

**Subject: Official Plan Amendment - 4497A and 4497B O'Keefe Court**

**File Number: ACS2025-PDB-PSX-0065**

**Report to Planning and Housing Committee on 5 November 2025 and**

**Council 12 November 2025**

**Submitted on October 30, 2025 by Derrick Moodie, Director, Planning Services,  
Planning, Development and Building Services**

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**Ward: Barrhaven West (3)**

**Objet : Modification du Plan officiel – 4497A et 4497B cour O'Keefe**

**Dossier : ACS2025-PDB-PSX-0065**

**Rapport au Comité de la planification et du logement**

**Le 5 novembre 2025 et au**

**Conseil le 12 novembre 2025**

**Soumis le 30 octobre 2025 par Derrick Moodie, Directeur, Services de la  
planification, Direction générale des services de la planification, de  
l'aménagement et du bâtiment**

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**Quartier : Barrhaven-Ouest (3)**

## REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council refuse the Official Plan Amendment to bring the subject lands into the urban boundary and designate them as 'Neighbourhood' and direct staff to defend the City's position at the Ontario Land Tribunal.
2. That Planning and Housing Committee approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the Office of the City Clerk and submitted to Council in the report titled, "Summary of Oral and Written Public Submissions for Items Subject to the *Planning Act* 'Explanation Requirements' at the City Council Meeting of November 12, 2025," subject to submissions received between the publication of this report and the time of Council's decision.

## RECOMMANDATIONS DU RAPPORT

1. Que le Comité de la planification et du logement recommande au Conseil de refuser la modification du Plan officiel ayant pour objet d'intégrer les biens-fonds visés dans la limite urbaine et de les désigner « Quartier », et d'enjoindre au personnel de défendre la position de la Ville devant le Tribunal ontarien de l'aménagement du territoire.
2. Que le Comité de la planification et du logement donnent leur approbation à ce que la section du présent rapport consacrée aux détails de la consultation soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales du public, qui sera rédigé par le Bureau du greffe municipal et soumis au Conseil dans le rapport intitulé « Résumé des observations orales et écrites du public sur les questions assujetties aux 'exigences d'explication' aux termes du projet de la *Loi sur l'aménagement du territoire*, à la réunion du Conseil municipal prévue le 12 novembre 2025 », à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

## EXECUTIVE SUMMARY

Planning staff recommend refusal of the Official Plan Amendment for 4497 A and 4497 B O'Keefe Court to bring the subject lands into the urban boundary and re-designate the lands from 'Rural Countryside' to 'Neighbourhood' and create an Area-Specific Policy in Volume 2C to permit heights up to six storeys.

The application proposes approximately 1,493 residential units with some medium density and mixed-use blocks. Following the City's Council-approved process for urban boundary expansion applications, staff conclude that the application should not be supported. The primary reasons are that no land need has been demonstrated, servicing upgrades required to support the development are not cost-effective, the location lacks sufficient road and transit access, and the proposed expansion would create a leapfrog pattern of growth inconsistent with logical and phased urban development. For these reasons, staff recommend refusal of the Official Plan Amendment.

This position is informed by both the Official Plan and the 2024 Provincial Planning Statement (PPS). The PPS requires municipalities to maintain a 15-year supply of designated residential land and a three-year supply of serviced land. Ottawa currently exceeds these requirements, with nearly 25 years of supply once recent expansions are included, meaning no additional land is required.

Additionally, the City is undertaking a comprehensive review of population forecasts and growth management criteria, which will be presented to Council in 2026. This process will begin with updated growth projections in January 2026, followed by consideration of any necessary updates to the City's growth management strategy. Any potential urban expansion areas will be evaluated as part of this coordinated, city-wide review. Accordingly, the current application is considered premature and would pre-empt Council's future decision-making on growth and urban boundary matters.

Official Plan policies also require that new neighbourhoods be planned around transit access, progress in a logical and coordinated manner, and ensure financially viable servicing. The proposed development fails to meet these requirements: the lands are located far from rapid transit and frequent bus service, servicing upgrades would add significant long-term costs to taxpayers, and the site's location would result in an urban island surrounded by rural land. Further, the proposal does not incorporate the required Future Neighbourhood Overlay and secondary planning process that ensure appropriate servicing, proper distribution of densities, commercial, institutional, parks and open space, adequate road network layout integrating multi-modal connectivity and ensures environmental protection areas are identified and protected. Taken together,

the PPS and Official Plan policies indicate that the application does not represent good planning and should not proceed.

## **RÉSUMÉ**

Le personnel des Services de planification recommande de refuser la demande de modification du Plan officiel visant les 4497 A et 4497 B, cour O'Keefe, devant permettre leur intégration dans la limite urbaine et faisant passer leur désignation de « Zone d'espace rural » à « Quartier », et créer une politique propre à l'emplacement dans le Volume 2C afin d'augmenter la limite de hauteur à six étages.

La demande concerne l'aménagement d'environ 1,493 logements et de quelques îlots polyvalents de densité moyenne. Conformément au processus approuvé par le Conseil municipal pour les demandes d'élargissement de la limite urbaine, le personnel conclut que la demande ne doit pas être soutenue, principalement parce qu'aucun besoin foncier n'a été démontré, que la mise à niveau des services de viabilisation nécessaires pour soutenir l'aménagement n'est pas rentable, que l'emplacement manque d'accès routiers et de services de transport en commun suffisants, et que l'élargissement proposé de la limite urbaine créerait un schéma de croissance en saut-de-mouton incompatible avec un aménagement urbain logique et graduel. Pour ces raisons, le personnel recommande le refus de la modification du Plan officiel.

Cette position s'appuie à la fois sur le Plan officiel et sur la Déclaration de principes provinciale (DPP) de 2024. La DPP exige que les municipalités maintiennent en tout temps une offre sur 15 ans de terrains résidentiels et une offre sur trois ans de terrains viabilisés. Ottawa dépasse actuellement ces exigences, avec une réserve de près de 25 ans si on inclut les expansions récentes, ce qui confirme qu'aucun terrain supplémentaire n'est nécessaire.

