

Subject: Official Plan Amendment – Leitrim East Urban Expansion Area

File Number: ACS2026-PDB-PSX-0009

Report to Planning and Housing Committee on 18 February 2026

and Council 25 February 2026

**Submitted on February 11, 2026 by Derrick Moodie, Director, Planning Services,
Planning, Development and Building Services**

Contact Person: Wendy Tse, Planner III, Development Review South

613-580-2424 ext. 12585, Wendy.Tse@ottawa.ca

Ward: Riverside South-Findlay Creek (22)

**Objet : Modification du plan officiel – Zone d'expansion urbaine de Leitrim
East**

Dossier : ACS2026-PDB-PSX-0009

Rapport au Comité de la planification et du logement

le 18 février 2026

et au Conseil le 25 février 2026

**Soumis le 11 février 2026 par Derrick Moodie, Directeur, Services de la
planification, Direction générale des services de la planification, de
l'aménagement et du bâtiment**

**Personne ressource: Wendy Tse, Urbaniste III, Examen des demandes
d'aménagement sud**

613-580-2424 poste 12585, Wendy.Tse@ottawa.ca

Quartier: Riverside-Sud-Findlay Creek (22)

REPORT RECOMMENDATIONS

1. That Planning and Housing Committee recommend Council refuse the Official Plan Amendment to amend Schedule B7 to add the subject lands to the urban boundary and to designate them as 'Neighbourhood' with a 'Future Neighbourhood Overlay' and direct staff to defend the City's position at the Ontario Land Tribunal.
2. That Planning and Housing Committee recommends that Council refuse the Official Plan Amendment to create a new area specific policy to allow for the evaluation of land within 500.0 metres of an active quarry for future consideration of urban expansion and direct staff to defend the City's position at the Ontario Land Tribunal.
3. 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 February 25, 2026" 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 l'urbanisme et du logement recommande au Conseil de refuser la modification du plan officiel visant à modifier l'annexe B7 afin d'ajouter les terrains en question à la limite urbaine et de les désigner comme « quartier » avec une « superposition de quartier futur », et de demander au personnel de défendre la position de la Ville devant le Tribunal foncier de l'Ontario.
2. Que le Comité de l'urbanisme et du logement recommande au Conseil de refuser la modification du plan officiel visant à créer une nouvelle politique spécifique à la zone afin de permettre l'évaluation des terrains situés à moins de 500,0 mètres d'une carrière en activité en vue d'un examen futur de l'expansion urbaine, et de demander au personnel de défendre la position de la Ville devant le Tribunal foncier de l'Ontario.
3. Que le Comité de l'urbanisme et du logement approuve l'inclusion de la section « Détails de la consultation » du présent rapport dans la « brève

explication » du résumé des observations écrites et orales du public, qui sera préparé par le bureau du greffier municipal et soumis au conseil dans le rapport intitulé « Résumé des observations publiques écrites et orales pour les points soumis aux « exigences d'explication » de la Loi sur l'aménagement du territoire lors de la réunion du conseil municipal du 25 février, 2026 », sous réserve des observations reçues entre la publication du présent rapport et la date de la décision du conseil.

EXECUTIVE SUMMARY

Staff Recommendation

Planning staff recommend refusal of the Official Plan Amendment application to add the subject lands to the urban boundary through an amendment of Schedule B7 and to redesignate the lands from 'Rural Countryside' to 'Neighbourhood' with a 'Future Neighbourhood Overlay' under the Suburban Transect as additional land need has not been demonstrated. In addition, it has been confirmed that there is not sufficient existing or planned capacity available for water and wastewater, and transportation infrastructure are not currently available or planned in the Infrastructure Master Plan and Transportation Master Plan, respectively.

Staff further recommend refusal of an amendment to create a new area specific policy to include the lands within 500.0 metres of an active quarry to be considered in the future planning studies. The area specific policy would be premature without the addition of the subject lands into the urban boundary.

Applicable Policy

Following the Council-approved 5-step process for evaluating privately initiated urban expansion applications, an application was submitted by Claridge Homes on behalf of multiple landowners consisting of Claridge, Urbandale and Richcraft for an urban expansion in the Leitrim community. The application proposes adding approximately 244.0 hectares of land to the urban area with an estimated 4,700 residential dwellings.

Section 2.1 of the Provincial Planning Statement, 2024 and Section 3.1, Policy 5) of the Official Plan requires the City to maintain at all times a 15-year supply of designated residential land and a three-year supply of residential land with servicing capacity either through draft approved or a registered plan.

