Intensification targets increase at a faster rate than historically observed, such that 100 per cent intensification is achieved during the 2041 to 2046 period, resulting in 64 per cent of overall residential growth within the built-up area through intensification. Approximately 34,000 dwellings, representing 34 per cent, are shifted to the built-up area from greenfield lands in the Status Quo scenario. Under the No Expansion scenario there would also be no opportunity for strategic expansion of urban employment areas.
3. The Balanced scenario: achieves the majority of growth through intensification through target increases that are more realistic, still results in growing around the rapid transit system and remains in line with greenhouse gas emission reduction objectives. Intensification targets increase at a more moderate pace reaching 60 per cent during the 2041 to 2046 period, resulting in 51 per cent of overall residential growth within the built-up area through intensification for the 28-year period. The additional growth in the built-up area represents policy intervention to shift 10,700 dwellings, representing just under 11 per cent, from the greenfield area in the Status Quo scenario. The remaining 49 per cent of growth is to be accommodated on greenfield lands and requires an urban expansion of approximately 1,350-1,650 gross hectares to supplement the existing urban greenfield designated lands and account for potential Urban Employment Area additions.

### **Preparing for increased intensification**

All three growth scenarios will require the City to adapt to increasing levels of intensification and change but to different degrees. The “No Expansion” scenario would require the most rapid adaptation and one of the biggest challenges of this change is how the City and the housing market will respond to the shift of almost 30,000 ground-

oriented greenfield dwellings, represented by single-detached, semi-detached, and rowhouse dwellings, within the built-up area.

Currently the majority of private dwellings achieved through intensification have been in the form of rental or condominium apartment units, usually with two bedrooms or less. A change in the types of intensification units is needed as the rate of required intensification increases, with special attention to three-bedroom ground-oriented units.

The City and home-building industry will need to work together to introduce new residential types that are viable alternatives to “ground-oriented units”, namely units with three or more bedrooms. The City has been working with a local architect to test a new range of low-rise ground-oriented unit models called “613 Flats” that would provide a ground-oriented equivalent where intensification is proposed. These units are intended to increase the densities on existing lots going through infill or redevelopment, by replacing one existing dwelling with multiple new units, while retaining the fundamental attributes of character in established neighbourhoods. Preliminary concepts are shown in Document 1 (pages 19 and 20). New housing formats with a range of tenures are needed if intensification is to increase and Ottawa’s housing market is to provide an appropriate range and mix of dwellings.

### **Recommended Growth Scenario**

The Balanced Scenario is the approach recommended by staff. This approach accommodates the projected growth by fulfilling all of the new Official Plan Policy Objectives approved by Council and is consistent with the new Provincial Policy Statement. The Balanced Scenario also permits the City and the home-building industry to lay the groundwork to facilitate more intensification through the introduction of new housing forms to achieve the reallocation of ground-oriented units (single-detached, semi detached and row housing) that are typically provided in greenfield areas, back into existing communities, in support of the 15-minute neighbourhood objectives. The Balanced scenario results in an urban area expansion of approximately 1,350 to 1,650 gross hectares which also account for potential Urban Employment Area additions.

An increase in the supply of ground-oriented housing through intensification and a moderate urban area expansion are needed to provide an appropriate range and mix of projected housing needs to 2046.

### **Selecting future urban land**

The report also includes the recommended selection criteria to identify and rank the candidate rural parcels for inclusion as part of any urban area expansion (see Document 6). The recommended criteria are based on directions contained in the City’s

current Official Plan, new Official Plan policy directions, alignment with the Climate Change Master Plan, and with the new Provincial Policy Statement. 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 will be prioritized for expansion. Any further land requirements will need to be addressed through lands that have the highest capability of having the same attributes.

### **Updates to Master Plans**

The Transportation Master Plan (TMP) Update, currently underway and scheduled for completion in early 2022, will include a review and analysis of the city's future transportation needs based on the adopted growth strategy in the new Official Plan. Based on that analysis, plans for the future transit, road, walking, and cycling networks will be refined as needed and presented to Council for approval along with any required amendment to the new Official Plan.

The Infrastructure Master Plan (IMP) update will include a review of the infrastructure associated with the focus areas of intensification. The IMP will aid in developing implementation policies and phasing by identifying what areas can currently accommodate the required additional intensification, and what programs, regulatory measures and/or future upgrades, if any, are needed for the remaining additional intensification. Any identification of upgrades necessary to support the required intensification will require a phased implementation plan that considers financing, development timeframes, and priority within the associated capital budgets for infrastructure renewal.

The updated IMP is targeted to be presented to Council for approval in late 2021. In the meantime, staff in Infrastructure Services have been working closely with the OP Team to ensure alignment in policy directions and coordination between land use planning and infrastructure planning.

Infrastructure staff have also been involved in the review and assessment of the engineering criteria for candidate expansion lands where needed.

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. The model is currently based on the existing Official Plan growth management framework and will be updated to align with the scenario approved by Council.

## **Consultation**

Staff organized a series of consultations to review Growth Management Strategy content with key stakeholders. Staff ensured these consultations went forward, despite physical distancing measures by organizing a series of Zoom meetings with representatives from the Greater Ottawa Home Builders' Association (GOHBA), the Building Owners and Managers Association (BOMA), the Federation of Citizen Associations (FCA), and the Sponsor Councillors for the new Official Plan.

Staff have been tracking responses from stakeholders on key issues and used the consultations to outline how they have addressed this feedback in the current Growth Management Strategy.

These meetings provided in depth technical briefings on topics such as the Council-approved growth projections, the Preliminary Policy Directions, and expansion criteria. Stakeholders had the opportunity to ask questions, provide further comments and discuss with staff the rationale behind the recommendations in this report.

Staff have been able to engage a wide range of communities, from village residents to urban communities. Further, an opportunity to give comments and feedbacks is continually provided to our indigenous communities. The Growth Management Strategy was discussed with Aboriginal Working Committee and Ottawa Aboriginal Coalition, on March 6, 2020 at the Wabano Centre for Aboriginal Health. The Indigenous community conversation was a focused engagement with urban Indigenous communities. It looked to get insight into how best to engage their communities as well as feedback on the proposed policies so far. The Algonquins of Ontario office also remains a close partner and are engaged.

In total the City of Ottawa has engaged with:

- Total People Engaged: 7,514
- Number of in person meetings: 76
- Total people reached: 45,646

Stakeholder engagement will continue through 2020 as we move towards a draft new Official Plan in late 2020.

## RÉSUMÉ

Ce rapport donne suite à la directive des Comités et du Conseil de présenter une stratégie de gestion de la croissance résidentielle et des critères détaillés liés aux secteurs d'expansion afin d'orienter la stratégie de croissance pour le nouveau Plan officiel de la Ville. La question des terrains destinés à l'emploi a été discutée dans le rapport sur les orientations stratégiques ([ACS2019-PIE-EDP-0046](#)), approuvé par le Conseil : toute expansion du secteur urbain destiné à l'emploi se fera principalement par l'ajout de terrains ayant un emplacement stratégique, qui offriront une proximité et un accès aux autoroutes provinciales de la série 400. L'évaluation des besoins en terrains destinés à l'emploi – utilisation industrielle, logistique, d'entreposage – sera intégrée dans la version provisoire du Plan officiel.

Le nouveau Plan officiel fournit un cadre stratégique qui orientera le développement et la croissance sur une période de 28 ans s'étendant de juillet 2018 à juillet 2046. Au terme de cette période, Ottawa devrait compter 402 000 résidents de plus, pour un total de plus de 1,4 million d'habitants. Cette croissance nécessitera quelque 195 000 nouvelles unités résidentielles. Le cadre stratégique qui permettra cette croissance et l'aménagement de ces unités nous viendra des orientations stratégiques du Plan officiel. Par ailleurs, le nouveau Plan officiel de la Ville et la démarche établie pour accueillir la croissance prévue doivent être conformes à la nouvelle DPP qui entrera en vigueur le 1<sup>er</sup> mai 2020.

### Objectifs stratégiques

La stratégie de gestion de la croissance résidentielle se veut cohérente et harmonisée à divers objectifs stratégiques. Certains de ces objectifs sont tirés de la nouvelle DPP : favoriser une offre minimale ainsi qu'une diversité et un éventail appropriés d'options de logement, cela en saisissant les occasions de répondre à la demande d'abord par la densification, le réaménagement et l'aménagement des zones déjà désignées, et en délimitant le secteur de croissance de façon à induire une utilisation efficace de l'infrastructure existante, la réduction des émissions de gaz à effet de serre et l'amélioration de la qualité de l'air.

En plus de ceux de la nouvelle DPP, d'autres objectifs stratégiques ont été pris en compte dans l'élaboration de la stratégie de gestion de la croissance résidentielle. On parle ici des orientations stratégiques du nouveau Plan officiel, adoptées par le Conseil le 11 décembre 2019, lesquelles impliquent entre autres de répondre à la croissance principalement par la densification et de concentrer la croissance de la ville autour de son système de transport rapide; on parle aussi du Plan directeur sur les changements



climatiques de la Ville, qui vise à réduire les émissions de gaz à effet de serre d'Ottawa de 100 % d'ici 2050.

### **Scénarios de croissance envisagés**

Pour réaliser ces objectifs, trois scénarios de croissance résidentielle nécessitant un degré d'intervention stratégique variable ont été élaborés et analysés dans le cadre de la stratégie de gestion de la croissance résidentielle, ci-jointe en tant que document 1.

1. Scénario « statu quo » : Maintenir l'augmentation prévue de la cible de densification dans le Plan officiel actuel, mais ne prévoir aucune autre intervention stratégique pour réaliser la majorité de la croissance par la densification. La cible de densification augmenterait de 2 % tous les cinq ans entre 2041 et 2046, jusqu'à atteindre 50 %, ce qui nécessiterait que 45 % de la croissance résidentielle globale soit générée par densification de la zone bâtie. Les 55 % de croissance restants auraient lieu dans les zones vertes et nécessiteraient une expansion urbaine d'environ 1 930 à 2 230 hectares bruts, qui s'ajouteraient aux zones vertes urbaines déjà désignées et permettraient d'envisager des ajouts aux zones d'emploi urbaines.
2. Scénario « aucune expansion urbaine » : Accélérer rapidement l'augmentation de la cible de densification pour que l'aménagement de zones vertes n'ait lieu que dans les zones vertes existantes désignées. La cible de densification augmenterait alors plus rapidement que par le passé, ce qui porterait à 100 % le taux de densification au terme de la période 2041-2046; 64 % de la croissance résidentielle globale à l'intérieur de la zone bâtie serait donc issue de la densification. Environ 34 000 habitations (34 %) se destinant aux zones vertes dans le scénario du statu quo seraient ici construites en zone bâtie. De plus, il ne pourrait pas y avoir d'expansion stratégique des zones d'emploi urbaines.
3. Scénario « juste milieu » : Assurer la majorité de la croissance par une densification fondée sur une augmentation de la cible plus réaliste, ce qui permettrait tout de même de concentrer la croissance autour du système de transport rapide et de respecter les objectifs de réduction des émissions de gaz à effet de serre. La cible de densification augmenterait alors à un rythme un peu plus modéré : elle atteindrait 60 % au terme de la période 2041-2046, ce qui donnerait une croissance résidentielle globale par densification de la zone bâtie de 51 % sur 28 ans. La croissance supplémentaire dans la zone bâtie nécessiterait l'ajout de 10 700 habitations (soit juste en dessous de 11 %) parmi celles que l'on construirait en zone verte selon le scénario du statu quo. Les 49 % de croissance restants auraient lieu dans les zones vertes et

nécessiteraient une expansion urbaine d'environ 1 350 à 1 650 hectares bruts, qui s'ajouteraient aux zones vertes urbaines déjà désignées et permettraient d'envisager des ajouts aux zones d'emploi urbaines.

### **Se préparer à l'augmentation de la cible de densification**

Les trois scénarios de croissance imposeraient à la Ville une augmentation de la cible de densification et d'autres changements, mais à différents degrés. Le scénario « aucune expansion urbaine » est celui qui nécessiterait l'adaptation la plus rapide. L'un des plus grands défis pour la Ville et le marché de l'habitation viendrait du transfert vers la zone bâtie de près de 30 000 habitations avec entrée privée au rez-de-chaussée autrement destinées à être construites en zone verte (maisons unifamiliales, maisons jumelées et maisons en rangée).