Par ailleurs, la Ville entreprend un examen complet des prévisions démographiques et des critères de gestion de la croissance, qui sera présenté au Conseil en 2026. Ce processus commencera par la mise à jour des prévisions de croissance en janvier 2026, suivie de la prise en compte de toute mise à jour nécessaire de la stratégie de gestion de la croissance de la Ville. La création d'éventuelles zones d'expansion urbaine sera évaluée dans le cadre de cet examen coordonné à l'échelle municipale. Par conséquent, la demande présentée est jugée prématurée et nuirait aux futures prises de décision du Conseil sur les questions de croissance et de limites urbaines.

Les politiques du plan officiel exigent également que les nouveaux quartiers soient planifiés en fonction de l'accès aux transports en commun, qu'ils se développent de

manière logique et coordonnée et qu'ils soient viabilisés de manière financièrement viable. L'aménagement proposé ne répond pas à ces exigences: les terrains sont éloignés des services de transport en commun rapides et d'autobus fréquents, la mise à niveau des services de viabilisation entraînerait des coûts importants à long terme pour les contribuables et l'emplacement du projet créerait un îlot urbain entouré de terres rurales. En outre, la proposition n'intègre pas la surzone des quartiers projetés et le processus de planification secondaire requis, qui garantissent une viabilisation appropriée, une répartition adéquate des densités, des commerces, des institutions, des parcs et des espaces verts, un réseau routier adéquat intégrant la connectivité multimodale et la protection des zones environnementales désignées et protégées. Dans l'ensemble, les politiques de la DPP et du Plan officiel indiquent que la demande ne représente pas une bonne planification et ne devrait pas être acceptée.

## **BACKGROUND**

Learn more about [link to Development Application process - Zoning Amendment](#)

For all the supporting documents related to this application visit the [link to Development Application Search Tool](#).

### **Site location**

4497 A and 4497 B O'Keefe Court

### **Owner**

2436091 Ontario Inc (c/o Kevin Murphy, Mattamy Homes)

### **Applicant**

Paul Black, Fotenn Planning & Design

### **Description of site and surroundings**

The subject lands are approximately 72 hectares and are located east of Highway 416, north of O'Keefe Court and west of Cedarview Road. A hydro corridor crosses the property, splitting it into two parcels. 4497 B O'Keefe Court is located to the northwest of the hydro corridor, adjacent to Highway 416, and 4497 A O'Keefe Court is located south of the hydro corridor, abutting Lytle Park. The subject lands are currently vacant and include an abandoned quarry. Provincially significant Wetlands are located in the northeast corner of 4497 A O'Keefe Court, and a Significant Woodland is situated in the southwest corner of the same parcel. Surrounding land uses include Highway 416 north

and west of the subject lands, estate lot subdivisions (Onassa Springs, Orchard Estate and Cedarhill Estate) to the east, and Lytle Park to the south.

## **Summary of proposed development**

### Proposed development

In accordance with the most recent Provincial Planning Statement, the applicant is requesting to expand the urban boundary outside of a comprehensive review or Official Plan update. The Official Plan Amendment (OPA) application proposes to re-designate the lands from 'Rural Countryside' under the Rural Transect to 'Neighbourhood' under the Suburban Transect and create an Area-Specific Policy in Volume 2C to permit heights up to six storeys. The proposal would include a total of approximately 1493 new residential units (675 detached and townhouse dwellings and 818 apartment dwelling units) with building heights between two and six storeys. The proposal also includes a mixed-use area that is envisioned to include mid-rise, mixed-use buildings.

A new road is proposed to connect to O'Keefe Court to the south through to Onassa Circle in the north. It's important to note that the connection to O'Keefe Court to the south is located on lands that are not presently owned by Mattamy.

### Previous approvals

There's an existing draft approved subdivision for the subject lands for an estate lot subdivision which includes 88 residential lots on 4497 A and 4497 B O'Keefe Court. An application was submitted in 2017 to revise the subdivision to include a road connection to O'Keefe Court. The proposed road is situated offsite, on lands not owned by the applicant, therefore written authorization from the adjacent landowner was required to support the application. This authorization was not received; therefore, the application was never approved.

### Process and review status

Due to the issuance of the new 2024 PPS, which allows private landowners to request urban boundary expansions outside of a comprehensive Official Plan review, the City established a new process to evaluate and process these applications. On October 16, 2024, Council approved the following five-step evaluation process ([Urban and Village Boundary Expansion Official Plan Amendment | City of Ottawa](#)):

- Step 1 - Assess existing servicing capacity
- Step 2 - Identify new servicing capacity

- Official Plan Amendment Application submission
- Step 3 - Assess land need
- Step 4 - Settlement area parcel analysis
- Step 5 - Council decision

The objective of Steps 1 and 2 is to assess the capacity and identify requirements for new and/or upgrades to off-site trunk water and wastewater infrastructure. Steps 1 and 2 were submitted to the City together with the OPA application in the fall of 2024. The OPA application was deemed incomplete, and the applicant submitted an appeal to the Ontario Land Tribunal (OLT). The OLT rendered their decision on May 8, 2025, and deemed the application complete as of November 29, 2024. The applicant filed another appeal on May 21, 2025, for lack of decision (120 days from the day the application is deemed complete). This report is therefore required to obtain Council direction for the OLT hearing scheduled for June 2026.

Step 1 and Step 2 were completed on May 27 and May 30, 2025, and identify a significant cost to expand water and wastewater services to the subject lands.

- Concerning the water distribution system, Step 1 concluded that there is not sufficient existing or planned capacity to supply the proposed Urban Expansion lands while fulfilling the Infrastructure Master Plan's minimum Level of Service (LOS). Step 2 concluded that an upgrade to the City's drinking water system is required at a cost of approximately \$31.5 million.
- Concerning the wastewater system, Step 1 concluded that there is sufficient capacity within the existing downstream infrastructure and so the assessment did not proceed to Step 2. The connection point to the infrastructure is within Strandherd Drive at the intersection with Maravista Drive, which is approximately 2.0 kilometres away and would require local infrastructure to be installed within Strandherd Drive.

Step 3 has also been completed and it concluded that based on the Mid-2024 Greenfield Residential Land Survey (GRLS) the City currently has an excess of land beyond the required 15-year supply (there is a total of 1,582 hectares of designated and available land for residential development, which surpasses the 15-year land supply requirement with a surplus of 314 net hectares of designated and available residential land). Therefore, the need for additional land has not been demonstrated.