The City's Mid-2024 Greenfield Residential Land Survey, provided as [information to Council](#) on October 8, 2025, confirms that as of July 1, 2024, the City currently

exceeds these requirements. With 1,581.8 net hectares of Designated and Available Greenfield residential and supply, this represents an 18.7-year supply. Of this, 620.0 hectares are serviced draft approved or registered lands, providing over seven years of serviced land. With an additional 339.0 hectares of Future Neighbourhood areas, the City's total supply will approach 25 years, confirming that no further urban expansion is needed at this time.

Additionally, the City is undertaking a comprehensive review of population forecasts and growth management criteria, in accordance with the Council approved [Official Plan growth projections update work plan](#), which will be presented to Council as various steps are completed during 2026 and 2027. This process will begin with updated growth projections, followed by consideration of any necessary updates to the City's growth management strategy. Any potential urban expansion areas required will be evaluated as part of this coordinated, citywide review. Accordingly, the current application is considered premature and could pre-empt Council's future decision-making on growth and urban boundary matters.

Consistent with Section 2.3.2.1 of the Provincial Planning Statement, 2024 and Section 3.1, Policy 5) of the Official Plan, the identification of new or expanded urban areas requires that municipal infrastructure be planned or available. The City completed Step 1 of the Council-approved 5-step boundary expansion Official Plan Amendment review process, confirming that there is insufficient existing or planned capacity available in the City's central water and wastewater systems to accommodate the proposed expansion. Further, the required transportation upgrades are not currently identified within the City's Transportation Master Plan. As such, PPS Section 2.3.2.1 is not satisfied in that sufficient servicing capacity has not been demonstrated to be planned or currently available.

The existing water distribution system cannot directly supply the Leitrim Urban Expansion Area (UEA) to fulfil the 2024 Infrastructure Master Plan's (IMP's) target Level of Service (LOS) criteria. As such, off-site water distribution infrastructure will be needed to service the Leitrim UEA, consisting of a new 720.0 metre long, 400.0-millimetre diameter watermain along Hawthorne Road, from Leitrim Road to the Leitrim East Urban Expansion Area boundary. The Class D OPC (opinions of probable costs) for the proposed off-site infrastructure is \$5.3 million and is entirely allocated to growth. The IMP, approved by Council on June 25, 2024, does not include this project and costs and timing will need to be reviewed in further detail once more detailed concept and phasing plans are available through the Future Neighbourhood Process, should the lands be added to the urban boundary.

The assessment of the central system sewer concluded that there is no existing or planned sanitary capacity available for this proposed expansion area and therefore servicing alternatives were considered. The existing Leitrim Pump Station does not have capacity to accommodate the anticipated flows from the expansion lands without the need for a significant upgrade beyond what is recommended in the IMP. The IMP provides a partial solution through the additional post-period trunk capacity by strategically oversizing the Conroy Road Trunk Phase 1 and Phase 2 upgrades based on post-2046 growth horizon projections (2101). The Leitrim expansion lands could utilize this additional capacity and can be accommodated through this upsizing. As the project is necessary to service the new expansion area, these sewer upgrades are being expedited by the City to provide the additional required trunk capacity and enable development in the Leitrim expansion area. Design for the Conroy Road Trunk sewer upgrade is expected to begin in 2026, and the upsized sewer is expected to be in service by 2030.

A new on-site pumping station, beyond the scope of this assessment, is recommended to convey flows from the Leitrim expansion lands to the existing trunk sewer system. On-site works are the responsibility of the developer and will be determined through the Future Neighbourhood process, should the lands be added to the urban boundary.

At the time of subdivision approval, lands required for road rights of way, in particular the extension of Earl Armstrong and Blais Roads are to be dedicated to the City, in accordance with the Official Plan. However, there are also capacity issues anticipated on Bank Street between Leitrim and Conroy Roads and Hawthorne Road near the subject lands, should they develop. The current Transportation Master Plan (approved by Council July 23, 2025) does not contemplate projects in this area. The on-going work on Bank Street was previously planned (Environmental Assessment completed in 2014) to support the lands previously added to the community

It is noted that following Council approval of the new Official Plan, a portion of the lands referred to as the Leitrim Cluster were added by the Minister of Municipal Affairs to the Urban Boundary as Future Neighbourhood during their approval. However, this decision was reversed by the Minister in October 2023, and the Official Plan reverted to the S-5 Future Neighbourhood as approved by Council. The Infrastructure Master Plan approved by Council on June 25, 2024, does include capacity for the approved S-5 lands and this area could proceed subject to the Future Neighbourhood Secondary Planning process.