Pour l'heure, la majorité des habitations privées issues de la densification sont des appartements locatifs ou détenus en copropriété, comportant souvent deux chambres ou moins. Comme le taux de densification nécessaire augmente, il faut varier le type d'unités en s'attardant surtout aux habitations de trois chambres avec entrée privée au rez-de-chaussée.

La Ville et le secteur de la construction résidentielle devront travailler ensemble pour introduire de nouveaux types de résidences qui constitueront des équivalents viables aux « habitations de faible hauteur avec entrée au rez-de-chaussée », à savoir des unités comportant au moins trois chambres. La Ville collabore actuellement avec un architecte local pour mettre à l'essai une nouvelle gamme de ce type d'habitation, appelée « appartements de type 6-1-3 », qui constituerait un bon équivalent là où l'on propose une densification. Ces unités visent la densification des lots existants par l'aménagement intercalaire ou le réaménagement, en remplaçant une habitation par plusieurs nouvelles unités, tout en conservant l'essence des quartiers déjà établis. Les concepts préliminaires sont présentés dans le document 1 (pages 19 et 20). Il est nécessaire de diversifier les types de logements et les modes d'occupation si l'on souhaite augmenter le taux de densification. Le marché du logement d'Ottawa doit offrir un éventail approprié d'habitations.

### **Scénario de croissance recommandé**

Le scénario du juste milieu est l'approche recommandée par le personnel. En effet, il permettrait d'accueillir la croissance prévue sans compromettre aucun des objectifs du nouveau Plan officiel approuvés par le Conseil, et sans déroger à la nouvelle DPP. De plus, la Ville et le secteur de la construction résidentielle pourraient jeter les bases d'une densification accrue en introduisant de nouveaux types de logements, ce qui permettrait de concentrer les habitations avec entrée privée au rez-de-chaussée

(maisons unifamiliales, maisons jumelées et maisons en rangée), qu'on trouve souvent dans les zones vertes, dans les quartiers existants, que l'on veut transformer en quartiers où tout est à 15 minutes de marche. Du scénario du juste milieu résulterait une expansion de la zone urbaine d'environ 1 350 à 1 650 hectares bruts, une superficie qui permettrait aussi d'envisager des ajouts aux zones d'emploi urbaines.

Cette augmentation de l'offre en habitations avec entrée privée au rez-de-chaussée par la densification et cette expansion modérée de la zone urbaine sont nécessaires pour offrir une gamme de logements appropriée qui réponde aux besoins de la population en 2046.

### **Choisir les futurs terrains urbains**

Le rapport comprend aussi des recommandations de critères de sélection pour sélectionner et hiérarchiser les parcelles rurales candidates pouvant faire partie d'une éventuelle zone d'expansion urbaine (voir le document 6). Ces recommandations se basent sur les orientations contenues et dans le Plan officiel actuel et dans celui à venir, et cadrent avec le Plan directeur sur les changements climatiques et la nouvelle DPP. Les critères proposés donneront lieu à des décisions d'expansion urbaine optimales, qui permettront la mise à profit et la rentabilisation de l'infrastructure existante et la création de quartiers compacts propres à réduire l'étalement, où tout sera accessible à 15 minutes de marche et où sera privilégiée la construction de nouvelles résidences près des aires commerciales, des zones d'emploi existantes, et, le plus important, près des zones existantes ou prévues de transport en commun rapide. Ce sont ces quartiers qui seront ciblés en premier en vue de l'expansion. Les autres besoins en terrains devront être comblés en misant sur les secteurs les plus susceptibles d'offrir ces caractéristiques.

### **Renouvellement des plans directeurs**

La mise à jour du Plan directeur des transports (PDT), qui devrait être terminée au début de 2022, consistera à analyser les futurs besoins en transport de la ville, à la lumière de la stratégie de croissance qui fera partie du nouveau Plan officiel. Les plans pour les réseaux routiers, pédestres, cyclistes et de transport en commun seront améliorés au besoin en fonction de cette analyse et présentés au Conseil pour approbation avec les modifications que l'on voudra apporter au nouveau Plan officiel.

De même, il y aura mise à jour du Plan directeur de l'infrastructure, et donc examen de l'infrastructure dans les zones ciblées pour la densification. Le nouveau Plan directeur de l'infrastructure facilitera la création des politiques et d'une procédure graduelle de mise en œuvre en répertoriant les zones pouvant accueillir la densification prévue, et en indiquant quels programmes, mesures réglementaires ou mises à niveau futures sont

nécessaires pour atteindre le taux de densification visé. Toute mise à niveau de l'infrastructure nécessitera un plan de mise en œuvre graduelle qui tiendra compte du financement, du calendrier d'aménagement et des priorités des budgets des immobilisations connexes pour le renouvellement des infrastructures.

Le nouveau Plan directeur de l'infrastructure devrait être présenté au Conseil pour approbation à la fin de 2021. Dans l'entre-temps, le personnel des Services d'infrastructure travaille de près avec l'équipe du Plan officiel pour assurer l'harmonisation des orientations stratégiques et la coordination entre l'aménagement du territoire et la planification des infrastructures.

Le personnel des Services d'infrastructure a aussi participé à l'examen des critères d'ingénierie pour le choix des terrains ciblés pour l'expansion.

Enfin, il y a le Plan directeur sur les changements climatiques, qui décrit la démarche de la Ville pour diminuer ses émissions de gaz à effet de serre (GES) et s'adapter aux changements climatiques. Dans la même veine, « Évolution de l'énergie » est un plan d'action qui comprend un modèle complet sur l'énergie, les émissions de GES et les finances. Ce modèle présente un ensemble de 44 politiques et mesures (p. ex., sur l'utilisation du sol et la densification) qui permettrait à la Ville d'atteindre la cible de 100 % de réduction des émissions de GES d'ici 2050. Le modèle se base actuellement sur le cadre de gestion de la croissance du Plan officiel actuel et sera mis à jour à la lumière du scénario qui sera approuvé par le Conseil.

## **Consultations**

Le personnel a organisé une série de consultations en vue d'examiner la stratégie de gestion de la croissance avec les principaux intervenants. Étant donné les mesures de distanciation physique en place, il a organisé des rencontres Zoom avec les représentants de la Greater Ottawa Home Builders' Association (GOHBA), de la Building Owners and Managers Association (BOMA) et de la Fédération des associations communautaires (FAC), et avec le groupe de conseillers parrains affecté à la révision du Plan officiel.

Le personnel, qui a recueilli les commentaires des intervenants sur des questions importantes, s'est servi de ces consultations pour expliquer comment leur rétroaction a été intégrée à la stratégie de gestion de la croissance présentée.

Lors des rencontres ont eu lieu des exposés techniques détaillés sur des sujets tels que les projections de croissance approuvées par le Conseil, les orientations stratégiques préliminaires et les critères d'expansion. Les intervenants ont pu poser leurs questions,

donner leurs commentaires et discuter avec le personnel du raisonnement qui sous-tend les recommandations du rapport.

Le personnel a été en mesure de consulter les résidents de toutes sortes d'endroits, des villages aux milieux urbains. De plus, il offre continuellement la possibilité aux communautés autochtones de donner leurs commentaires. La stratégie de gestion de la croissance a été présentée au Comité d'étude sur les questions autochtones et à la Ottawa Aboriginal Coalition le 6 mars 2020, au Centre Wabano pour la santé des Autochtones. La discussion ciblait particulièrement les communautés autochtones urbaines et visait à trouver les meilleurs moyens de les faire participer au processus et de recueillir leurs commentaires sur les orientations proposées jusqu'à maintenant. Le bureau des Algonquins of Ontario demeure également partenaire proche et actif.

Voici quelques chiffres sur les consultations menées par la Ville d'Ottawa :

- Nombre de participants : 7 514
- Nombre de rencontres en personne : 76
- Nombre de personnes sollicitées : 45 646

La consultation des intervenants se poursuivra en 2020, alors qu'approche la date de dépôt de la version provisoire du nouveau Plan officiel, à la fin de l'année.

## BACKGROUND

On 11 December 2019, Council adopted the staff-recommended population household and employment projections and the Preliminary Policy Directions for the City's new Official Plan (ACS2019-PIE-EDP-0046). Those projections anticipate that Ottawa will grow by about 402,000 persons, reaching a city-wide population of over 1.4 million people by 2046. Private households are projected to increase by almost 195,000 in the same timeframe. Employment is also expected to grow by 169,000 jobs.

Council confirmed the following *Five Big Moves* that provide the basis for the Growth Management Strategy, 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 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.

Council also confirmed the Policy directions for Growth Management that include:

- By 2046, achieve the majority of new residential units by intensification in the urban area and serviced villages;
- Provide for a gradual increase in the intensification targets over the 25-year planning horizon;
- Grow the city around its rapid transit system;
- Require a minimum percentage of units with three or more bedrooms for certain types of development;
- Any urban boundary expansion will support the City's policy directions with respect to climate change, growth management, transit, and the efficient use of infrastructure;
- Ensure city infrastructure is considered as part of any intensification or expansion strategies;
- Ensure intensification strategy will consider housing and transportation affordability;
- Incent intensification in targeted areas through a variety of mechanisms;
- Permit modest expansion to a few villages to ensure their sustainability; and
- Encourage denser, walkable 15-minute neighborhoods to help reduce or eliminate car dependency and promote social and physical health and sustainable neighborhoods.

The land budget report titled "*Residential Growth Management Strategy for the new Official Plan*", attached as Document 1, evaluates three possible scenarios to accommodate the projected population growth to 2046 by considering the above new Official Plan policy directions and the new Provincial Policy Statement.

The report also includes selection criteria to determine the most appropriate rural land parcels for inclusion in the recommended expansion. The criteria are based on the new Official Plan policy directions and the Provincial Policy Statement in a manner that will avoid sprawl-type urban expansion and locate future neighborhoods close to existing commercial areas, existing places of employment, and existing or already-planned rapid transit stations.

Together the approach to growth within the built-up area and the selection of new urban land within the greenfield area represent the next step in the evolution of how Ottawa will grow.

## **DISCUSSION**

### **1. Purpose and Policy Objectives**

The purpose of the *Residential Growth Management Strategy for the New Official Plan*, attached as Document 1, is to provide a framework for how the “private” residential housing component of the adopted growth projections to 2046 will be proposed in the new Official Plan. “Private” residential housing refers to housing that is **not** commercial or institutional in nature, such as rooming houses, student residences, hotels, nursing homes, long-term care facilities, assisted-living residences for senior citizens, military bases, correctional facilities, shelters and group homes, and is based on the Statistics Canada definition for “private households” in the census.

On December 11, 2019, Council adopted the growth projections for Ottawa from 2018 to 2046. Ottawa is projected to have a population of almost 1,410,000 persons by 2046. That number is based on a combination of population projection assumptions for Ontario used by Statistics Canada and the Ontario Ministry of Finance. This represents a growth of about 402,000 persons to 2046, who are projected to require 194,800 new private dwelling units. These dwelling units are further divided into four categories, being single-detached, semi-detached, rowhouse, and apartments. Apartments include both condominium and rental tenures, and stacked units.

Employment projections, with an emphasis on the industrial and warehousing components, will be reviewed separately in the new Official Plan review process and any recommendation for urban expansion lands to accommodate these uses are in addition to the residential component subject to this report. The draft Official Plan will contain recommendations for any new industrial or warehousing land that may be found necessary. However, at this point in time, staff need to undertake further analysis of the amount and location of strategic employment lands that would provide Ottawa with the flexibility to accommodate new employment in the next 25 years to provide an adequate

base of jobs and services of a logistical nature for a growing city. These estimates require further refinement and will be brought forward as part of the draft Official Plan.

Future employment lands needs are more about the quality and diversity of the supply to provide a range and mix of employment rather than an output of calculated population growth. As demonstrated in the Beyond 2036 scenario analysis, employment lands need to be available to address rapidly changing spatial patterns in the broader economy, and it is imperative that those lands be found that have the most advantageous linkages to the broader economic megaregion of Ottawa, Toronto and Montreal.

The Residential Growth Management Strategy is at a more advanced state of analysis. It is partly a quantification exercise where projected demand and existing supply are analyzed and partly a framework for the achievement of Official Plan policies. Growth management exercises should respond to various policy objectives and provide a framework for growth that achieves, or at least moves towards achieving, such policy goals. The sources of policy objectives include the new Provincial Policy Statement (PPS), the new Official Plan policy directions for growth management, and the City's Climate Change Master Plan.

### **1.1 Provincial Policy Statement (PPS)**

The PPS provides policy guidance to municipalities with regard to land use planning and the management of growth and development. The new PPS takes effect on May 1, 2020. The authority of the PPS is established under Section 3 of the *Planning Act*, which requires that decisions affecting planning matters, including an Official Plan review, "shall be consistent with" the PPS.