Step 4 has not been completed given that no requirement for land need has been demonstrated. However, the same parcels were previously scored in the 2021 Growth

Management Report, and it is not anticipated that the results would be significantly different if the scoring were to be redone today. The O'Keefe Court area was comprised of two clusters and the parcels within those clusters that are subject to this application had a range of scores from 17 to 22. None of the parcels (and clusters) met the minimum transit score of two, nor the minimum servicing score of 14 and not the minimum overall score of 30 and were recommended as 'Category 2 – Assessed – Not Recommended'. The following criteria were used for the analysis at the time of the 2022 Official Plan:

- Locations that will generate high transit ridership;
- Locations that are the most efficient and cost effective for water, wastewater, and stormwater management services;
- Locations that could have a high degree of integration and connectivity to existing communities;
- Proximity to existing services and amenities such as major City facilities, emergency services response, and commercial and retail services; and
- Avoid Agricultural Resource Areas, mineral aggregate resources and lands that are part of natural heritage system.

### **Summary of requested Official Plan Amendment**

The applicant is proposing to include the subject lands within the Urban Boundary, re-designate the lands from 'Rural Countryside' under the Rural Transect to 'Neighbourhood' under the Suburban Transect and create an Area-Specific Policy in Volume 2C to permit heights of six storeys.

## **DISCUSSION**

### **Public Consultation**

For this proposal's consultation details, see Document 3 of this report.

## Provincial Planning Statement

Staff have reviewed this proposal and have determined that it is not consistent with the 2024 Provincial Planning Statement as noted below.

Section 2.1.1 of the Provincial Planning Statement states “as informed by provincial guidance, planning authorities shall base population and employment growth forecasts on Ontario Population Projections published by the Ministry of Finance and may modify, as appropriate.”

As outlined in the Land Needs Assessment section below, the correct reading of this policy is that the Ministry of Finance population projections is the basis to determine municipal level housing and employment projections at the time of an Official Plan update, and, until then, the growth projections in the Official Plan is the basis for determining land need. The draft Provincial Projection Methodology Guideline also states that municipalities are to convert the Ministry of Finance population projections into housing and employment projections at the time of an Official Plan update, and therefore, not at each expansion application.

Section 2.1 Planning for People and Homes states in Policy 4 that “to provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned, including units in draft approved or registered plans.”

Section 2.3.2 New Settlement Areas and Settlement Area Boundary Expansions state in Policy 1 that planning authorities shall consider specific elements when identifying a new settlement area or allowing a settlement area boundary expansion. The following are applicable to the proposal:

- a) the need to designate and plan for additional land to accommodate an appropriate range and mix of land uses;
- b) if there is sufficient capacity in existing or planned infrastructure and public service facilities; and

g) the new or expanded settlement area provides for the phased progression of urban development.

Additionally, policy 2.3.2.2 states that “Notwithstanding policy 2.3.2.1.b), planning authorities may identify a new settlement area only where it has been demonstrated that the infrastructure and public service facilities to support development are planned or available.”

As per Section 2.4, intensification should be focused in the Strategic Growth Areas or in Major Transit Station Areas.

Section 2.9 Energy Conservation, Air Quality and Climate Change, directs planning authorities to reduce greenhouse gas emissions and prepare for the impacts of a changing climate through approaches that:

- a) support the achievement of compact, transit-supportive, and complete communities;
- d) promote green infrastructure, low impact development, and active transportation, protect the environment and improve air quality.

Policy 3.1.1 states that infrastructure and public service facilities shall be provided in an efficient manner while accommodating projected needs. Planning for infrastructure and public service facilities shall be coordinated and integrated with land use planning and growth management so that they:

- a) are financially viable over their life cycle, which may be demonstrated through asset management planning;
- b) leverage the capacity of development proponents, where appropriate; and
- c) are available to meet current and projected needs.

Policy 3.1.2. states that before consideration is given to developing new infrastructure and public service facilities:

- a) the use of existing infrastructure and public service facilities should be optimized; and
- b) opportunities for adaptive re-use should be considered, wherever feasible.

Policy 3.2.2 states that efficient use should be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.

Policy 3.6.1. states that planning for sewage and water services shall:

- a) accommodate forecasted growth in a timely manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services (...);
- b) ensure that these services are provided in a manner that:
  - 2. is feasible and financially viable over their life cycle;
  - 4. aligns with comprehensive municipal planning for these services, where applicable.
- d) integrate servicing and land use considerations at all stages of the planning process;

### **Official Plan designation(s) and policies**

The current Official Plan designation is Rural Countryside within the Rural Transect. The Official Plan includes multiple policies outlining how/where growth should occur in the City and how to determine the best locations.

Policy 3.1.5 list various considerations to be used when evaluating new lands to be included in the urban boundary. These include, but are not limited to, the following:

- a) That there are insufficient opportunities within the urban area and villages to accommodate a 15-year supply of market-based residential development;
- c) The required components of municipal infrastructure that are planned or available, have sufficient capacity, are financially viable over their life cycle and protect health, safety and the natural environment. For the purposes of this policy, financial life cycle viability shall include the relative scale of the costs associated with any new or additional area to be serviced, any required system upgrades to provide the required capacity and the inclusion of operations, maintenance and replacement costs post-development;
- e) That lands within the Sand and Gravel Resource Overlay and Bedrock Resource Overlay are excluded from consideration, and within 300 metres from a Sand and Gravel Resource Overlay and/or 500 metres from a Bedrock Resource Overlay are excluded from consideration;
- f) That lands designated as part of a natural heritage system are excluded while maintaining the possibility of minor, site-specific adjustments along the boundaries to reflect the results of more detailed field investigations if required;

g) That lands with proximity and access to a provincial 400-series highway, including future interchange access, be reserved for Industrial and Logistics uses and that any residential development adjacent to such lands incorporate any appropriate proximity-mitigation measures or features deemed necessary solely within the residential portion of development;

Policy 3.3.1 also speaks to 15-minute neighbourhoods and highlights the importance of viable options for sustainable transportation modes and of growth proceeding in a logical, orderly and coordinated progression in accordance with secondary plans.

Policy 3.3.5 states that “New neighbourhoods shall be designed around the notion of easy pedestrian access to a rapid transit station, or frequent street bus route leading to a station on the high-frequency transit network, so that its first residents can have easy transit access to areas of the city that already are 15-minute neighbourhoods while their new neighbourhood develops the critical mass needed to become one itself, and so that residents have easy transit access to services, amenities and major cultural venues.”