Public Consultation/Input

Notification and public consultation were conducted in accordance with the Public Notification and Consultation Policy approved by Council for development applications. This process included on-site signage, circulation of information to property owners within a 120.0 metre radius of the subject lands and posting of application materials on the Development Application Search website.

The City received approximately 20 public comments on the application, with one in favour. The key concerns raised through the public comments were regarding sprawl and associated costs, stormwater management and flood risk, environmental impacts and removal of green space, proximity to quarry, lack of infrastructure and neighbourhood safety.

RÉSUMÉ

Recommandation du personnel

Le personnel chargé de la planification recommande de refuser la demande de modification du plan officiel visant à ajouter les terrains concernés à la limite urbaine par le biais d'une modification de l'annexe B7 et à reclasser les terrains de « zone rurale » à « quartier » avec une « superposition de quartier futur » dans le cadre du transect suburbain, car le besoin supplémentaire en terrains n'a pas été démontré. En outre, il a été confirmé que la capacité existante ou prévue en matière d'eau et d'eaux usées est insuffisante et que les infrastructures de transport ne sont actuellement pas disponibles ou prévues dans le plan directeur des infrastructures et le plan directeur des transports, respectivement.

Le personnel recommande en outre de refuser une modification visant à créer une nouvelle politique spécifique à la zone afin d'inclure les terrains situés à moins de 500,0 mètres d'une carrière en activité dans les futures études d'urbanisme. La politique spécifique à la zone serait prématurée sans l'ajout des terrains en question à la limite urbaine.

Politique applicable

Conformément au processus en cinq étapes approuvées par le Conseil pour évaluer les demandes d'expansion urbaine d'origine privée, une demande a été soumise par Claridge Homes au nom de plusieurs propriétaires fonciers, dont Claridge, Urbandale et Richcraft, pour une expansion urbaine dans la communauté de Leitrim. La demande propose d'ajouter environ 244,0 hectares de terrain à la zone urbaine, avec une estimation de 4,700 logements résidentiels.

La section 2.1 de la Déclaration provinciale d'aménagement du territoire 2024 et la section 3.1, politique 5) du Plan officiel exigent que la ville maintienne en permanence un approvisionnement de 15 ans en des terrains résidentiels désignés et un approvisionnement de trois ans en terrains résidentiels avec capacité de desserte, soit par le biais d'un projet approuvé, soit par le biais d'un plan enregistré.

L'étude sur les terrains résidentiels vierges de la ville à la mi-2024, fournie à titre [d'information au conseil](#) municipal le 8 octobre, 2025, confirme qu'au 1 juillet, 2024, la ville dépasse actuellement ces exigences. Avec 1 581,8 hectares nets de terrains résidentiels vierges désignés et disponibles, cela représente un approvisionnement de 18,7 ans. Sur ce total, 620,0 hectares sont des terrains viabilisés approuvés ou enregistrés, ce qui représente plus de sept ans d'approvisionnement en terrains viabilisés. Avec 339,0 hectares supplémentaires de zones de quartiers futurs, l'approvisionnement total de la ville approchera les 25 ans, ce qui confirme qu'aucune expansion urbaine supplémentaire n'est nécessaire pour le moment.

De plus, la Ville entreprend actuellement un examen complet des prévisions démographiques et des critères de gestion de la croissance, conformément au plan de travail approuvé par le Conseil municipal pour la mise à jour des [projections de croissance du Plan officiel](#), qui sera présenté au Conseil à mesure que les différentes étapes seront franchies en 2026 et 2027. Ce processus débutera par la mise à jour des projections de croissance, puis se poursuivra par l'examen des mises à jour nécessaires à la stratégie de gestion de la croissance de la Ville. Toutes les zones d'expansion urbaine potentielles nécessaires seront évaluées dans le cadre de cet examen coordonné à l'échelle de la ville. Par conséquent, la demande actuelle est considérée comme prématurée et pourrait préjuger des décisions futures du conseil municipal sur les questions de croissance et de limites urbaines.