The PPS includes several policies on managing and directing growth, including residential growth management. The most significant changes in the new PPS permits and requires:

- the extension of the planning period to 25 years,
- the demonstration that residential growth can be accommodated for at least 15 years through intensification and, if necessary, through lands designated and available for residential development,
- requiring transit-supportive development and prioritizing intensification in proximity to transit, and



- the provision of an appropriate range and mix of ***housing options*** and densities to meet projected market-based and affordable housing needs of the regional market area.

The new PPS defines ***housing options*** highlighted above as being a range of housing types such as but not limited to single-detached, semi-detached, rowhouse, apartments, additional residential units, tiny homes, affordable housing, special needs housing and housing for employment or educational use. It also includes housing arrangements and tenure such as life lease, co-ownership, land lease community homes and co-operative housing and tenure based upon affordability, land trusts and land lease housing.

The Provincial Policy Statement also provides broad directions to the efficient and economic use of land and infrastructure, the protection of resources and the environment and preparing for and addressing the demands of climate change. The residential Growth Management Strategy of the new Official Plan not only needs to consider each of these factors but must also demonstrate consistency with the PPS directions.

Efficient use of infrastructure is expressed through several policies that fundamentally establish a hierarchy where existing infrastructure and capacity is used first, followed by new infrastructure that is adjacent to existing infrastructure, with extensions through the rural area as being the least efficient. Efficiency is also expressed as density with a compact built form that best uses infrastructure, and from a financial perspective or the ability to pay for the construction and maintenance of the infrastructure.

Climate change considerations are expressed as reduced greenhouse gas (GHG) emissions, measures to adapt to climate change impacts, as well as the design of the built environment. Notably, growth should occur in a compact form and be placed in locations with transportation mode options that are able to integrate active transportation, support the use of current and future transit, and minimize the length and number of private vehicle trips.

## **1.2 New Official Plan Policy Directions**

On December 11, 2019, Council also adopted the policy directions for the new Official Plan, including directions for growth management. The new Official Plan is to recognize that intensification will become a more important part of growth management and that the achieved intensification rate over the past decade should continue to rise so that the majority of new residential units are to be achieved through intensification. All growth, whether its intensification within the built-up area or on greenfield areas, should be located around the city's rapid transit system, efficiently use existing infrastructure, and

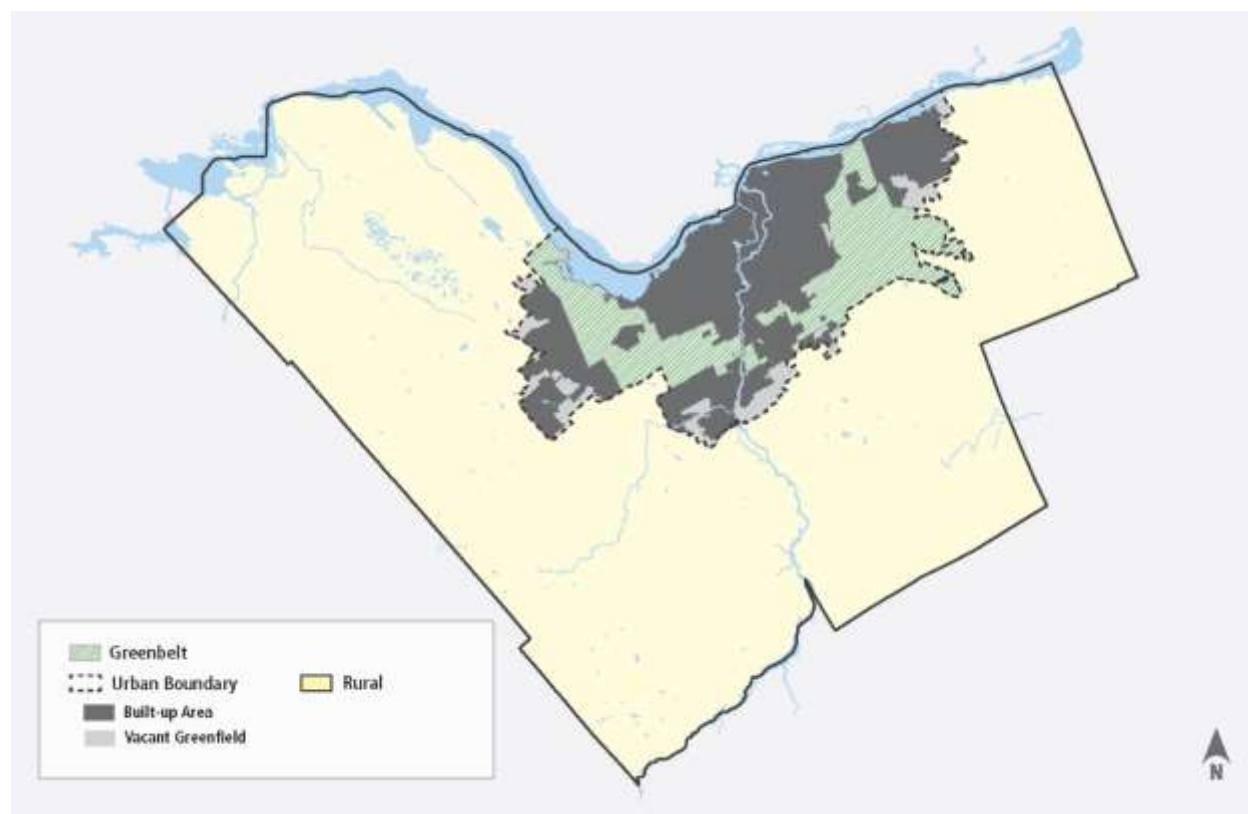
should be in the form of denser, walkable 15-minute neighbourhoods to reduce car dependency and promote social and physical health.

### **1.3 Climate Change Master Plan**

On April 24, 2019, Council declared a climate emergency for the purposes of naming, framing, and deepening our commitment to protecting our economy, our ecosystems, and our community from climate change. The Climate Change Master Plan (CCMP) is one of many initiatives in response to this declaration. The CCMP is the City's overarching framework to reduce greenhouse gas (GHG) emissions and respond to the current and future effects of climate and is currently in development. The CCMP aims to take unprecedented collective action to transition Ottawa into a clean, renewable and resilient city by 2050 and has a specific goal to reduce GHG emissions by 100 per cent by 2050. One of the CCMP's priority actions is to apply a climate lens to the new Official Plan and its supporting documents.

## **2. Distribution of Growth**

The projected new 194,800 private dwelling units will be accommodated in three general areas: the rural area, the urban built-up area, and the urban greenfield area. Most of the rural area growth will occur in the large serviced villages of Richmond, Manotick, and Greely. After rural demand is accounted for, growth within the urban built-up area is determined by the target intensification rate for the remaining urban demand. Adjustments to the calculation of the intensification rate are required to align with the growth projections and the built boundary. Figure 1 illustrates these three general areas.

**Figure 1: Growth Areas**

## 2.1 Rural Area

Ottawa's rural area comprises approximately 78 per cent of the city's landmass and, historically, about 10 per cent of the population. Most of the rural residential supply is focussed in the larger villages, which are rural settlement areas. The amount of vacant, infill and greenfield areas within each village and country lot subdivisions is reported once every two years in the Rural Residential Land Survey. The 2017-2018 edition of this report was used as the basis to estimate the current area of vacant greenfield areas to accommodate future residential growth for the new Official Plan, with housing starts between July 1 to December 31, 2018 added back to the supply to coincide with the beginning of the growth projection period. Further details are provided in Document 2. The vacant village areas are estimated to be able to accommodate about 10,000 new dwelling units. The majority, some 9,800 units, are anticipated to be single-detached, semi-detached, or rowhouse type dwellings. The largest supply of this future housing is found in the serviced villages.

After villages, approved and still-unbuilt country lot subdivisions have the next greatest amount of potential in the rural area. These vacant country lot subdivisions are anticipated to be able to accommodate approximately 2,200 new single-detached units. Development in the remaining rural area will mostly occur as residential severances.

The rural area is anticipated to accommodate almost 7 percent of the City's projected private housing growth to 2046, representing about 13,000 dwelling units.

Staff will be bringing proposed policies forward in the draft Official Plan to allow for improved approaches to rural settlements. The new Provincial Policy Statement also gives the City the opportunity to make minor changes to rural settlement boundaries outside of the Official Plan process provided there is no net increase in land allocation. This means that the draft Official Plan can have policies that allow "swap in/swap out" of lands to rural settlements to rationalize lands that might not be appropriate for development, or the transfer of development rights from draft approved rural residential subdivisions to settlements where they can be much more effectively supported.

The draft Official Plan will consider the inclusion of policies that would allow for village boundary adjustments following the completion of the new Official Plan and outside of a comprehensive review process consistent with the new PPS.

## **2.2 Urban Built-up Area**

The majority of future residential growth and the city's population will be accommodated in the urban area. The urban area is made up of two areas: the built-up area and the designated vacant/greenfield area usually located at the perimeter of the urban area. The built-up area consists of areas where development exists as of June 30, 2018, the day before the start of the growth period for the new Official Plan and is illustrated in Figure 1.

## **2.3 Urban Greenfield Area**

The amount of vacant greenfield area is reported annually through the Vacant Urban Residential Land Supply (VURLS) and is a comprehensive assessment of the urban supply for future greenfield dwellings in registered plans, development applications, and secondary plans. This survey enables the City to monitor consistency with PPS requirements for vacant residential land supply. The 2018 survey was updated to provide an estimate of supply on July 1, 2018 coinciding with the beginning of the growth projections period. Non-intensification units identified in this update are considered existing designated greenfield supply and intensification units are considered part of the built-up area for the purposes of urban growth allocation and is illustrated in Figure 1.

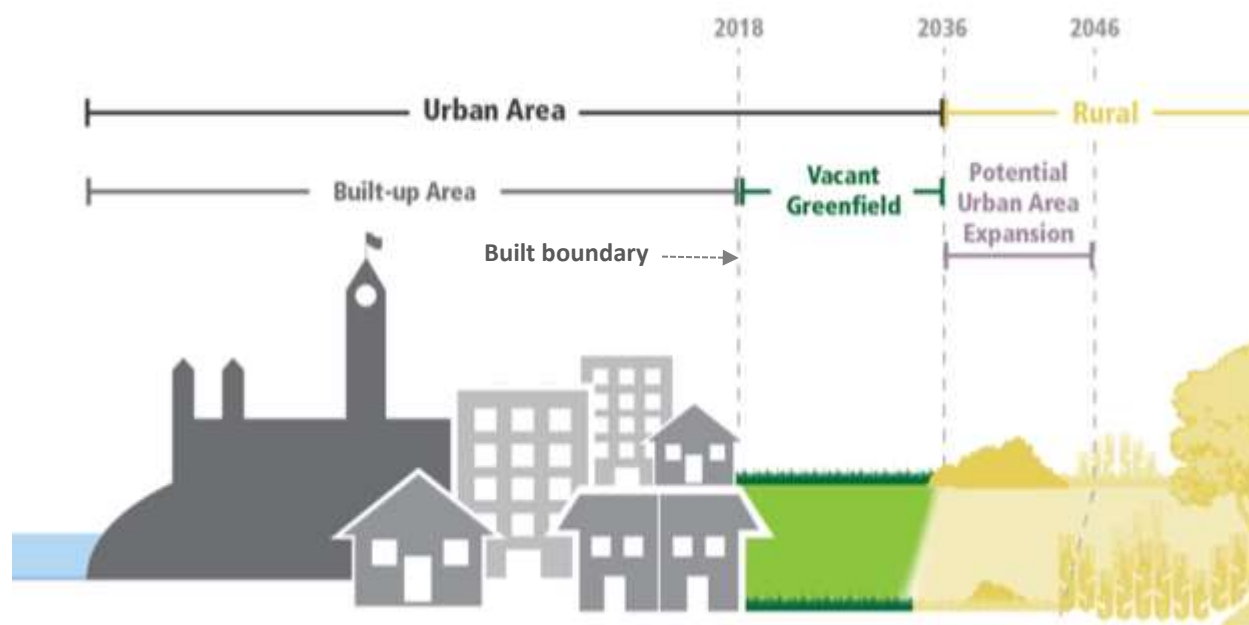
The city's greenfield lands are now developing at higher densities than traditional suburban areas, primarily with neighbourhoods where R3 and R4 residential zoning is being applied. For this reason, the updated supply in vacant greenfield area as of July 1, 2018 is estimated to be able to accommodate about 83,300 dwelling units, of

which 59,400 (about 70 percent) are anticipated to be in the form of single-detached, semi-detached, or rowhouse type dwelling. Of the remaining vacant greenfield lands for 23,900 apartments, 6,600 are estimated to be absorbed by 2046 for a total estimated greenfield supply to 2046 of 66,300 dwelling units. This information is further detailed in Document 3.