Section 4.7.1 includes policies to provide adequate, cost-effective drinking water, wastewater and stormwater infrastructure, and assist in meeting growth targets in the urban area. Policy 12 states that “As part of a complete application, new development in a future neighbourhood shall be supported by an approved master servicing study, an approved environmental management plan, and subwatershed study.”

Section 5.4.5 states that “Neighbourhoods located in the Suburban Transect and within a 15-minute neighbourhood shall (...) b) Generally provides for up to three storey height permission, and where appropriate four storey height permissions to allow for higher-density Low-rise residential development;(...)”.

Section 5.6.2 states that lands added to the Urban Boundary should not be designated ‘Neighbourhood’ right away and should be subject to a Future Neighbourhood Overlay. This ensures that the new areas are planned to create walkable 15-minutes neighbourhoods that are served by rapid transit. The process includes a Community Design Plan that would look at servicing, transportation, environment, land use and community needs.

## **Planning rationale**

### Land Need Assessment

The applicant has not established a credible land need. The applicant provided growth projections in their Planning Rationale and this was reviewed by staff against the Official Plan growth projections. The applicant’s Planning Rationale calculates the 15-year land

supply using the analysis from the City of Ottawa's Mid-2022 Greenfield Residential Land Survey (GRLS) and using the 2024 Ministry of Finance projections. The Mid-2022 GRLS is not the most recent land supply and using the 2024 Ministry of Finance population projections for Ottawa is premature outside of an Official Plan update. The correct reading of the PPS, 2024 is that the Ministry of Finance projections is the basis to determine municipal level housing and employment projections at a time of an Official Plan update, and until then the growth projections in the Official Plan are to be used.

The City of Ottawa recently initiated an update to the Official Plan growth projections using the latest Ministry of Finance projections as the basis and as intended by the PPS 2024 and the Ontario Projections Methodology Guideline. Landowners may participate in that process to consider Official Plan growth projection updates if they have an interest in utilizing Ministry of Finance population projections as the justification for the need of a settlement area expansion on their lands. However, outside of this process, the current city-wide Official Plan growth projections, being the in-force projections, must be used as the basis for determining the need for a settlement area expansion application.

The PPS, 2024 requires a 15-year supply of residential land to accommodate projected growth and a three-year supply of serviced draft approved or registered lands to accommodate more immediate development. The City of Ottawa's Greenfield Residential Land Survey monitors the greenfield land supply to ensure consistency with the PPS, 2024. The Mid-2024 Greenfield Residential Land Survey, which was received at Planning and Housing Committee on October 1, 2025, concludes that based on current Official Plan growth projections, the applicable 15-year timeframe requires 1,268 net residential hectares and the applicable three-year timeframe requires 254 net residential hectares. As of July 1, 2024, the Designated and Available Greenfield residential supply consisted of approximately 1,582 hectares or 18.7 years of supply, of which 620 hectares were serviced draft approved or registered lands providing over seven years of supply. This alone is sufficient supply to meet the PPS requirements.

An additional 339 net hectares of residential land with 13,000 dwellings on Future Neighbourhood expansion areas will be added to the mid-2025 count as these lands became eligible for PPS supply after July 1, 2024. The 339.0 net hectares will increase the land supply to almost 25 years of supply.

Given the City is undertaking a comprehensive review of population forecasts and growth management criteria, which will be presented to Council in 2026. Any potential urban expansion areas will be evaluated as part of this coordinated, city-wide review.

Accordingly, the current application is considered premature and would pre-empt Council's future decision-making on growth and urban boundary matters.

### Bedrock Resource Overlay

Part of the subject lands are located within 500 metres from a Bedrock Resource Overlay located west of the subject lands. According to policy 3.1.5e, lands within 500 metres from a Bedrock Resource Overlay should be excluded from consideration for urban expansion.

### Transportation

The proposal currently shows two road connections for this development. The first connection is at the northern end and connects to Onassa Circle, which is a local road with a 20 metre right of way (ROW) with a rural cross-section that includes ditches, no sidewalks and 7 metres of pavement width. This street is approximately 900 metres long and connects to Cedarview towards the east, which is an arterial road. The second proposed connection is at the southern end and connects to O'Keefe Court. This proposed connection goes through private lands, 4497 O'Keefe Court, and the owner has not provided permission or planned for this off-site connection. There is a recent and active Site Plan Control application (D07-12-25-0085) for 4497 O'Keefe Court that does not include provisions for a future road connection. Given the proposed densities, expected traffic demands could not be met by the existing rural road. A development of this size should have multiple access roads to meet emergency service requirements and reduce traffic congestion, etc.

The subject site is located beyond a convenient walking distance to transit. The site is located approximately 4 kilometres from the nearest rapid transit station and 1 kilometre from any existing frequent bus route. This contradicts Policy 3.3.5 of the Official Plan, which states that "New neighbourhoods shall be designed around the notion of easy pedestrian access to a rapid transit station, or frequent street bus routes leading to a station on the high-frequency transit network". This has the potential of resulting in a high automobile mode share, limited transit viability, and increased peak-hour traffic volumes on surrounding roads that will have negative impacts on the adjacent rural community.

The City's Infrastructure Capacity Assessment Terms of Reference, establish detailed technical requirements to evaluate whether proposed settlement area expansions can be supported by existing or planned infrastructure. The applicant's transportation submissions fall short and contain multiple technical and procedural gaps including but not limited to, incorrect horizon year, missing Transit Infrastructure and Service

Agreement and speculative mode share assumption. These gaps materially affect the City's ability to assess the feasibility and cost of integrating the proposed development into the urban area.