Conformément à la section 2.3.2.1 de la Déclaration provinciale d'aménagement du territoire 2024 et à la section 3.1, politique 5) du Plan officiel, l'identification de zones urbaines nouvelles ou agrandies nécessite que les infrastructures municipales soient planifiées ou disponibles. La Ville a achevé la première étape du processus d'examen en cinq étapes de la modification du plan officiel d'expansion des limites approuvé par le conseil municipal, confirmant que la capacité existante ou prévue des réseaux centraux d'approvisionnement en eau et de traitement des eaux usées de la Ville est insuffisante pour permettre l'expansion proposée. De plus, les améliorations requises en matière de transport ne sont pas actuellement identifiées dans le plan directeur des transports de la ville. Ainsi, la section 2.3.2.1 de la PPS n'est pas satisfaite dans la mesure où il n'a pas été démontré qu'une capacité de service suffisante était prévue ou actuellement disponible.

Le réseau de distribution d'eau existant ne peut pas alimenter directement la zone d'expansion urbaine (ZEA) de Leitrim afin de répondre aux critères de niveau de service fixés par le plan directeur des infrastructures pour 2024. Par conséquent, une infrastructure de distribution d'eau hors site sera nécessaire pour desservir la zone d'expansion urbaine de Leitrim. Elle consistera en une nouvelle conduite principale de 720,0 mètres de long et de 400,0 millimètres de diamètre le long de Hawthorne Road, entre Leitrim Road et la limite de la zone d'expansion urbaine de Leitrim East. Le coût estimatif de classe D pour l'infrastructure hors site proposée s'élève à \$5,3 millions de dollars et est entièrement alloué à la croissance. Le plan directeur des infrastructures, approuvé par le conseil municipal le 25 juin, 2024, n'inclut pas ce projet. Les coûts et le calendrier devront être revus plus en détail une fois que des plans conceptuels et de phasage plus détaillé seront disponibles dans le cadre du processus « Future Neighbourhood », si les terrains sont ajoutés à la limite urbaine.

L'évaluation du réseau central d'égouts a conclu qu'il n'existe aucune capacité sanitaire disponible ou prévue pour cette zone d'expansion proposée et, par conséquent, d'autres solutions ont été envisagées. La station de pompage existante de Leitrim n'a pas la capacité d'accueillir les débits prévus provenant des terrains d'extension sans nécessiter une mise à niveau importante au-delà de ce qui est recommandé dans le plan directeur des infrastructures. Le plan directeur des infrastructures apporte une solution partielle grâce à la capacité supplémentaire du réseau principal après la période, en surdimensionnant stratégiquement les mises à niveau des phases 1 et 2 du réseau principal de Conroy Road sur la base des projections de croissance après 2046 (2101). Les terrains d'extension de Leitrim pourraient utiliser cette capacité supplémentaire et être pris en charge grâce à cette augmentation de capacité. Comme le projet est nécessaire pour desservir la nouvelle zone d'extension, ces améliorations du réseau d'égouts sont accélérées par la ville afin de fournir la capacité supplémentaire requise et de permettre le développement de la zone d'extension de Leitrim. La conception de l'amélioration du réseau d'égouts « Conroy Road Trunk » devrait commencer en 2026, et le réseau d'égouts agrandi devrait être mis en service d'ici 2030.

Une nouvelle station de pompage sur site, qui n'entre pas dans le cadre de cette évaluation, est recommandée pour acheminer les flux provenant des terrains d'extension de Leitrim vers le réseau d'égouts principal existant. Les travaux sur site relèvent de la responsabilité du promoteur et seront déterminés dans le cadre du processus des « Quartiers futurs », si les terrains sont ajoutés à la limite urbaine.

Au moment de l'approbation du lotissement, les terrains nécessaires à l'emprise routière, en particulier le prolongement des routes Earl Armstrong et Blais, doivent être cédés à la Ville, conformément au plan officiel. Cependant, des problèmes de capacité

sont également prévus sur la rue Bank entre chemin Leitrim et chemin Conroy et chemin Hawthorne, près des terrains en question, s'ils devaient être aménagés. Le plan directeur des transports actuel (approuvé par le conseil municipal le 23 juillet, 2025) ne prévoit pas de projets dans ce secteur. Les travaux en cours sur la rue Bank avaient été planifiés précédemment (évaluation environnementale réalisée en 2014) afin de soutenir les terrains précédemment ajoutés à la communauté.

Il est à noter qu'après l'approbation du nouveau plan officiel par le conseil municipal, une partie des terrains appelés « Leitrim Cluster » ont été ajoutés par le ministre des Affaires municipales à la limite urbaine en tant que quartier futur lors de leur approbation. Cependant, cette décision a été annulée par le ministre en octobre 2023, et le plan officiel est revenu au quartier futur S-5 tel qu'approuvé par le conseil municipal. Le plan directeur des infrastructures approuvé par le conseil municipal le 25 juin, 2024 inclut la capacité des terrains S-5 approuvés et cette zone pourrait faire l'objet d'un processus de planification secondaire du futur quartier.