## 2.4 Intensification Rate

After estimating rural growth, the remaining dwelling units will be split between the urban built-up and greenfield areas. The allocation to these two areas follows a growth management approach that is similar to the Provincial growth plan for the Greater Golden Horseshoe being *Places to Grow* in 2006 and its 2019 update *A Place to Grow*. A built boundary is established on a given date that spatially separates the built-up area from the vacant designated greenfield area. For the residential growth management strategy, the built boundary is established on July 1, 2018. Figure 2 illustrates the concept of the built boundary between the built-up area and the vacant greenfield area.

**Figure 2: Built Boundary**



A target intensification rate is a policy tool that is used to estimate and direct the amount of urban growth that is to occur within the built-up area and is applied to the total urban growth amount. Any remaining urban growth is then allocated to the greenfield area.

The target intensification rate is established in the current Official Plan in Section 2.2.2, Policy 3: 40 per cent in 2017 to 2021, 42 per cent in 2022 to 2046, 44 per cent in 2027 to 2031, and 46 per cent in 2032 to 2036. Intensification is defined in the Official Plan

and the achieved intensification rate that corresponds to this definition is reported every year in the City's *Annual Development Report*. For most of the past decade Ottawa has been achieving higher intensification than the target rates. However, the definition for intensification includes all residential forms including collective dwellings throughout the calendar year. The definition also includes remnant greenfield parcels that due to circumstance have been surrounded by development.

To align with the growth projections for private dwellings and the growth allocation approach that uses a built boundary, achieved intensification is recalculated to include only private dwellings, shifted to a mid-year cycle, and only those units that were within the built-up area. These adjustments show that intensification within the built-up area made up 38 per cent of urban private dwellings from 2011 to 2016 and 39 per cent of urban private dwellings from 2016 to 2018. Based on these historical rates and anticipated development, the average intensification rate for 2018 to 2021 is estimated to be 40 per cent and this rate is used as the intensification target for the 2018 to 2021 period of the growth projections.

### **3. Growth Scenarios**

Land use planning in Ontario, including growth management strategies, is a policy-led planning system that needs to recognize and address the complex inter-relationships between environmental, economic, and social factors in planning for the future. The residential growth management strategy should respond to the various policy objectives where the type and location of growth is a key outcome of these objectives. Three growth scenarios were analyzed, each with varying levels of policy intervention as to the allocation of the adopted growth projections.

The main policy intervention tool is the target intensification rate throughout the growth period that shifts greenfield dwelling units into the built-up area. In terms of growth management, the distribution of new dwellings has the largest impact on the range and mix of housing, affordability, efficient use of existing infrastructure and services, and GHG emissions reduction. The shifted amount will then require a suite of policies within the built-up area for implementation and to assess the feasibility of such a shift.

The three growth scenarios begin with an intensification target of 40 per cent for the 2018 to 2021 period and then increase this target at different rates every five years after 2021. The Status Quo scenario assumes a continued two per cent increase in the target intensification rate every five-years to achieve a 50 per cent intensification rate by 2046. The No Expansion scenario assumes a rapid increase in the target intensification rate so that by 2046, 100 per cent of growth occurs through intensification. The Balanced scenario assumes a 60 per cent intensification rate by 2046, with 51 per cent of urban

residential growth to occur within the built-up area throughout the 28-year period of the projection.

**a. Status Quo Scenario**

The Status Quo scenario assumes that the current targets for intensification in the Official Plan continue to increase by two per cent every five years, eventually reaching 50 per cent by the 2041 to 2046 period. These targets increase from 40 per cent to 50 per cent over the growth period and allocate 45 per cent of overall growth to the built-up area through intensification as shown in Figure 3.

**Figure 3: Status Quo Target Intensification Rates**

<b>Timeframe</b>	<b>Urban Units</b>	<b>Intensification %</b>	<b>Built-up Area Units</b>	<b>Greenfield %</b>	<b>Greenfield Units</b>
2018-2021	24,300	40%	9,700	60%	14,600
2021-2026	38,800	42%	16,300	58%	22,500
2026-2031	35,800	44%	15,800	56%	20,100
2031-2036	31,200	46%	14,300	54%	16,800
2036-2041	27,400	48%	13,100	52%	14,200
2041-2046	24,300	50%	12,200	50%	12,200
<b>2018-2046 overall</b>	<b>181,800</b>	<b>45%</b>	<b>81,400</b>	<b>55%</b>	<b>100,400</b>

Allocating 45 per cent of urban growth to the built-up area results in 55 per cent of urban growth to the greenfield area or 100,400 dwelling units. After subtracting the 66,300 dwelling units from the existing greenfield area, an urban expansion is required to accommodate the remaining 34,000 greenfield dwelling units. Applying the weighted average over the past five years of greenfield dwelling type densities results in an estimate of 934 net hectares for these residential dwelling units. Factoring land for other uses such as roads, commercial services, parks, and schools for the surrounding community results in a total urban expansion requirement of 1,868 gross hectares.

Although the target intensification rate does increase over the growth period, this scenario perpetuates the current pattern of locating the majority of new ground-oriented dwelling units, and overall residential growth, in the greenfield area. Being at the periphery of the urban area, allocating more growth to the greenfield area will require longer commute trips by more people and provides a lower supply of larger dwelling

units within the built-up area. To achieve the new Official Plan policy direction of growing around the city's rapid transit system, this scenario would require significant additional transit investment (beyond what is already planned) to achieve, or move towards, the mobility policy directions. This scenario also has lowest reduction potential of GHG emissions and does not achieve Council's approved new Official Plan policy direction to accommodate most residential growth through intensification.

**b. No Expansion Scenario**

The No Expansion scenario assumes a rapid increase in the target intensification rate, increasing from 40 per cent to 100 per cent by the 2041 to 2046 period. These targets allocate 64 per cent of the overall urban growth to the built-up area as intensification as shown in Figure 4, representing more than a 40 per cent increase in intensification within the Status Quo scenario built-up area.

**Figure 4: No Expansion Target Intensification Rates**

Timeframe	Urban Units	Intensification %	Built-up Area Units	Greenfield %	Greenfield Units
2018-2021	24,300	40%	12,100	50%	12,100
2021-2026	38,800	47%	19,800	49%	19,000
2026-2031	35,800	56%	19,400	46%	16,500
2031-2036	31,200	68%	19,300	38%	11,800
2036-2041	27,400	80%	20,500	25%	6,800
2041-2046	24,300	100%	24,300	0%	-
<b>2018-2046</b>	<b>181,800</b>	<b>64%</b>	<b>115,500</b>	<b>36%</b>	<b>66,300</b>

Allocating 64 per cent of urban growth to the built-up area results in the remaining 36 per cent going to the greenfield area, which would then accommodate 66,300 dwelling units. With the existing greenfield supply of 66,300 dwelling units no urban expansion is required for this scenario.



Although it meets the new Official Plan growth management policy direction of achieving the majority growth through intensification, the No Expansion scenario is considered too ambitious within the time period of this Official Plan.

The shift from the greenfield area will require doubling the number of units constructed within the built-up area. On an annual basis, constructed intensification units would have to increase from 2,100 units historically to over 4,100 units, of which approximately 60 per cent need to be larger than the typical one- or two-bedroom condominium apartments that are currently being built. The rate of change of in the number of units built and the new typologies would have to be very rapid. If housing construction with these new typologies does not keep up with ongoing demand, there will be significant pressures on the housing market and make housing choice less available to more people. Staff feel that the rate of change is too high for the industry to adapt to, and the level of community acceptance for intensification at that rapid a rate of increase is not yet there to ensure it is realized. Intensification must continue, but at a rate that can be reasonably achieved.

The No Expansion scenario has an inherent risk of not being able to accommodate the required number of shifted dwellings from the greenfield area, resulting in an inadequate supply of housing that would not be consistent with the new 15-year housing supply required in the new PPS. If the 4,100 units a year of new intensification housing are not built, the City would be required to re-open the urban boundary sooner.

c. **Balanced Scenario**

The Balanced scenario assumes a target intensification rate that increases from 40 per cent to 60 per cent by the 2041 to 2046 period. These targets allocate 51 per cent of the overall urban growth to the built-up area through intensification as shown in Figure 5, representing about a 13 per cent increase in intensification to the built-up area in the Status Quo scenario. This rate of intensification is still ambitious, and it rises to a level fifty percent higher than the amount of intensification that is being built today in Ottawa and all municipalities in Ontario that are not fully built to their boundaries.

**Figure 5: Balanced Scenario Target Intensification Rates**

<b>Timeframe</b>	<b>Urban Units</b>	<b>Intensification %</b>	<b>Built-up Area Units</b>	<b>Greenfield %</b>	<b>Greenfield Units</b>
2018-2021	24,300	40%	9,700	60%	14,600
2021-2026	38,800	45%	17,500	55%	21,300
2026-2031	35,800	50%	17,900	50%	17,900
2031-2036	31,200	54%	16,800	46%	14,300
2036-2041	7,400	57%	15,600	43%	11,800
2041-2046	24,300	60%	14,600	40%	9,700
<b>2018-2046</b>	<b>181,800</b>	<b>51%</b>	<b>92,100</b>	<b>49%</b>	<b>89,700</b>

Allocating 51 per cent of urban growth to the built-up area results in 49 per cent of growth allocated to the greenfield area. After subtracting the existing greenfield supply of 66,300 dwelling units, an urban expansion is required to accommodate the remaining 23,300 greenfield units. Applying the weighted average over the past five years of greenfield dwelling type densities results in an estimate of 640 net hectares for these residential dwelling units. Factoring land for other uses such as roads, commercial services, parks, institutional uses and schools for the surrounding community results in a total urban expansion requirement of 1,350-1,650 gross hectares, which represents an urban expansion that is more than 30 per cent smaller than under the Status Quo scenario.

The Balanced scenario shifts 10,700 dwellings from the greenfield area to the built-up area. On an annual basis this scenario requires about 400 additional units within the built-up area than under the Status Quo scenario, of which a little more than half need to be larger than the typical one- or two-bedroom condominium apartments that are currently being built.

The Balanced scenario represents a feasible approach to increase new housing diversity within the built-up area while still providing for substantial supply in the greenfield area. This more manageable shift from the greenfield area will allow the new Official Plan to be responsive to policy objectives relating to growing the city around its transit system, efficiently using existing infrastructure, and reducing GHG emissions while reducing urban expansion by more than 30 per cent.

#### 4. Adapting to intensification

All three growth scenarios require the city to adapt to increasing levels of intensification and change but by different amounts. Figure 6 compares and summarizes the resulting intensification increases for the respective growth scenarios.