### Servicing

As noted above, water and wastewater infrastructure were evaluated through Steps 1 and 2 of the Council established process for Urban Expansion applications. The required upgrades are costly and do not benefit the existing community. As indicated in policy 3.1.5.c of the OP, financial viability of the infrastructure over their life cycle should be considered, this includes "the relative scale of the costs associated with any new or additional area to be serviced, any required system upgrades to provide the required capacity and the inclusion of operations, maintenance and replacement costs post-development". Although construction costs are to be borne by the applicant, maintenance and replacement costs post-development would fall to the taxpayer. It is not cost-effective to maintain kilometres of infrastructure that is not efficient or required to support the growth of the existing community. Further, it is also not cost-effective to spend significant capital and operational cost and add to the City's large asset inventory for infrastructure that provides minimal benefit to existing areas. Additionally, as per Section 5.6.2 of the OP, a "Future Neighbourhood Overlay is applied to lands that have been added to the urban boundary to accommodate City growth in the Suburban Transect". The process to lift the overlay includes the preparation of a Master Servicing Study (MSS) as per Section 4.7.1 Policy 11, 12 and 13 as applicable. Without the Future Neighbourhood Overlay and the MSS, integrated future neighborhood planning cannot be implemented, this includes but is not limited to identifying necessary on-site infrastructure and stormwater management to ensure feasibility of development, cost sharing of major infrastructure, phasing, among many other community planning matters.

### Planning

The location of the subject lands does not represent a phased progression of urban development. The subject lands leapfrog over an adjacent estate lot subdivision in the rural area to the east and they are also adjacent to a rural industrial parcel to the south. Therefore, an urban boundary expansion for the subject lands would create an urban island surrounded by rural land, including undeveloped lands, see Figure 1 below.

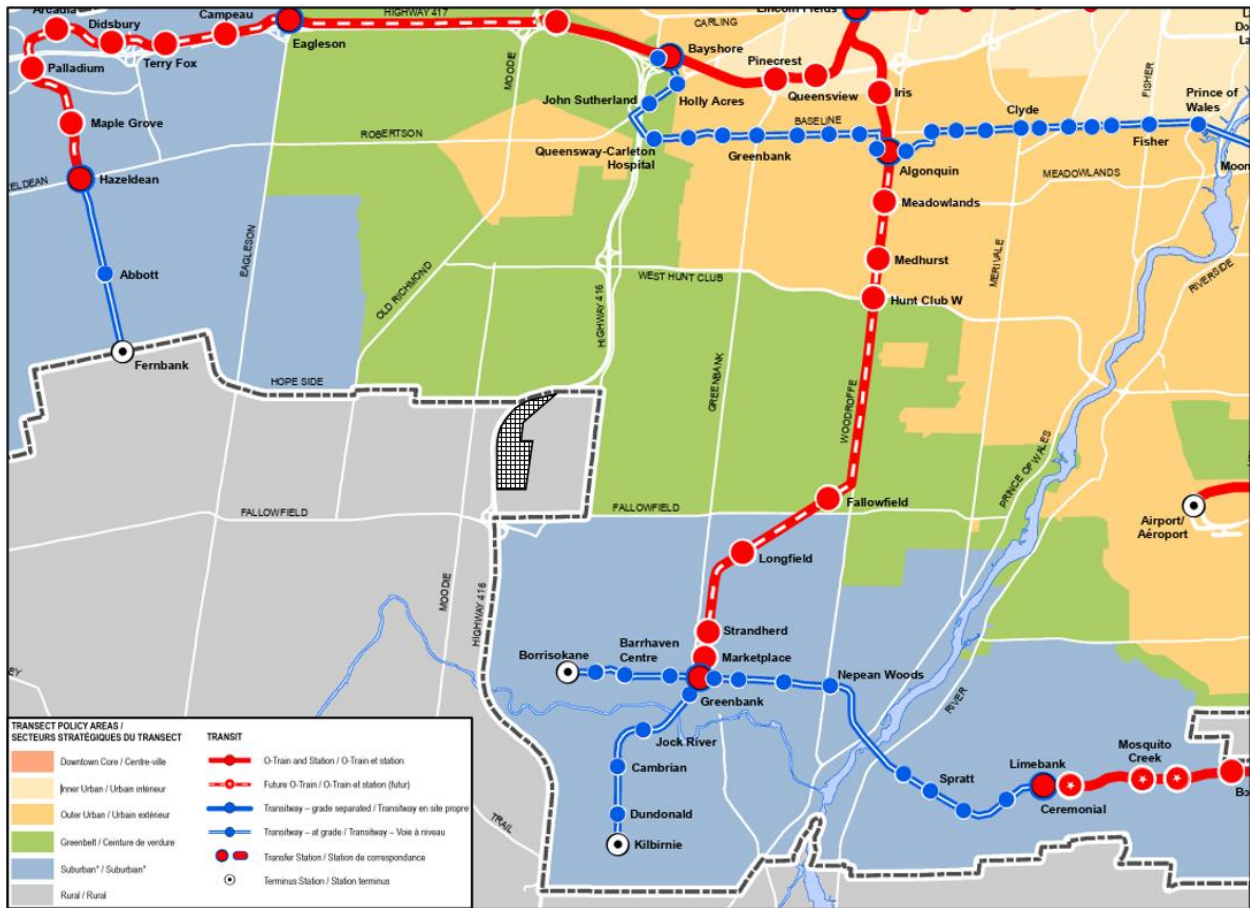


Figure 1: Subject lands (hatching) superimposed on Schedule A of the Official Plan

The scale and density of the proposed development is incompatible with the existing rural character of the community. As only one road access/connection to the site has been confirmed, staff have deemed road access inadequate, as it would be through a local road within an existing rural estate lot subdivision with ditches, no sidewalks and with a 7-metre pavement width, see Figure 2 below. The proposed collector road through the development proposes a 26 metre wide cross-section with cycle tracks and sidewalks but this would have to connect into Onassa Circle which has a right of way of 20 metres and does not have the required width to maintain the proposed cross-section to ensure the safety of the area whereas purchasing the missing 6 metres would be logistically difficult and would alter the character of the rural neighbourhood.



Figure 2: Google Streetview of Onassa Circle

The additional height proposed within the Mixed-Use and Medium Density blocks shown on the proposed Concept Plan (Document 2) is not supportable at this location. Although the OP permits additional heights in certain areas in the Neighbourhood designation, this is limited to Minor and Mainstreet Corridors. In the Suburban Transect, Minor Corridors are only located on specific sections of Arterials and Major Collector roads. The proposed location for six storeys cannot be considered along a corridor given that the road won't be an Arterial or Major Collector, nor will it have the proper connection to other collector or arterial roads. It connects to a local road at the northern end of the subject lands (Onassa Circle) and the second proposed connection at the southern end of the subject lands doesn't have the approval from the landowner and, even if it were approved, it would also be connecting to a local road (O'Keefe Court).