Consultation publique/Contribution

La notification et la consultation publique ont été menées conformément à la politique de notification et de consultation publique approuvée par le Conseil pour les demandes d'aménagement. Ce processus comprenait la mise en place de panneaux sur le site, la diffusion d'informations aux propriétaires fonciers dans un rayon de 120,0 mètres autour des terrains concernés et la publication des documents relatifs à la demande sur le site web de recherche des demandes d'aménagement.

La Ville a reçu environ 20 commentaires publics sur la demande, dont un favorable. Les principales préoccupations soulevées dans les commentaires publics concernaient l'étalement urbain et les coûts associés, la gestion des eaux pluviales et les risques d'inondation, les impacts environnementaux et la suppression d'espaces verts, la proximité d'une carrière, le manque d'infrastructures et la sécurité du quartier.

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

3491 Blais Road, 4198 Hawthorne Road, 4570 Hawthorne Road, 4346 Hawthorne Road, 4640 Hawthorne Road, 4740 Hawthorne Road, 4839 Bank Street, and 4789 Bank Street

Owner

The subject lands are owned by members of the Leitrim Landowners Group consisting of Claridge Homes, Richcraft Homes and Urbandale Corporation.

Applicant

The application has been submitted by Claridge Homes (4570 Hawthorne) Inc. and Stantec on behalf of Claridge Homes, Richcraft and Urbandale.

Description of site and surroundings

The lands of the proposed amendment are approximately 244.0 hectares (604 acres) in area, adjacent to the Findlay Creek community and generally bounded by Hawthorne Road to the east, Bank Street and the current urban boundary to the west, the current urban boundary to the north and the future extension of Earl Armstrong Road to the south.

Currently, the subject site is generally undeveloped and consists of natural and forested areas. Urban land uses in the adjacent Findlay Creek community consist of a variety of residential, commercial and community amenities including a storm water management pond to the north and west. A variety of rural uses are located to the south and east, including an aggregate operation to the south and golf and country club to the east.

Summary of proposed development

The applicant is requesting to include the subject lands within the urban boundary and to designate them as 'Neighbourhood' under the Suburban Transect, with a 'Future Neighbourhood Overlay', within the City's Official Plan. Additionally, there is a request to create an area specific policy to allow the inclusion of lands within 500.0 metres of an active quarry to be considered for development during the secondary plan process so that they may be developed when the quarry ceases operation.

If approved, a further Official Plan amendment will be required to implement the secondary plan and remove the overlay prior to the submission of individual subdivision and zoning applications. The resulting plan will guide the development of a future neighbourhood expected to accommodate approximately 4,700 new dwellings, along with supporting land uses such as parks, schools, commercial areas, and other community amenities.

Previous approvals

In 2021, Council approved the S-5 Future Neighbourhood urban expansion (report [ACS2021-PIE-EDP-0001](#)). Notably, the area subject to this application was excluded by Council. The Official Plan was later submitted to the Ministry of Municipal Affairs and Housing for review and approval.

In 2022, the Ministry approved the Official Plan with modifications, one of which was the addition of the subject lands, effectively enlarging S-5 Future Neighbourhood as had been initially recommended by Staff. In 2023 however, the Minister reversed this modification leaving only the S-5 Future Neighbourhood portion approved by Council.

The subject area is currently located within the City's Rural Transect.

Process and review status

The Official Plan application was deemed complete on August 12, 2025, following the completion of Steps 1 and 2 of the evaluation process. Staff completed the formal circulation and issued public and technical comments to the applicant on September 25, 2025. A resubmission was not received, and the applicant filed an appeal to the Ontario Land Tribunal on December 2, 2025, citing the City's failure to make a decision within the 120-day timeline. This report is submitted to seek Council direction on the application in advance of the tribunal hearing.

The 2024 Provincial Planning Statement permits private landowners to request urban boundary expansions outside of a comprehensive Official Plan review and on October 16, 2024, Council approved a 5-step evaluation framework for the formal review of [Urban and Village Boundary Expansion applications](#):

- Step 1 – Assessment of existing servicing capacity
- Step 2 – Identification of new servicing capacity
- Official Plan Amendment Application submission
- Step 3 – Land need assessment
- Step 4 - Settlement area parcel analysis
- Step 5 - Council decision

This process ensures that expansion proposals are reviewed in a consistent and transparent manner, based on servicing feasibility, land need, and planning policy considerations.