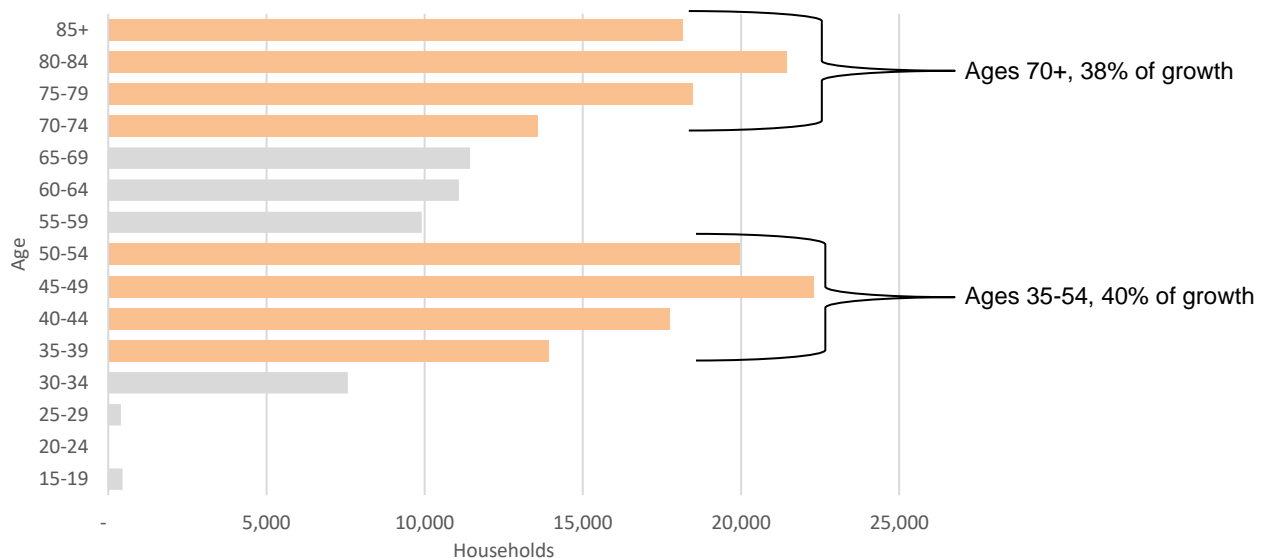
**Figure 6: Intensification Increases by Scenario**

Intensification Rate	Status Quo	No Expansion	Balanced
Intensification %, 2018-2021	40%	40%	40%
Intensification %, 2041-2046	50%	100%	60%
<b>Overall Intensification %, 2018-2046</b>	<b>45%</b>	<b>64%</b>	<b>51%</b>
New dwellings in Built-up Area	81,400	115,500	92,100
Annual increase from historical	+800	+2,000	+1,200

One of the biggest challenges of these changes is how the City and the housing market will respond to the demand for ground-oriented dwellings through increased intensification, a demand that is typically addressed in greenfield areas as single detached, semi-detached and rowhouse dwellings. The private dwellings achieved through intensification to date have primarily been in the form of apartment units, mostly consisting of one- or two-bedroom units.

One of the main drivers for ground-oriented dwellings is interior space for families or larger households. The demand for this type of interior space is not necessarily tied to a specific type of built form. This can be seen historically as families or larger households have shifted from single-detached dwellings to rowhouse dwellings and even stacked townhouses with enough floor space, such as three-bedroom units, and lower prices compared to new single-detached dwellings.

The population in 2046 is projected to be older, with the bulk concentrated in two main segments: those aged 35 to 54, and those aged 70 and over as shown in Figure 7.

**Figure 7: Projected Private Household Growth by Age of Maintainer, 2018 to 2046**

It is predicted that those aged 35 to 54 will tend to form family-type households with space needs typically found in a housing form that can accommodate multiple persons. Housing size for these households will be one of the main drivers for housing space needs to 2046.

An increase in intensification targets will require the accommodation of these households through new forms of ground-oriented housing within the built-up area. Additional opportunities through three-bedroom rental or condominium apartments in mid- or high-rise buildings can provide for a small part of this market, but those are typically higher-priced due to construction costs. Other low-rise housing forms that are more dense than single- or semi-detached dwellings within existing neighbourhoods can provide a similarly sized unit at a lower price.

As one example, the City has been working with a local firm of architects to test possible new low-rise building designs, one of which is referred to as “613 Flats” (six rooms in one unit, with three bedrooms) that contain multiple three-bedroom units within one structure. These units are intended to increase the densities on existing lots going through infill or redevelopment, by replacing one existing dwelling with multiple new units responding to the variety of housing needs, from young families to multi-generational households.

Preliminary concepts (see Document 1, Figures 15 and 16) show that a 12.2-metre wide by 30.5-metre deep lot could accommodate up to three “613 Flats” while an 18.3-metre wide by 30.5-metre deep lot could accommodate four “613 Flats”. In areas with larger lot parcels, the possibilities are greater.

The purpose of the “613 Flats” exercise is to demonstrate how intensification can be achieved within existing neighbourhoods in the built-up area, in a low-rise form that is ground-oriented, in ways that maintain the main defining character attributes of low-rise neighbourhoods. It is possible to significantly increase the number of dwellings within the interior of established neighbourhoods, in low-rise, ground-oriented forms that also keep the look of tree-lined streets and privacy space in the rear.

The “613 Flats” may not be the only solution, but innovations in building form will be needed in the next 25 years under any growth scenario. To achieve market support for these new housing forms, and to preserve affordability and speed of development, a suite of policies will be required, including minimum densities and minimum unit sizes for some forms of development. Changes to zoning will also be required shortly after the adoption of the Official Plan.

## **5. Recommendation: Balanced Scenario**

The Balanced Scenario is the growth management approach that best balances and addresses all policy objectives for residential growth management in the new Official Plan. The growth management directions focus on providing an appropriate residential supply, considering climate change through increased intensification rates and building the city around its rapid transit system, and ensuring that infrastructure and climate change considerations are included as part of the City’s growth management strategy. The Balanced scenario is consistent with the PPS and will require a suite of growth management policies in the new Official Plan and provides a growth strategy that will guide the Transportation Master Plan, Infrastructure Master Plan, and Climate Change Master Plan.

### **a. Increased Housing Options**

The Balanced scenario increases new housing options and diversity within the built-up area by reallocating to existing neighbourhoods a portion of the needed new larger ground-oriented units that traditionally would have located on the periphery of the urban area on greenfield lands. Historically, condominium apartments have made up the majority of new units within the built-up area, and the majority of these units were one- and two-bedrooms in size. Spatially, 18 per cent of new dwellings within the built-up area were ground-oriented, while 82 per cent were built in greenfield areas. By shifting a modest portion of new ground-oriented units to the built-up area, the Balanced scenario will provide for more housing options and support greater housing diversity: 38 per cent of new ground-oriented dwellings with three or more bedrooms will be within the built-up area. Sufficient housing opportunities are also provided in the greenfield areas, where the remaining 62 per cent of ground-oriented dwellings will be located.

The new PPS requires the ability to accommodate residential growth for a minimum of 15 years through the built-up area and the greenfield area. The Balanced scenario requires an urban expansion to accommodate the greenfield growth of 89,700 dwelling units. However, even if the achieved intensification remains stable at 40 per cent after 2021, there will still be sufficient opportunities within the built-up area and greenfield area to accommodate residential growth for a minimum of 15 years. Figure 8 demonstrates that the proposed greenfield supply of 89,700 dwelling units within the Balanced scenario exceeds a 15-year supply if the intensification rate stays constant at 40 per cent after 2021.

**Figure 8: Greenfield Demand with No Intensification Increase**

Timeframe	Urban Units	Intensification %	Built-up Area Units	Greenfield %	Greenfield Units
2021-2026	38,800	40%	15,500	60%	23,300
2026-2031	35,800	40%	14,300	60%	21,500
2031-2036	31,200	40%	12,500	60%	18,700
15-year total	105,800	40%	42,300	60%	63,500
<b>Balanced scenario</b>					<b>75,100</b>
<b>Post-2036 surplus</b>					<b>11,700</b>

Staff estimates that the greenfield supply in the Balanced scenario will be sufficient to sometime between the 2039 to 2040 period if the current intensification rate of 40 per cent remains constant after 2021. The Balanced scenario is able to accommodate residential growth for more than 15 years in a scenario that is more pessimistic than the Status Quo scenario.

## **b. Climate Change Implications**

The large majority (90 per cent) of Ottawa's community emissions can be attributed to the building and transportation sectors, with the waste and agriculture sectors making up roughly the remaining 10 per cent. For Ottawa to evolve in an era of climate change, patterns of development must also evolve to reduce energy use through greater

conservation and efficiency measures. The growth strategy for the new Official Plan is a necessary and critical component in order to reach the community wide target of reducing greenhouse gas emissions 100 per cent by 2050, as set out in the CCMP. The 100 per cent target aligns with the Intergovernmental Panel on Climate Change target to limit global warming to 1.5 °C.

The CCMP serves as the overarching framework for the City to reduce greenhouse emissions and build resiliency to climate change. Applying a climate lens to the new Official Plan and its supporting documents is one of the CCMP's eight priority action areas to be undertaken within the next five years.

Energy Evolution is the primary framework and action plan for how Ottawa will mitigate GHG emissions and meet our GHG emission reduction targets using a comprehensive energy, emissions, and finance model. The current version of the Energy Evolution model is premised on the Status Quo scenario (using current Official Plan growth policies as a baseline) to demonstrate the impact on our emissions if we do not alter our policies and actions, and an integrated model that demonstrates policies and actions that could achieve the emissions-reduction target of 100 per cent by 2050.

Land use actions that correspond with reduced GHG emissions can be correlated with increases in urban density and a spatial distribution of growth that supports cycling, walking, transit use, and car sharing as sustainable and practical choices for residents. Where the majority of growth occurs within the built-up area, such as in the No Expansion scenario, GHG emissions reductions associated with transportation are more easily achieved. In comparison, the Balanced scenario with less expansion area can accommodate a greater proportion of greenfield growth within the catchment areas of the already-planned transit network. The variations in GHG emissions between the growth scenarios 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 next growth management steps in the new Official Plan will be to outline and detail the policies to implement the required additional intensification opportunities, such as 613 Flats. Proposed nodes and corridors will form the central components of 15-minute walkable communities, which will be the focus areas for the required additional intensification opportunities. This will include a review of incentives that can be reasonably implemented to assist in making additional intensification opportunities more attractive.

In addition, the Infrastructure Master Plan (IMP) will link with the new Official Plan to review the associated servicing catchment areas for the focus areas of additional intensification. The IMP will aid in implementation policies and phasing by identifying what areas can currently accommodate the required additional intensification, and what future upgrades, if any, are needed for the remaining additional intensification. Any identification of needed upgrades to support the required intensification will require a phased implementation plan that is based on financing, estimated construction timeframes, and priority within the associated capital budgets.

## **6. Additional Policies**

The intensification increase in the Balanced scenario will require the introduction of changes to the current composition of intensification units for more housing choices within the built-up area in the form of ground-oriented family units to replace about 13 per cent of dwellings that would have typically been provided on greenfield areas. To implement the intensification, increase in the Balanced scenario, the new Official Plan will have to consider the policies that will help achieve increasing the housing diversity within the built-up area and how to manage the greenfield growth with infrastructure requirements and timing. Providing more housing and transportation options in areas that offer convenient access to weekly and daily services will better meet the social, health, economic, and well-being requirements of the current and future population.

One of the policy directions for the new Official Plan is to achieve denser, 15-minute walkable neighbourhoods to help reduce or eliminate car dependency and promote social and physical health and sustainable neighbourhoods. The additional intensification should be articulated in the new Official Plan in two ways. First, nodes and corridors will continue to be the locations for higher density development and taller buildings, with height permissions in accordance with context. The nodes and corridors align with transit stations, frequent street transit routes and existing commercial services and amenities. Second, the neighbourhoods that are adjacent to these nodes and corridors will also have more guidance as appropriate locations for gentler forms of low-rise, ground-oriented intensification, such as 613 Flats. Nodes, corridors, and these adjacent neighbourhoods will combine to form 15-minute walkable communities. The next phase of the new Official Plan will confirm the capacity of these areas to accommodate additional intensification.

Additional policies will be required to support changes to the Zoning By-law. These may include minimum requirements for the number of units on a lot based on the designation or distance to a node or corridor in order to ensure that infill and development opportunities are not supplanted by other built forms or smaller unit sizes that would not



achieve the objectives of increasing housing diversity through larger units in different built forms.

Greenfield area growth will be located around the city's rapid transit network to provide more transportation options and further reduce GHG emissions. The urban expansion criteria for the selection of rural lands heavily weights distance to a rapid transit station catchment area so that greenfield growth addresses this policy direction.

However, there may be instances where rural parcels outside transit station catchment areas are selected in order to reach the required 1,350-1,650 gross hectares of expansion in the Balanced Scenario. In these instances, any candidate lands will need to be feasible and cost-effective to be serviced by transit, along with other hard municipal services. In such a scenario there also may also be value in clustering such parcels in one geographic area versus having scattered parcels City-wide. The current Official Plan policies for expansion (OP, policy 2.2.1) contemplate completion of existing communities and clustering of any further development for any further growth. This will be fully detailed including any options when staff bring forward the draft Official Plan.

Urban expansion areas normally require a secondary plan for more detailed planning and coordination in the development of new neighbourhoods. To ensure significant urban growth will locate around the rapid transit system and to move towards further GHG emissions reductions, any rural parcels that are beyond the catchment area of an already-planned transit station will need Council confirmation of a funding source or mechanism for any necessary transit network extensions, and any other component of required municipal infrastructure, prior to the approval of its implementing secondary plan. The new draft Official Plan to be tabled by the end of 2020 will further consider and detail the requirements of secondary plans for greenfield development.