Finally, it is important to note that when lands are added to the Urban Boundary, they are typically added with a Future Neighbourhood Overlay, which requires an extensive secondary planning process before the overlay is lifted and development applications can be submitted. This secondary planning process provides a high-level review of the subject lands and how they interact with the adjacent lands to ensure appropriate servicing, proper distribution of densities, commercial, institutional, parks and open space, adequate road network layout integrating multi-modal connectivity and ensures environmental protection areas are identified and protected. It also provides an opportunity for community engagement, which is a fundamental part of the secondary

planning process, as it helps to inform and shape the final land use plan for a neighbourhood. This application is not requesting the Future Neighbourhood Overlay, which would create gaps to guarantee proper planning.

### **Conclusion**

Staff recommend that the Official Plan Amendment to bring the subject lands into the urban boundary and designate them as 'Neighbourhood' be refused for the following reasons:

- a. The application is not consistent with the Provincial Planning Statement (2024); and,
- b. The application does not align with the general intent of the Official Plan given that the land need hasn't been demonstrated, servicing is not being expanded in a cost-effective manner, transit is not available in the vicinity and it's not a logical progression of urban development.

### **RURAL IMPLICATIONS**

The report has rural implications given that the subject lands are currently in the rural area and the proposed road connections for the subject lands must go through the rural area.

### **CONSULTATION**

Notification of this Official Plan Amendment was sent by mail to residents within 120 metres and signs were posted along Cedarview Road and O'Keefe Court.

For this proposal's consultation details, see Document 2 of this report.

### **COMMENTS BY THE WARD COUNCILLOR(S)**

The Councillor is aware of the application related to this report.

### **ADVISORY COMMITTEE(S) COMMENTS**

There are no advisory committee comments associated with this report.

### **LEGAL IMPLICATIONS**

The official plan amendment has been set down for a five-week hearing commencing June 1, 2025. Should Council adopt the recommendation and refuse the amendment, City staff will continue to prepare for the upcoming hearing.

Should Council wish to adopt an amendment to add the subject lands as urban lands, a motion providing direction to staff to prepare an official plan amendment would need to be adopted and the matter would need to return to Planning and Housing Committee and Council for further consideration.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk implications associated with this report.

### **ASSET MANAGEMENT IMPLICATIONS**

The City's Technical Memos fulfilling Steps 1 and 2 of the Council-approved urban boundary expansion OPA process for this proposal identify the lack of existing or planned capacity in the City's central water and wastewater systems to accommodate the proposed urban expansion area, as well as the required off-site, trunk-level servicing upgrades necessary to service the expansion area. This includes a total capital cost of \$31.5 million for new off-site drinking water infrastructure, of which 95 per cent of this cost is associated with growth. Note there are currently no mechanisms to recuperate growth-related costs through this process, thus all growth costs must be borne by the developer through a Memorandum of Understanding should the area be added to the urban boundary. No such memorandum of understanding was submitted in the application package.

This proposal would result in a significant increase in the City's drinking water assets inventory for operations and maintenance, as well as lifecycle renewal and replacement in the long-term, including both off-site and on-site infrastructure.

Further studies will be required to produce a functional design and detailed design of off-site infrastructure needed to support the proposal, as well as a Master Servicing Study for the integrated on-site servicing design of the future neighbourhood through the secondary planning process, should the area be added to the urban boundary. Further trunk level projects may be identified as being required to support the cumulative impacts of intensification and urban expansion through the impending update to the Infrastructure Master Plan.

### **FINANCIAL IMPLICATIONS**

In the event of an appeal, the hearing would be done from within existing staff resources and may require external assistance funded from within the existing Planning Services operating budget.

## **ACCESSIBILITY IMPACTS**

There are no accessibility implications associated with this report.

## **CLIMATE IMPLICATIONS**

In January 2020, Council approved the Climate Change Master Plan (CCMP), which is the overarching framework for how Ottawa will mitigate and adapt to climate change over the coming decades. It set short, mid, and long-term targets to reduce community greenhouse gas (GHG) emissions by 100 per cent by 2050 and corporate emissions by 100 per cent by 2040.

Applying a climate lens to the new Official Plan and its supporting documents was one of eight priority actions within the CCMP. Energy and Climate Change was one of six cross cutting issues identified in the plan with strategic directions that guided and helped inform the policy framework within many sections of the Plan. Planning a compact and connected city is one such priority, by planning sustainable communities that consume less energy for transportation.

Promoting a compact urban form with new growth proximate to already built-up areas is important to achieving Ottawa's greenhouse gas emissions targets, given that transportation emissions account for almost half of the city's total emissions. The proposed OPA is not supported by Official Plan direction for a compact and connected City. Accommodating growth by expanding the urban boundary in an area not serviced by transit or proximate to services needed to meet residents needs will increase emissions into the future over a scenario where growth is accommodated proximate to already built-up areas.

## **ENVIRONMENTAL IMPLICATIONS**

The proposed urban expansion area includes woodlands that have been identified as significant under the City's rural criteria, as well as a wetland that was previously identified as provincially significant and is still considered a natural heritage feature. The City's Official Plan provides direction on protection of natural heritage features, in sections 4.8.1 and 5.6.4, and specifies in section 12 that local planning processes (example: secondary plans for Future Neighbourhoods) should be supported by subwatershed studies and/or environmental management plans. Section 12 further specifies that natural heritage features confirmed through local planning processes are to be conveyed to the City as non-developable lands for conservation. The application as proposed would not follow this process, potentially compromising the City's ability to implement provincial and Official Plan policies for the protection and enhancement of

the natural heritage system and natural heritage features, as well as the provision of green spaces that are accessible to Ottawa residents.

### **TERM OF COUNCIL PRIORITIES**

This project does not address the following Term of Council Priorities:

- is more connected with reliable, safe and accessible mobility options

### **APPLICATION PROCESS TIMELINE STATUS**

The Council approved timeline has not been met. This application (Development Application Number: D01-01-24-0023) was not processed by the "On Time Decision Date" established for the processing of Official Plan amendments due to the OLT deeming the application complete as of November 29, 2024, which automatically rendered this application late.