Steps 1 and 2 of the urban boundary expansion evaluation process were submitted on January 17, 2025, and were completed on August 6, 2025. The objective of Steps 1 and 2 is to assess the existing and planned central system capacity and identify requirements for new and/or upgrades to off-site trunk water and wastewater infrastructure. The resulting reports provided the following findings and recommendations:

Water Servicing Summary (Steps 1 and 2)

The assessment of the existing central water distribution system determined that it cannot directly supply water capacity to the Leitrim East Expansion Area while fulfilling the 2024 Infrastructure Master Plan's target Level of Service criteria. The following infrastructure gaps were also identified:

- Additional (third) feed needed for reliability in the event of a watermain break in one of the direct connections to the existing network; and,
- Pressure reduction measures to address high maximum pressures above 80 psi under Basic Day (BSDY) demand conditions.

Off-site water distribution infrastructure will be needed to service the Leitrim East Expansion lands, consisting of a new 720.0 metre long, 400.0-millimetre diameter watermain along Hawthorne Road, from Leitrim Rd to the Leitrim UEA boundary. The Class D OPC for the proposed off-site infrastructure is \$5.3 million (2025) and is entirely allocated to growth.

Wastewater Servicing Summary (Steps 1 and 2)

There is no existing or planned sanitary capacity available for the proposed Leitrim East expansion area. The capacity assessment in Step 1 highlighted the inability of Leitrim Pumping Station to support an additional 200 L/s from the expansion area. The hydraulic restrictions (surcharging and surface flooding) are seen upstream of the Leitrim Pump Station and would be made significantly worse if the Leitrim East expansion lands flow was to be serviced by the existing pumping station.

The recommended solution is to utilize the Post-Period-Capacity (PPC) provided in the IMP for the Conroy Road Trunk Phase 1 and Phase 2 upgrades based on post-2046 growth horizon projections (2101), as well as an on-site pumping station

to convey the expansion land growth flows from the new Leitrim lands to the off-site Conroy Road Trunk sewer. The Conroy Road Trunk Sewer will require upsizing between specific extents identified through the recent IMP. As the pumping station is on-site, all costs are to be borne by the landowners. The design for the Conroy Road Trunk sewer upgrade is expected to begin in 2026, and the upsized sewer is expected to be in service by 2030.

The subsequent Future Neighbourhood process will include the completion of a Functional Design Study for off-site infrastructure needs as well as a Master Servicing Study, which will further analyze the servicing costs, timing and phasing, and form the basis for future subdivision applications.

Land Need Assessment (Step 3)

Step 3 has been completed and concluded that, based on the Mid-2024 Greenfield Residential Land Survey, the City currently has a surplus of 314.0 net hectares of designated and available residential land. There are 1,581.0 net hectares of such land, exceeding the 15-year supply requirement. The applicant references a study undertaken by Parcel Economics Inc. in 2024 and prepared for another urban boundary application that concludes 'that the city fails to meet the 15-year supply of designated and available lands in the Urban Boundary' when calculating the supply using the 2024 Ministry of Finance population projections. Staff do not agree with this conclusion. The City's data and analysis indicates that the need for more land has not been demonstrated and that using the 2024 Ministry of Finance population projections is premature outside of an Official Plan update.

An additional 339.0 net hectares of residential land, representing approximately 13,000 dwellings within recently approved Future Neighbourhood areas, will be added to the City's land supply in the Mid-2025 count. The Provincial Planning Statement defines 'designated and available' lands as those lands designated for urban residential use that have commenced a secondary planning process, where it is required. These Future Neighbourhood lands began the required secondary planning process after July 1, 2024, making them eligible to be counted toward the City's designated and available residential land supply. The 339.0 net hectares will increase the land supply to almost 25 years of supply and create a surplus of approximately 653.0 net hectares of designated and available residential land.

Settlement Area Parcel Analysis (Step 4)

Step 4 has not been completed given that the requirement for land need has not been demonstrated.

It is noted that the original staff report for the Growth Management Plan scored some of the lands as potential Category 1 and recommended them for inclusion in the urban expansion. Other portions of the lands were scored as Category 2. The Leitrim Cluster was comprised of six servicing clusters of land and had a range of scores from 40 to 21. It is not anticipated that the result would be substantively different if the lands were re-evaluated under a similar scenario today.