## **7. Balanced Growth is Not Sprawl**

Encouraging growth within the built-up area has been a goal of the City's Official Plan since amalgamation. The changes in the housing market, the gradual and ongoing replacement of the aging inner-city housing stock, new suburban housing prices and changes in housing choices due to demographics have all contributed to a steady increase in the proportion of new housing within the built-up areas through intensification.

The large low-density suburban neighbourhoods of single-detached houses that originally gave rise to the term "urban sprawl" have changed dramatically. Even in newer suburban locations, those parcels of land that were left vacant as development proceeded on surrounding land are often being developed at higher densities than originally proposed.

The City introduced minimum density requirements for new suburbs in 2003. In 2009 the City introduced a prohibition on development of new country lot subdivisions which many viewed as unplanned sprawl. In previous years, such subdivisions saw several areas of rural Ottawa converted to isolated and scattered residential pockets. Since then the City has progressively increased the density and required mix of housing types for new suburban neighbourhoods while recognising that people have housing preferences and that a healthy market must continue to provide a choice. In the most recent development areas, overall density is comparable to pre-World War II neighbourhoods. Furthermore, Ottawa's new development densities are considerably higher than many Ontario municipalities and substantially higher than our neighbouring municipalities. Ottawa's new community overall density is higher than development in most Canadian cities and substantially higher than comparably sized cities in the United States.

It is the goal of the new Official Plan to make compact urban living more attractive, affordable and to provide choices that meet all household needs. This means focussing growth in areas that have access to rapid transit and other transportation modes, services, and amenities. This will require mechanisms for change such as updating the Zoning By-law to broaden the types of housing permitted in established built-up areas. It also means planning future changes to the transportation system, upgrading infrastructure, and ensuring that services in existing neighbourhoods keep pace with the needs of the growing urban population. This will allow us to achieve even higher levels of intensification than contemplated in our current Official Plan.

The Balanced scenario proposes that the City will accomplish more residential development through intensification than through greenfield development and still achieve the Provincial requirements for land supply within the planning timeframe. For new suburban neighbourhoods, the selection criteria for expansion parcels will give priority to land that is within the catchment area of the city's planned rapid transit system and will support the creation of future 15-minute neighbourhoods. For any additional lands that are needed that are not in that current planned catchment area to 2036, the test will be the feasibility of accomplishing the same results through affordable and efficient expansions of the system to 2046.

## **8. Selection of Expansion Lands**

The proposed Urban Expansion Criteria have been designed to meet the objectives of the Provincial Policy Statement and the objectives of the Council-approved Policy Directions for the Official Plan. The priority of the criteria is Rural land that can be accessed and serviced economically by existing infrastructure wherever possible, is close to existing or planned rapid transit stations and close to existing jobs and

community facilities. An early draft of the criteria was circulated to the Greater Ottawa Home Builders' Association (GOHBA), the Building Owners and Managers Association (BOMA), the Federation of Citizens' Associations (FCA), and Greenspace Alliance Working Group and the recommended version (attached as Document 6) represents the update in response to feedback and is further detailed below.

### **Land excluded from consideration**

The selection criteria are designed to identify new residential land only. This includes all of the land uses normally associated with a residential area but does not include new Employment land as defined by the Provincial Policy Statement. For employment lands, the Council-approved Policy Directions (ACS2019-PIE-EDP-0046) incorporate consideration of Policy 4f of the current Official Plan (which requires the City to give priority to land with proximity and access to a Provincial Highway where an urban area expansion is intended to include employment lands); and work from the new definition of Employment Lands which will significantly change in the new Official Plan. Office-type uses will no longer be assigned a separate designation and such uses will be directed to Hubs and Corridors, and notably to locations served by rapid transit. A distinct designation of lands will be reserved only for industrial; warehousing and logistics-type uses that need segregation (which does not include office parks), and an assessment of the land needs for those functions will form part of the Draft Official Plan.

Hazard land, flood plains, wetlands, steep slopes and areas subject to subsidence are excluded. Areas subject to impacts (such as airport noise, the operation of pits and quarry, military installations, and noxious uses which could affect residential use) are not considered.

In accordance with Provincial Policy Statement direction, land in an Agricultural Resource Area designation will not be considered unless there are no reasonable alternatives that avoid prime agricultural areas and there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas.

### **Criteria**

In the new selection criteria, individual sites or clusters of sites are scored out of 90 points which are assigned by a number of criteria. Points can also be deducted under certain circumstances. The criteria are divided into themes, as follows:

#### **a. Transportation**

The primary focus for the new site selection criteria is transportation. This theme represents 52 out of 90 possible points in the criteria. The new criteria deliberately seek to promote development within proximity to existing or planned rapid transit stations.

“Planned rapid transit stations” means those stations identified in the ultimate transit system in the current Transportation Master Plan, and includes stations identified in approved EA's and other Council-approved documents such as a CDP.

Scoring is assigned to land based on its ultimate distance to existing and planned transit stations. The distance is limited to 1.9 kilometres, measured as a straight-line distance from the nearest existing or planned rapid transit station, to the centre of each parcel or groups of parcels. The timing for the development of the transit service is also a factor and affects the scoring and possibly the phasing of development of the land within. Parcels or groups of parcels beyond this transit distance will generally not be considered unless parcels outside transit station catchment areas are required in order to reach the required land area in an expansion scenario

Points are also awarded for proximity to jobs within the median travel distance to work and to existing and proposed local retail facilities and the Major Community facilities such as City operated recreation centres from day one. Proximity to emergency services assesses the ability to provide adequate fire protection from existing City fire stations. Points are lost where the site is expected to require new, unplanned arterial road upgrades and favour sites where roads are already planned for upgrade. These criteria support urban additions that contribute to reduced vehicle-kilometres travelled, support sustainable transportation modes and take advantage of existing community services and facilities.

## **b. Engineering**

Engineering criteria assesses the ease with which water, wastewater and stormwater infrastructure and facilities can be provided to the individual sites without the need for major upgrades to the existing trunk systems or downstream water courses where stormwater is discharged. The criteria also consider long-term liabilities (costs) and the asset management burden where upgrades to trunk services are needed. A second screening will consider multiple sites together to ascertain if greater efficiencies or solutions are possible on an area basis.

The Engineering scoring represents up to 30 out of 90 points in the criteria.

## **c. Community Integration**

In order to be considered, parcels or clusters of parcels must be able to form a logical addition to, and extension of, the urban area. This criterion assesses the ability of the parcels to be integrated with the adjacent parcels and to existing urban land by new roads in any direction. Connectivity can be limited by obstructions such as major water courses, abutting land uses (e.g. existing rural development), rail lines, highways,

natural environment areas or agricultural land. These limitations are usually permanent obstructions and can make connectivity and serviceability more complex, or impossible.

Parcels that cannot be directly integrated due to barriers such as intervening development, environmental features (wetlands), agricultural lands and pits and quarries, will be excluded from consideration irrespective of how they may score in various other criteria.

The Community integration scoring represents up to eight points.

#### **d. Conflicting Rural Use Factors**

Proximity of new urban development to Agricultural Resource land and Villages and impacts on Natural Linkages are identified as the main areas of potential rural conflict. Land within one kilometre of a Village will not be considered, except for the village of Notre-Dame-des-Champs which is already almost fully surrounded by the urban area.

Sites within 250 metres of land designated Agriculture Resource Area will lose points in this scoring system but will not be excluded.

Natural linkages identify existing or potential natural connections between core natural areas of the City's Natural Heritage System and appear in Annex 16 to the current Official Plan. Points are lost based upon the proportion of the site that forms part of the natural linkage.

The Conflicting use scoring represents a negative score and a maximum of eight points can be deducted for these criteria.

#### **e. Scoring and selecting land**

Generally, parcels will be scored in the initial evaluation on two passes, as individual parcels and as clusters, to determine if there are advantages or disadvantages that can be identified in the cluster analysis that were not obvious when evaluating lands on a site-by-site basis.

The "gross developable area" (lot area minus obstacles or other limitations to development for residential purposes) of each parcel will be determined. The parcels, or groups of parcels, will be ranked in order of their score highest to lowest. The group of high-scoring lots that brings the gross developable area closest to the area of land needed for urban expansion will be selected.

Candidate parcels will be ranked in order by their total score, from highest to lowest, and must have a Transit Score (Criteria 6 and 7) greater than zero, a combined servicing score (Criteria 1 to 5) of 14 or greater and a total score of at least 30 points.

The first evaluation will likely identify lands that readily complete existing communities in a logical and efficient manner. If insufficient land is identified to meet the expansion area required, a second evaluation may be required as detailed in the to Council approved official Plan Policy Directions report (ACS2019-PIE-EDP-0046) that set out three possibilities, as follows:

*If an urban area expansion is deemed necessary and there is insufficient General Rural land to meet the required urban land budget, there are three possible directions that the City may have to consider in response to a shortfall in suitable General Rural land, and they all have significant implications. They are:*

- 1. Consider increasing the amount of intensification required to reduce the demand for new urban land after 2036; or*
- 2. Consider committing to bringing transit and other services to rural lands that are more remote and which require higher public costs for those services. This may also necessitate phasing of future development of the land pending the City's commitment of funds; or*
- 3. Consider lands in the Agricultural Resource Area that are close to existing communities and committed transit and piped services. The Provincial Policy Statement provides for this course of action, where there are no reasonable alternatives that avoid agricultural land.*

*A hybrid of all three may also be considered if appropriate. Staff will advise if it is necessary to consider one or a combination of these three options [...] when the draft Official Plan is tabled.*

Staff will come back to Council with recommendations on how the additional housing demand will be addressed based upon how much additional housing must be accommodated.

Staff may return to Council with a recommendation on which of these three options or combinations thereof to pursue in Q4 2020, or simply provide its recommended course of action as part of the draft Official Plan when tabled.

## **9. Master Plan Updates**

In addition to the CCMP, the residential growth strategy will require an update of the Transportation Master Plan and Infrastructure Master Plan to determine what infrastructure projects will be required to service the new residential growth.

### **a. Transportation Master Plan Update**

In order for the City to achieve its long-term goals, population and employment growth needs to be supported by public transit for longer trips and active transportation for shorter trips. This holds true regardless of which growth scenario is selected and applies to growth occurring through intensification and in existing or new undeveloped (“greenfield”) areas. This goal becomes harder to achieve without additional, unplanned extensions of the Rapid Transit system for the Status Quo Scenario. Because of affordability, spatial, and technical constraints it is not possible to serve the travel demands of future growth by single-occupant vehicles. Transit needs to be convenient, frequent and fast, with growth areas served by rapid transit stations that connect to the city’s wider transit network, with reliable local bus service feeding into those stations. Walking and cycling require dedicated, physically separated pedestrian and cycling facilities well-connected to transit stations and other community destinations such as schools, employment, shopping, and recreation.

From the transportation planning perspective, the most efficient way to meet the transportation demand from new growth is to maximize the use of the existing network. Generally speaking, this means that intensification of areas around the existing and currently planned LRT (O-Train Lines 1 and 2) and BRT (Transitway) network. The No Expansion scenario represents the most efficient solution, although it will still be necessary to invest in infrastructure and transit service improvements to meet growing demand of a growing population regardless of the growth scenario selected.

If greenfield growth is required, it must occur within the catchment area of existing or planned rapid transit stations with high pedestrian and cycling connectivity to public transit. Consistent with the City’s Transit-Oriented Development Guidelines, the highest density and mix of uses should be located immediately adjacent and as close as possible to transit stations. The further from a station that growth occurs, the lower the transit mode share, the higher the cost to provide transit service, and more traffic congestion that can be expected. From this perspective, the Balanced Scenario is preferable to the Status Quo Scenario since the latter would result in more growth further away from existing and planned rapid transit.

For growth around planned rapid transit stations, it is critical that the timing of growth be matched to the timing of the provision of rapid transit service so that residents establish sustainable travel habits initially. If good transit service is not available when residents move into their new home, they are more likely to invest in private vehicles and establish the habit of driving and be less likely to use transit once service is provided or improved.

These high-level conclusions are based on a conceptual analysis of alternative growth scenarios.

The Transportation Master Plan (TMP) Update is currently underway and it will include a review and analysis of the city's future transportation needs based on the adopted growth strategy in the OP. Based on that analysis, the current plans for the future transit, roads, walking, and cycling networks will be refined as needed and presented to Council for approval along with any required amendment to the OP.

In the meantime, staff in Transportation Services have been working closely with staff in Planning, Infrastructure and Economic Development Services to ensure alignment in policy directions and coordination between land use planning and transportation network planning. Work on the OP is proceeding based on the transit, roads, walking, and cycling network plans from the 2013 TMP updated to reflect Council-approved Environmental Assessments, Community Design Plans, and Secondary Plans.