### **SUPPORTING DOCUMENTATION**

Document 1 Location Map

Document 2 Concept Plan

Document 3 Consultation Details

### **DISPOSITION**

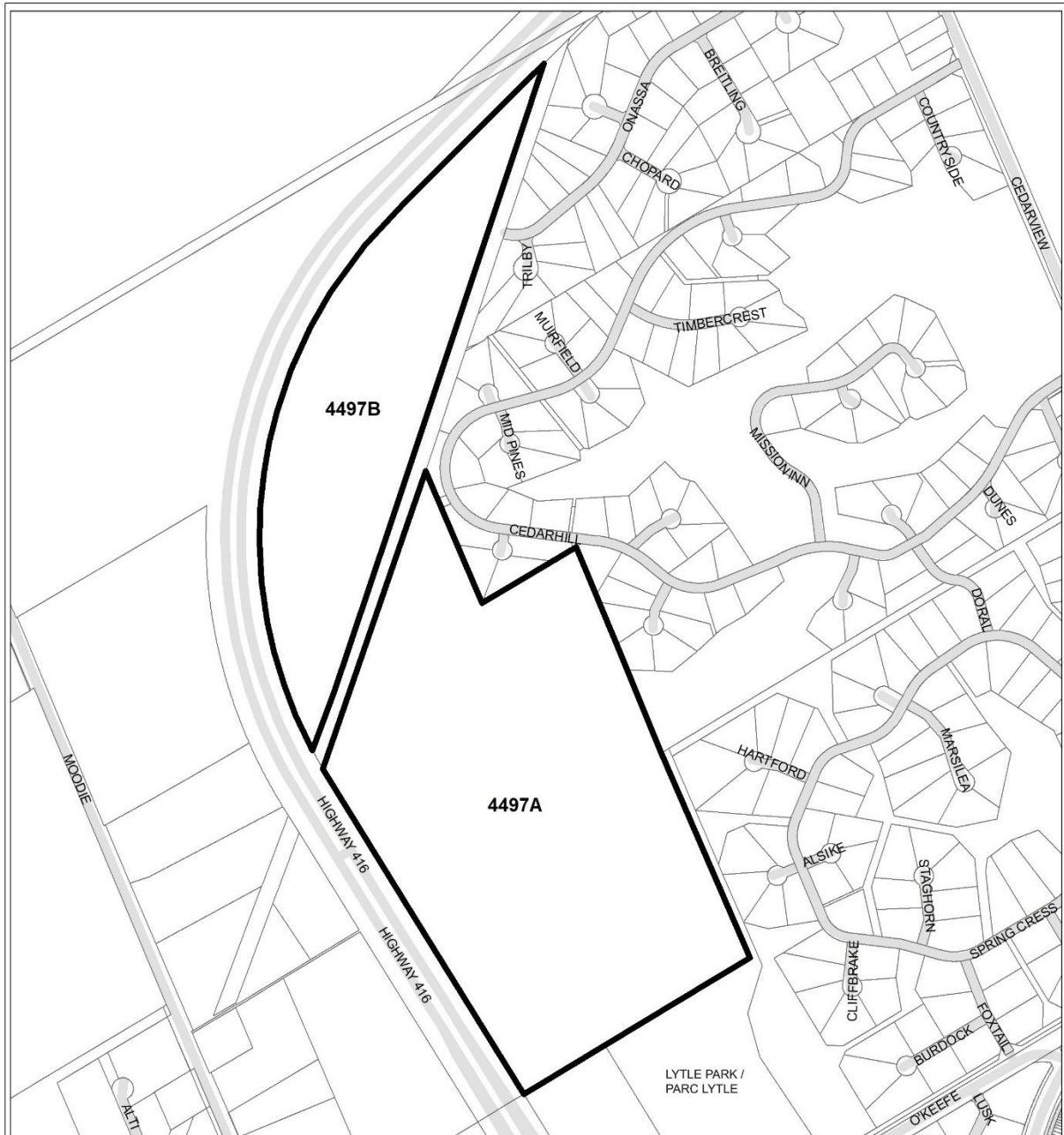
Office of the City Clerk, Council and Committee Services to notify the owner; applicant; Krista O'Brien, Program Manager, Tax Billing & Control, Finance and Corporate Services Department (Mail Code: 26-76) of City Council's decision.

Planning, Development and Building Services Department will prepare a implementing by-law and forward it to Legal Services.

Legal Services, City Manager's Office to forward the implementing by-law to City Council.

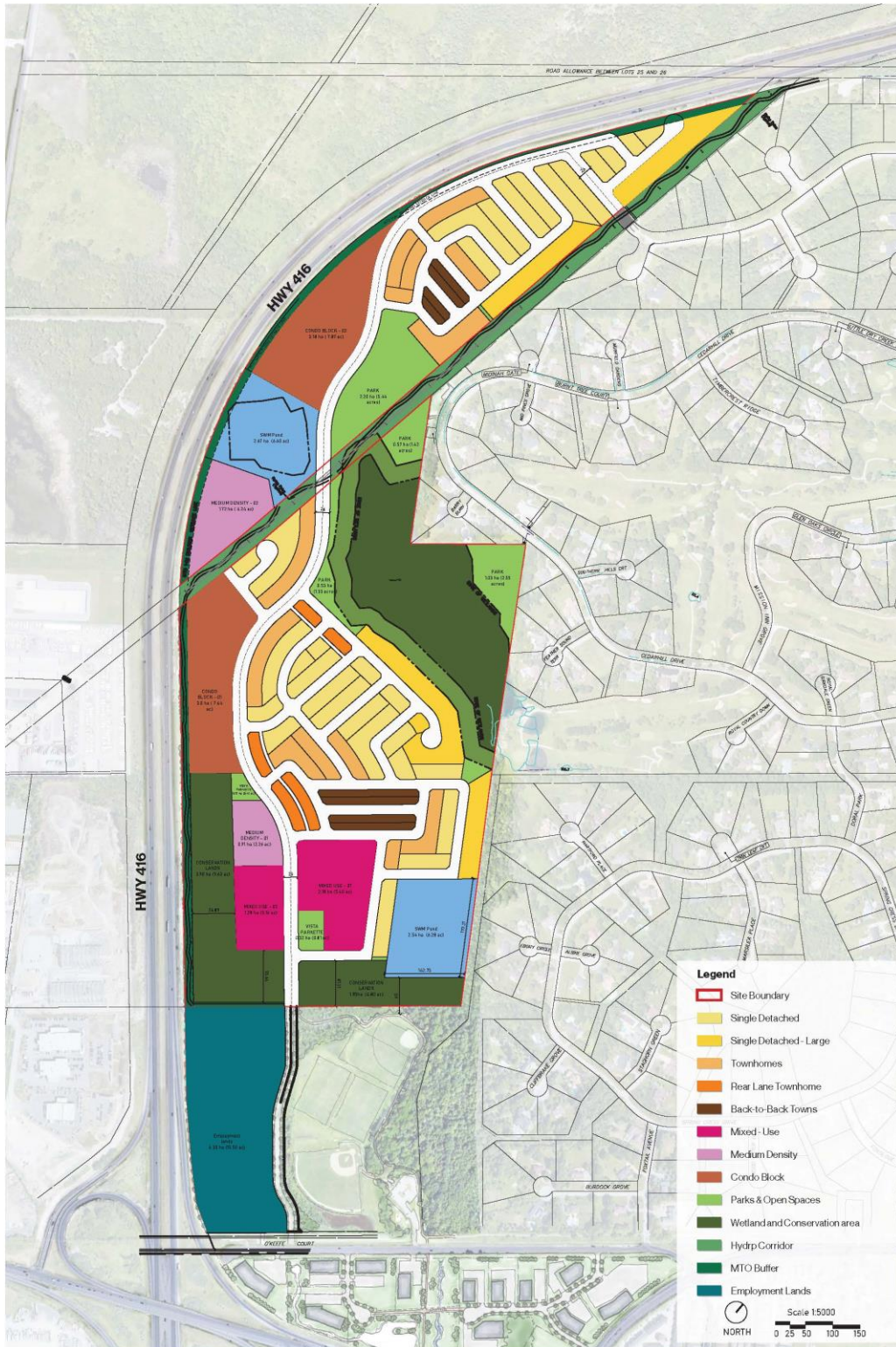
Planning Operations, Planning Services to undertake the statutory notification.