The lands within 200.0 metre of the Bedrock Resource Area was not evaluated as evidence from the landowner was not provided that the resource will be exhausted by 2036.

The following criteria was used for this analysis at the time of the 2022 Official Plan:

- Locations that are the ones that are most able to integrate into existing services, are efficient and cost effective for water, wastewater, and stormwater management services;
- Locations with proximity to rapid transit/transit priority;
- Locations that could have a high degree of integration and connectivity to existing communities and proximity to jobs;
- Proximity to existing services and amenities such as major City facilities, emergency services, and commercial and retail services;
- Assessment of possible construction or upgrades required to Arterial Roads required and connectivity to roads, cycle routes, pathways and green spaces and
- Avoid Agricultural Resource Areas, mineral aggregate resources and lands that are part of the natural heritage system.

Summary of requested Official Plan Amendment

The applicant is proposing to designate the subject land as Category 1 – Future Neighbourhood Overlay within Schedule 17 – Urban Expansion Area of the Official Plan, and to re-designate the lands from ‘Rural Countryside’ in the Rural Transect to ‘Neighbourhood’ in the Suburban (Southeast) Transect, with a Future Neighbourhood Overlay.

In addition, an area specific policy has been requested to allow the consideration of lands within 500.0 metres of the active quarry for development purposes to be included

in the future planning studies. Development would not be permitted until the surrendering of the aggregate licence has taken place.

DISCUSSION

Public Consultation

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

Planning rationale

Provincial Planning Statement, 2024

Staff have reviewed this proposal and have determined that it is not consistent with the Provincial Planning Statement, 2024 (PPS).

Section 2.1.1 of the PPS 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."

Section 2.1.2 further states "Notwithstanding policy 2.1.1, municipalities may continue to forecast growth using population and employment forecasts previously issued by the Province for the purposes of land use planning."

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 not at each expansion application.

Section 2.1.4 states "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 that 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.”

The City currently maintains an adequate supply of land to meet both requirements.

Section 2.3.2 New Settlement Areas and Settlement Area Boundary Expansions states in Policy 1 the considerations for a planning authority 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; and
- b) If there is sufficient capacity in existing or planned infrastructure and public service facilities;

As outlined in the Land Needs Assessment section below, the appropriate projections to assess land need are the in-force Official Plan growth projections.

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.”

Although the servicing assessments confirm that the subject lands can be serviced, the required upgrades are not currently identified in the City’s Infrastructure Master Plan and Transportation Master Plan. In the absence of a Memorandum of Understanding from the applicant documenting a commitment to fund the necessary off-site capital works, sufficient infrastructure and transportation capacity has not been demonstrated to support this urban expansion application.

Policy 3.5.1. and 3.5.2 Land Use Compatibility states respectively “major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.” and “Where avoidance is not

possible in accordance with policy 3.5.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other major facilities that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses is only permitted if potential adverse affects to the proposed sensitive land use are minimized and mitigated, and potential impacts to industrial, manufacturing or other major facilities are minimized and mitigated in accordance with provincial guidelines, standards and procedures.” The definition in the PPS for ‘major facility includes’ resource extraction activities and ‘sensitive land uses’ includes residences and education facilities.

Policy 4.5.1.1 states the general policy for Mineral Aggregate Resources is “Mineral aggregate resources shall be protected for long-term use and, where provincial information is available, deposits of mineral aggregate resources shall be identified.”

Policy 4.5.2.4 and 4.5.2.5 state, respectively “Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or that would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning or development permit under the Planning Act. Where the *Aggregate Resources Act* applies, only processes under the *Aggregate Resources Act* shall address the depth of extraction of new or existing mineral aggregate operations. When a license for extraction or operation ceases to exist, policy 4.5.2.5 continues to apply.” and “In known deposits of mineral aggregate resources and on adjacent lands, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if: a) resource use would not be feasible; or b) the proposed land use or development serves a greater long-term public interest; and c) issues of public health, public safety and environmental impact are addressed.”

Official Plan designation(s) and policies

The subject lands are currently designated Rural Countryside within the Rural Transect of the City’s Official Plan (OP). The intent of this designation is to accommodate a variety of land uses that are appropriate for a rural setting, including limiting the amount of residential development and supporting industries that serve local residents and the travelling public. The intent is to protect and enhance the rural character.

The Official Plan also includes policies that direct how and where growth should occur in the city, as well as the criteria used to determine the most suitable locations for such expansions.