**b. Infrastructure Master Plan update**

A more detailed infrastructure analysis of the recommended growth management plan will be addressed by the Infrastructure Master Plan (IMP) update, which is also currently underway. The IMP update will include a review and analysis of the city's future infrastructure needs based on the recommended growth plan in the OP. This analysis will update the current plans for trunk water and wastewater system upgrades as needed and identify additional projects to ensure that the 2046 growth needs are met.

The IMP will include a review the infrastructure associated with the focus areas of additional intensification. The IMP will aid in implementation policies and phasing by identifying what areas can currently accommodate the required additional intensification, and what programs, regulatory measures and/or future upgrades, if any, are needed for the remaining additional intensification. Any identification of upgrades necessary to support the required intensification will require a phased implementation plan that considers financing through a mix of Development Charges and "rate" changes, development timeframes, and priority within the associated capital budgets for infrastructure renewal.

Infrastructure staff will also participate in the review and assessment of the Engineering criteria for candidate expansion lands.

The updated IMP is expected to be presented to Council for approval in late 2021. In the meantime, staff in Infrastructure Services have been working closely with the OP Team to ensure alignment in policy directions and coordination between land use planning and infrastructure planning.



## 10. Outstanding Appeals of the Official Plan

The new Official Plan will require approval by the Minister of Municipal Affairs and Housing. Due to recent changes to the *Planning Act* that approval is not appealable, however:

1. A number of landowners have an outstanding appeal of OPA #180 to consider the need for new urban land within the 2036 planning horizon of the current Official Plan. That appeal is on hold at present; however, the outcome of the decision on the recommendations of this report may result in action to seek the addition of urban land under the OPA #180 Appeal.
2. Any party can petition the Minister to alter a Council-adopted Official Plan on an argument that it does not conform to the Provincial Policy Statement

### a. **Appeal by Taggart and the Settlement Previously Approved by Council**

As a result of the Taggart Settlement of Appeals to Official Plan Amendment 150 (ACS2017-CCS-LEG-0001), certain modifications were made to OPA #150 in return for Taggart, subject to certain matters discussed further below, withdrawing the balance of their appeal to OPA's 150, as well as OPA's 140 and 141 and not appealing OPA #180.

The specific changes are as follows:

1. Two minor changes to Section 2.1 of the Official Plan (Patterns of Growth). This section provides a broad overview of how the plan will manage growth and change. The Taggart modifications amended this section by:

- a. modifying one of the bulleted strategies under the sub-heading "Managing Growth" by deleting and adding text as follows:
  - *"Growth in the **existing designated urban areas** ~~Urban area~~ will be directed to areas where it can be accommodated in compact and mixed-use development, served with quality transit, walking and cycling facilities."*
- b. modifying one of the bulleted strategies under the sub-heading "Building Liveable Communities" by adding new text as follows:
  - *"Agricultural lands, **designated as Agricultural Resource Areas**, will be preserved to ensure the economic vitality of Ottawa's farm industry, and access to locally produced food and farm products as the basis on which food security can be promoted in the community."*

2. A change to the preamble of Section 2.2 - Managing Growth. This preamble introduces the urban and rural structure of the City and the approach to managing the growth in these distinct areas. The Taggart modifications amended the preamble to this section by adding and removing text as follows:

*“Growth will be distributed throughout the urban area to strengthen the city’s liveable communities through:*

- *Intensification and infill, and*
- ***Where it is demonstrated that growth cannot be accommodated through intensification and infill, growth will be accommodated on vacant land by building new communities ~~on vacant land~~, and/or additions to complete existing communities.***”

3. Changes to the policies of Section 2.2.1 – Urban and Village Boundaries. The Taggart modifications amended the Preamble to the section and policies 2 – 4 to 6 as follows:

- a. The Preamble was modified to reinstate the introductory sentence that was to be removed by OPA 150. The reinstated sentence is:

*“The Majority of future development will occur within the urban boundary and within the 26 villages designated in this plan.”*

- b. Policy 2 was modified as follows:

*“Sufficient land will be provided in the urban area to meet the City’s projected requirement for housing, employment and other purposes, **which is based upon a planning period of 20 years in accordance with the Provincial Policy Statement** ~~identified in Figure 2.2~~”*

- c. Policy 3 and 3a) were modified as follows:

*“The **City will undertake a comprehensive review of the Official Plan and the need to designate additional urban land, in accordance with the Planning Act and the Provincial Policy Statement. As part of that review, the City will assess and update the planning period of the plan and update the projections in Figure 2.2.** ~~to meet the City’s requirements will be assessed through a comprehensive review. This assessment~~ **comprehensive review** will consider such matters as:*

- a. *The forecasted demand for addition land to accommodate the ~~forecasted~~ housing and employment in Figure 2.2”*

d. Policy 4 and part of policy 6 were combined and reworded to create a new Policy 4, as follows:

***“4. 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 complete 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 complete 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.***

e. The balance of Policy 6 was changed as follows:

*“6. The City will guide the development of **any** additional **designated** urban land through **a secondary plan or a** community design plan (or an amendment to an existing community design plan) and a subwatershed plan or environmental management plan”.*

f. Policy 5 was changed to remove the reference to an “assessment of land supply” as follows:

*“The City will consider applications to amend this Plan to designate additional urban land only as part of ~~an assessment of the urban land supply as part of a~~ comprehensive review. Applications received between comprehensive reviews will be considered premature unless City Council directs that the comprehensive review be initiated.”*

The recommendations in this report uphold the commitments made by the City as part of the Taggart settlement in the following ways:

- The general direction with respect to managing growth is reflected in the Council-adopted Five Big Moves (December 2019)
- The policy direction to preserve lands designated Agricultural Resource Areas is reflected in the recommended Growth Management Strategy submitted in this

report and further reflected in the recommended Criteria for the Selection of Urban Expansion Parcels

- With respect to the policy that says *“Sufficient land will be provided in the urban area to meet the City’s projected requirement for housing, employment and other purposes, **which is based upon a planning period of 20 years in accordance with the Provincial Policy Statement**”*:
  - OPA #180 provided an analysis, and updated projections, for a 20-year period to 2036 and that analysis demonstrated that there was sufficient land in the urban area to meet all projected requirements to 2036.
  - The new Official Plan will be consistent with the revised Provincial Policy Statement, which allows municipalities to plan for up to 25 years. For the purposes of the new Official Plan, which is scheduled to be adopted by Council in late 2021, the 25-year period will be deemed to be July 2021 to July 2046, although the revised projections begin in July 2018 and establish the City’s built boundary as of July 1, 2018.
- With respect to the policy that says *“**Where it is demonstrated that growth cannot be accommodated through intensification and infill, growth will be accommodated on vacant land by building new communities, and/or additions to complete existing communities**”*:
  - The Growth Management Strategy submitted through this report has analyzed three scenarios, one of which (the No-Expansion scenario) describes what would be needed to accommodate all growth to 2046 in the existing urban area, and two scenarios (the Status Quo and the Balanced scenarios) involve urban expansions.
  - The Growth Management scenario adopted by Council will determine the amount of land, if any, that may be added to the urban area through expansion. The recommendation of this report is to adopt the Balanced scenario, which would provide 1,350 to 1,650 gross hectares of residential land. Industrial and warehousing land may further be added, and such lands (if any) would be identified in the Draft Official Plan.
  - The consideration of a “new community” (without a clear definition thereof) by no means compels or directs Council to move in such direction. Staff may elect to recommend a definition of “new community” to Council.
  - Depending on the amount of land to be added, based on the Growth Management Strategy that Council elects to adopt, adherence to the

balance of the requirements of Policy 4 may involve further considerations. This was detailed in the Report to Council (ACS2019-PIE-EDP-0046) that introduced Policy Directions for the new Official Plan, as follows:

*If an urban area expansion is deemed necessary and there is insufficient General Rural land to meet the required urban land budget, there are three possible directions that the City may have to consider in response to a shortfall in suitable General Rural land, and they all have significant implications. They are:*

- 1. Consider increasing the amount of intensification required to reduce the demand for new urban land after 2036; or*
- 2. Consider committing to bringing transit and other services to rural lands that are more remote and which require higher public costs for those services. This may also necessitate phasing of future development of the land pending the City's commitment of funds; or*
- 3. Consider lands in the Agricultural Resource Area that are close to existing communities and committed transit and piped services. The Provincial Policy Statement provides for this course of action, where there are no reasonable alternatives that avoid agricultural land.*

*A hybrid of all three may also be considered if appropriate. Staff will advise if it is necessary to consider one or a combination of these three options [...] when the draft Official Plan is tabled.*

That report also states:

*Future growth scenarios Beyond the life of this Official Plan, anticipating a future city and region of 2 to 3 million people means contemplating a range of growth models that entail, from one end of the spectrum to the other, either continued outward expansion, or a rise in intensification until it represents the totality of new growth. Through the early analysis leading to the preliminary policy directions, it has become apparent that the choice of continued outward expansion will present challenges. First, the extent of the urban area as it presently exists is increasingly limited by the presence of Prime Agricultural Areas, environmentally-sensitive lands, aggregate extraction areas, or country lot subdivisions that fragment rural lands and make them very costly to service. Second, the ongoing costs of adding new infrastructure, from an operations and maintenance standpoint,*

*continue to put pressure on the tax base and leads to a gradual increase in the cost of services and programs on which the City counts to remain nationally and internationally competitive. Plainly, this means that where there are fewer people paying taxes for services spread over a large area, this leads to an increased cost per person for those services. Third, the soil conditions of many of the remaining rural lands immediately beyond our existing urban area present a number of challenges to efficient serviceability, and as they become more remote from rapid transit, those lands would not as easily be able to contribute to the City's transit mode share targets, thereby aggravating traffic and/or leading to higher transit operating costs.*

Policy 4(a) states: ***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';***

This policy is consistent with the PPS. Ottawa's existing urban boundary is, at many locations, adjacent to Agricultural Resource Areas. The amount of candidate lands designated General Rural or Rural Natural Features is finite. The land exclusions in the recommended Site Selection Criteria incorporate this direction (see Document 1, Section 8).

Policy 4(b) states: ***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;***

The recommended Site Selection Criteria anticipate the evaluation of lands designated Mineral Resource Area where it is demonstrated that the extraction activity is nearing the end and that the extraction licence is to be surrendered by 2036, allowing for the land to be rehabilitated and considered for development. There are Mineral Aggregate lands adjacent to the current urban boundary (see Document 1, Section 8).

Policy 4(c) states: ***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;***

The list of exclusions in the recommended Site Selection Criteria (see Document 1, section 8) includes any lands within the Natural heritage system including wetlands (provincially significant or other). Through a separate appeal by the Greenspace Alliance to OPA #150, the City adopted Annex 16 that maps Natural Landscape Linkages, and those are also excluded from consideration as urban expansion candidates.

Policy 4d states ***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;***

The recommended Site Selection Criteria include extensive and detailed criteria and a weight score of 30 out of 90 for these considerations. (see Document 1, section 8)

Policy 4e states ***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:***

The recommended Site Selection Criteria include extensive and detailed criteria and a weight of 52 out of 90 for these considerations. Because of the high cost of providing rapid transit, the criteria assign the highest scores to land parcels that do not require any extensions of the rapid transit system as presently shown in the current Transportation Master Plan and through approved Environmental Assessments. Any expansion land beyond reach of existing or already-planned transit will be subject to development gates that will require the identification, commitment and approval of funding for such extensions. The Council-approved Policy Directions for the new Official Plan (December 2019, ACS2019-PIE-EDP-0046) also state that such extensions cannot take precedence over, or be built before, rapid transit commitments within the existing built-up area that may respond to the mobility needs of an already-established population as a way to achieve mode share objectives. The PPD further indicate that once Stage 3 LRT is completed, the next LRT investment should be inside the Greenbelt. Report ACS2019-PIE-EDP-0046 states (p. 29):



*One of the key policy directions is to focus future transit investments on congested corridors inside the Greenbelt with potential for growth and intensification.*

Policy 4f states ***f. Give priority to land with proximity and access to a Provincial Highway where an urban area expansion is intended to include employment lands;***

This policy will be upheld at the time of any recommendation for new employment lands. As stated in the Council-approved Policy Directions, the definition of Employment Lands will significantly change in the new Official Plan. Office-type uses will no longer be assigned a separate designation and such uses will be directed to Hubs and Corridors, and notably to locations served by rapid transit. A distinct designation of lands will be reserved only for industrial, warehousing and logistics-type uses that need segregation. This does not include office parks. The obsolete model of the single-use office park on separate lands will no longer be recognized as “employment lands”. However, staff do anticipate identifying strategic parcels of land adjacent to Provincial Highways in the draft Official Plan to be protected for future employment.