Document 1 – Location Map



		LOCATION MAP / PLAN DE LOCALISATION OFFICIAL PLAN AMENDMENT / MODIFICATION DU PLAN OFFICIEL	
D01-01-24-0023	2025-0201-A	<b>4497A and/et 4497B cour O'Keefe Court</b>	
I:\CO\2025\OPA\4497A and 4497B O'Keefe			
<small>©Parcel data is owned by Teranet Enterprises Inc. and its suppliers                  All rights reserved. May not be produced without permission                  THIS IS NOT A PLAN OF SURVEY</small>			
<small>©Les données de parcelles appartiennent à Teranet Enterprises Inc. et à ses fournisseurs. Tous droits réservés. Ne peut être reproduit sans autorisation. OÉCI N'EST PAS UN PLAN D'ARPENTAGE</small>			
REVISION / RÉVISION - 2025 / 02 / 19			
			 <small>NOT TO SCALE</small>

Document 2 – Concept Plan



## Document 3 – Consultation Details

### Notification and Consultation Process

Notification and public consultation were undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan amendments. Notification of this Official Plan Amendment was sent by mail to residents within 120 metres and signs were posted along Cedarview Road and O’Keefe Court.

### Public Comments and Responses

Comments and responses have been grouped by theme below.

#### **Insufficient Infrastructure**

<b>Comment</b>	<b>Staff Response</b>
Concerned that the required studies have not been completed to ensure safe and effective handling of wastewater, sanitation and stormwater.	As noted in the report, Steps 1 and 2 identify upgrade and extension to the water and wastewater services, which although construction cost would be borne by the developer, the maintenance and life-cycle cost would have to be borne by the taxpayer.
Concerned that the proposed development will negatively impact the local water table, water pressure and overall water supply to surrounding communities.	
Concerned that Mattamy’s proposed development could place additional costs on taxpayers to fund new or upgraded infrastructure as existing capacity is insufficient.	

#### **Traffic and Safety**

<b>Comment</b>	<b>Staff Response</b>
Concerned that increased density will result in significant traffic congestion within both the proposed development and adjacent communities.	As noted in the report, the proposal does not have adequate connections. The northern connection is to a local road with a rural cross-section (ditches and no sidewalks) that goes through a rural estate lot subdivision

<p>Concerned that the absence of planned public transit will result in significant congestion with the addition of 1,500 new dwellings in the area.</p>	<p>which create compatibility and safety concerns. The southern connection that goes through another property has not been secured nor does it connect directly to a collector or arterial road. The report also notes that the subject lands are located beyond a convenient walking distance to transit. The site is located approximately 4 kilometres from the nearest rapid transit station and 1 kilometre from any existing frequent bus route</p>
<p>Concerned about the introduction of through traffic in existing communities as there is limited access to the subject lands, compromising pedestrian and cyclist safety.</p>	
<p>Concerned over service shortfalls if new roads and increased traffic volumes are introduced. Supporting infrastructure, such as sidewalks, traffic calming measures and streetlights, must be provided at key intersections to maintain function and safety.</p>	

### **Lack of Compatibility with the Character of the Existing Neighbourhoods**

<b>Comment</b>	<b>Staff Response</b>
<p>Concerned that the proposed development's high-density form will be incompatible with the predominantly rural characteristic of the existing communities.</p>	<p>As noted in the report, the scale and density of the proposed development is incompatible with the existing rural character of the community. The single connection out of the proposed expansion area is not appropriate as it would be through a local road within the estate lot subdivision with ditches and no sidewalks which will alter the character of the rural neighbourhood and reduce the safety.</p>

**Environmental Impacts**

<b>Comment</b>	<b>Staff Response</b>
Concerned that insufficient environmental assessments have been conducted given the presence of wetlands and forested areas within the subject lands.	Please refer to the Environmental Implications section in the report.
Concerned that natural heritage features and wildlife will be destroyed or disturbed due to development in the subject lands.	

**Lack of Public Consultation**

<b>Comment</b>	<b>Staff Response</b>
Concerned that there has been no public consultation with residents of surrounding communities. If the proposed application proceeds, residents want to see meaningful efforts to engage the community.	Properties within 120 metre of the subject lands received mailed notices. To ensure everyone in the community was made aware of the application, the registered community associations were circulated via email and signs were posted along Cedarview Road (near Onassa Circle) and O'Keefe Court (at the park).