Policy 4g states ***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;***

The Site Selection Criteria (see Document 1, section 8) recommended by this report incorporates cost considerations in the evaluation of candidate lands. More detailed information on any urban expansion that may be presented to Council will form part of the draft Official Plan in late 2020. This may include a discussion of costs associated with leapfrogging development or the need to oversize infrastructure prematurely.

Policy 4(h) states ***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,***

The recommended Site Selection Criteria excludes lands from consideration for urban expansion in accordance with this policy.

Policy 4(i) states ***i. Consider any other effect the designation would have on the City's ability to achieve the policies in this Plan.***

Both the policies of the current Official plan and the Council-approved Five Big Moves remain key benchmarks for the consideration of any growth management strategy including the addition of lands to the urban area. The Five Big Moves state that the majority of growth is to be accommodated through intensification; the majority of trips is to be made by sustainable modes; that our sophistication in urban and community design is to improve and be based on context; that our resiliency lens be meant to include climate, energy and environment; and that an economic development lens is to be applied to our planning policies. The recommendations of this report, including the recommended growth management scenario, best respond to this policy in the opinion of staff.

For reference, the policies of the current Official Plan which form part of the OPA #150 document on which the Taggart settlement was reached, and which were not appealed by Taggart, state:

#### *1. Managing Growth*

- *The City will manage growth by directing it to the urban area where services already exist or where they can be provided efficiently.*
- *The City will continue to support growth in villages to enhance their vitality, with provision for village expansion where it is economically feasible and environmentally sound.*
- *Growth in the existing designated urban areas will be accommodated in compact and mixed-use development, and served with quality transit, walking and cycling facilities.*
- *Downtown Ottawa will be a vibrant mix of thriving economic and cultural activities within a setting that celebrates the unique qualities of both the city and the National Capital.*
- *The Central Area, designated Mainstreets, Mixed Use Centres and Town Centres will be compact, liveable, and pedestrian-oriented with a vibrant mix of residential uses, and social, cultural and economic activity.*
- *Infill and redevelopment will be compatible with the existing context or planned function of the area and contribute to the diversity of housing, employment, or services in the area. Providing Infrastructure*

- *A transportation system that emphasizes walking, cycling and transit will be built.*
- *Public water and sanitary wastewater facilities will be provided to reinforce the City's commitments to a compact urban area and safe and healthy communities.*
- *Development in the rural area will be primarily on the basis of private individual services where they are safe and environmentally sound, but in some circumstances municipal services will be provided to remedy environmental problems. Maintaining Environmental Integrity*
- *Air quality will be supported by a transportation system that emphasizes walking, cycling, and transit and by policies that protect forests, wetlands and other natural environment areas.*
- *Provincially and locally significant wetlands and forests will be conserved.*
- *The City will preserve natural features and the integrity of natural systems by directing land use and approving development that maintains ecosystem functions over time.*
- *Greenspaces will be valued and protected for their environmental, cultural heritage, recreational, educational and aesthetic qualities. Building Liveable Communities*
- *Attention to urban design will help create attractive communities where buildings, open space and transportation work well together.*
- *The City will provide opportunities to increase the supply of affordable housing throughout the city*
- *Growth will be managed in ways that create complete communities with a good balance of facilities and services to meet people's everyday needs, including schools, community facilities, parks, a variety of housing, and places to work and shop.*
- *The City will pursue a more affordable pattern of growth that allows for more efficient use of municipal infrastructure and reduces the need to build and maintain new infrastructure throughout its life-cycle.*
- *The City will provide for a wide range of economic activities in suitable locations and will work with the federal government and private sector to provide a balance of jobs both inside and outside the Greenbelt.*

- *The design of the city, the maintenance of greenspace and the high quality of life will enhance the attractiveness of the city for business development.*
- *Familiar landscapes and heritage buildings will be conserved despite on-going change.*

*2. Rural communities will continue to be valued for their distinct economies and lifestyles.*

- *Attention to design will help create attractive communities where buildings, open space and transportation work well together.*
- *The process of community building in the city will be open and inclusive.*
- *Agricultural lands, designated as Agricultural Resources Areas, will be preserved to ensure the economic vitality of Ottawa's farm industry, and access to locally produced food and farm products as the basis on which food security can be promoted in the community.*
- *Mineral aggregate resource areas will be identified, conserved and protected for long-term use.*
- *The City will recognize the role of small and medium-scale food production in a sustainable food system and community-based food production will be integrated into urban and rural areas, through edible landscapes, community gardens, and small and mid-scale urban and rural farms, where possible and in keeping with City policy.*

## **CONSULTATION**

Consultation on the Residential Growth Management Strategy has involved highly technical discussions. Staff have held these discussions with the Greater Ottawa Home Builders Association, the Building Owners and Managers Association, and the Federation of Citizens' Associations (FCA). The basis of this consultation was the Council-approved growth projections and new Official Plan Policy Directions based on the Five Big Moves, which underwent significant public consultation throughout the second half of 2019. The home-building industry prefers the intensification rate targets of the Status Quo scenario. The FCA prefers the intensification targets of the No Expansion scenario.

This report contains changes made in response to the submissions from these groups. Detailed responses to submissions on the draft Urban Expansion Criteria are included in Document 7 attached.

Staff organized a series of consultations to review Growth Management Strategy content with key stakeholders. Staff ensured these consultations went forward, despite physical distancing measures by organizing a series of Zoom meetings with representatives from the Greater Ottawa Home Builders' Association (GOHBA), the Building Owners and Managers Association (BOMA), the Federation of Citizen Associations (FCA), and the Sponsor Councillors for the new Official Plan.

Staff have been tracking responses from stakeholders on key issues and used the consultations to outline how they have addressed this feedback in the current Growth Management Strategy.

These meetings provided in depth technical briefings on topics such as the Council-approved growth projections, the Preliminary Policy Directions, and expansion criteria. Stakeholders had the opportunity to ask questions, provide further comments and discuss with staff the rationale behind the recommendations in this report.

Staff have been able to engage a wide range of communities, from village residents to urban communities. Further, an opportunity to give comments and feedbacks is continually provided to our indigenous communities. The Growth Management Strategy was discussed with Aboriginal Working Committee and Ottawa Aboriginal Coalition, on March 6, 2020 at the Wabano Centre for Aboriginal Health. The Indigenous community conversation was a focused engagement with urban Indigenous communities. It looked to get insight into how best to engage their communities as well as feedback on the proposed policies so far. The Algonquins of Ontario office also remains a close partner and is engaged regularly.

In total the City of Ottawa has engaged with:

- Total People Engaged: 7,514
- Number of in person meetings: 76
- Total people reached: 45,646

Stakeholder engagement will continue through 2020 as we move towards a draft new Official Plan in late 2020.

Staff have also discussed the directions in the attached documents with the Councillor Sponsors Group.

## **RURAL IMPLICATIONS**

The City proposes, through the Urban Expansion Detailed Evaluation Criteria, to maintain a 1-kilometre buffer around existing Villages that are adjacent to the urban area so that they remain distinct from the evolving suburban areas. The only exception will be for the Village of Notre-Dame-des-Champs, which is already surrounded by

existing and proposed urban development and for which a buffer is not possible. When the draft Official Plan is tabled in Q4 2020, staff may recommend that Notre-Dame-des-Champs be incorporated as a neighbourhood into the urban area and fully serviced.

Following the implementation of the new Official Plan, the City will undertake a review of Secondary Plans for the Villages of Carp, Greely and Vars. These reviews will also consider servicing capacity and/or boundary adjustments to accommodate development. A similar review for the Village of Munster will consider the potential repurposing of public land in the village to stimulate development provided sufficient servicing capacity is available. These reviews are not anticipated to add significant growth to these areas, but they may rationalize and redeploy growth from areas that have proven unlikely to develop to other areas that have potential to add to the vitality of the villages. Such a review is now permitted under the new Section 1.1.3.9 of the Provincial Policy Statement.

### **COMMENTS BY THE WARD COUNCILLORS**

As directed in the April 10, 2019 Work Plan report to Council, a Councillor Sponsors' Group composed of the Chair and Vice Chair of Planning Committee and the Agriculture and Rural Affairs Committee and the Chairs of the Standing Committee on Environmental Protection, Water and Waste Management and the Transportation Committee was formed. Members of the Councillors Sponsors' Group are aware of the policy directions proposed in this report.

### **LEGAL IMPLICATIONS**

As stated in the report to the Joint Committee and Council in December, 2019, conclusions reached in the official plan review are not final until the end of the process. However, it is the opinion of Legal Services that one of the lessons learned from the hearings on the Urban Boundary question with respect to OPA 76 is that significant weight is given to the interim conclusions reached through the process where such interim conclusions were based upon sound planning rationale. While there is no right of appeal of an official plan (or amendment) resulting from the comprehensive review process, it can be expected that the Minister's attention will be brought to changes in direction if such occur in the review. Thus, while it is possible to revisit decisions made earlier in the process, and Members of Committee and Council must always be "capable of being persuaded" as new information and submissions are brought forward, it is to be expected that the final decisions made by Council at the culmination of the official plan review will build upon the determinations made through the process. While the official plan review process began when the Provincial Policy Statement, 2014 was in effect, a decision on the Official Plan must be consistent with the Provincial Policy

Statement in force at the time the Minister's decision with respect to the Official Plan (or amendment) is made. Thus, this official plan review must be consistent with the Provincial Policy Statement to come into effect on May 1, 2020.

### **RISK MANAGEMENT IMPLICATIONS**

The No Expansion scenario represents a shift in the housing market that staff consider too aggressive. If the required new housing forms cannot be provided the City may be at risk of not maintaining the 15-year minimum supply and mix of housing as mandated by the Provincial Policy Statement. A shortfall in housing supply could also have serious consequences for the price of new housing.

The Balanced scenario represents a more modest shift in the housing market and provides a land supply that exceeds the 15-year minimum requirement.

### **ASSET MANAGEMENT IMPLICATIONS**

The implementation of the Comprehensive Asset Management program results in timely decisions that minimize lifecycle costs and ensure the long-term reliability and affordability of assets.

To fulfill its obligation to deliver safe and reliable services to the community, the City must ensure that assets supporting City services are managed in a way that balances levels of service, risk and affordability. A new Official Plan along with a new Infrastructure Master Plan will identify the required infrastructure to support the City's plan for the future of the City, both in terms of growth and sustaining current infrastructure.

### **FINANCIAL IMPLICATIONS**

The Long Range Financial Plans (LRFP) for Transit, Tax-Supported Programs and Rate-Supported Programs will be updated at the same time, and in alignment with the TMP and IMP updates, early in 2022. The purpose of the LRFP is to assess the capital funding requirements of these plans, identify funding strategies, establish affordable capital funding envelopes and capital spending plans that are financially sustainable.

### **ACCESSIBILITY IMPACTS**

There are no direct accessibility impacts.

### **ENVIRONMENTAL IMPLICATIONS**

The policy directions described in this report support energy conservation and efficiency, climate change adaptation and resilient infrastructure. Policies are proposed

to consolidate the natural heritage policies for the rural area. Site selection criteria take into consideration sensitive environmental and hazard lands and seek to only add land that takes advantage of existing proposed rapid transit and the efficient use of existing infrastructure.

## **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification – Develop New Official Plan
- Integrated Transportation – Integrate the transportation systems and improve how we get around
- Thriving Communities – Increase affordable housing and accommodate housing needs
- Environmental Stewardship – Encourage development that supports transit priorities

## **SUPPORTING DOCUMENTATION**

Document 1	Residential Growth Strategy
Document 2	Selected Growth Management Policies PPS 2020
Document 3	Vacant Urban Residential Land Survey
Document 4	Village Residential Land Survey Mid 2018 Update
Document 5	Analysis of Ottawa Residential Net to Gross Ratios
Document 6	Urban Expansion Detailed Evaluation Criteria
Document 7	Responses to Expansion Criteria Feedback

## **DISPOSITION**

Direct staff in the Planning, Infrastructure and Economic Development Department to prepare a draft Official Plan to be tabled in Q4 2020 based on the Preliminary Policy Directions approved in December 2019 and the growth management strategy as approved by Council at its meeting of May 27, 2020.