Through Official Plan Section 2 Strategic Directions of the Official Plan, Big Policy Move 1, Section 2.2.1 and Section 3, these policies direct that by 2046, 60 per cent of future growth will occur within existing neighbourhoods than through expansions to the urban boundary. Ottawa's population is projected to grow by 402,000 people by 2046, requiring 194,800 new households that are to be accommodated through a mix of intensification, development of designated greenfield areas within the urban boundary, and limited urban boundary expansions. To support this direction, the Plan includes policies that increase the variety of affordable low-rise housing options within existing neighbourhoods and promote an evolution to complete 15-minute neighbourhoods where daily and weekly needs can be accessed by a short walk.

Policy 5) of Section 3.1 of the Official Plan includes the considerations for evaluating lands for potential expansion of a settlement area. 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 300.0 metres from a Sand and Gravel Resource Overlay and/or 500.0 metres from a Bedrock Resource Overlay are excluded from consideration;

If lands are included into the Urban Boundary and the Future Neighbourhood Overlay applied, Section 5.6.2.1., Policy 3) of the Official Plan, lists the requirements that must be met before a Future Neighbourhood Overlay can be removed. For lands that require major extensions or upgrades to services such as transit or infrastructure services

(water, wastewater and stormwater), a Council-approved funding source and/or legal funding mechanism is required to support the necessary upgrades.

A portion of the subject lands is within 500.0 metres of the Bedrock Resource Area Overlay. Policies within Section 5.6.3 are to protect important mineral aggregate resources close to market and from incompatible development, minimizing negative effects on neighbourhoods.

Section 12.2 of the Official Plan provides the direction for the creation of a Secondary Plan or revision to an existing secondary plan required before development can proceed on lands within a Future Neighbourhood Overlay. This process includes the preparation of a Community Design Plan, together with supporting studies such as a transportation impact assessment, master servicing study, environmental management plan, phasing plan and a financial implementation plan. The Secondary Plan must be completed in advance of the removal of the Future Neighbourhood Overlay.

Conclusion

Staff recommend that the Official Plan Amendment to bring the subject lands into the urban boundary and designate them as 'Neighbourhood' with a 'Future Neighbourhood Overlay' under the Suburban Transect and to create an area specific policy to include the lands within 500.0 metres of an active quarry to be considered in the future planning studies be refused for the following reasons:

1. The application is not consistent with the Provincial Planning Statement (2024); and,
2. The application does not conform to the policies of the Official Plan given that the land need has not been demonstrated, and a Memorandum of Understanding to secure funding for off-site servicing and transportation upgrades not identified in the City's Infrastructure Master Plan or the Transportation Master Plan has not been provided.
3. Without the lands brought into the Urban Boundary, the area specific policy is inappropriate.

Provincial Planning Statement

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

RURAL IMPLICATIONS

The report has rural implications given that the subject lands are currently in the Rural Transect. Public comments have been documented and addressed in Document 2.

CONSULTATION

Notification and public consultation were conducted in accordance with the Public Notification and Consultation Policy approved by Council for development applications. This process included on-site signage, circulation of information to property owners within a 120.0 metre radius and posting of application materials on the Development Application Search website.

The City has received approximately 20 public comments on the application. The key public comments raised include concerns about sprawl and associated costs, stormwater management and flood risk, environmental impacts and removal of green space, proximity to the quarry, lack of infrastructure and neighbourhood safety

These comments have been summarized and addressed in the consultation details provided in Document 2 of this report.

COMMENTS BY THE WARD COUNCILLOR(S)

The Ward Councillors are aware of the recommendations.

LEGAL IMPLICATIONS

The proposed official plan amendment has been appealed to the Ontario Land Tribunal on the basis that a decision has not been made, and 120 days have passed since the application was deemed complete. A case management conference is scheduled for February 27, 2026. Should Council adopt the recommendations, staff will prepare for a hearing to oppose the requested amendment. Should Council wish to adopt an amendment to add the subject lands as urban lands or to provide for the area specific policy, 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.

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 servicing upgrades necessary to service the expansion area. This includes a total capital cost of approximately \$5.3 million for new off-site drinking water infrastructure, of which 100 per cent is allocated to growth. Note there are currently no mechanisms to recuperate growth-related costs through this landowner-initiated 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 to date.

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. This includes the above-mentioned off-site infrastructure as well as various on-site infrastructure that would be identified through the Future Neighbourhood process, Functional Design and subsequent detailed design phases.

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 expansion area through the Future Neighbourhood process, should the area be added to the urban boundary.

Note 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

After declaring a climate emergency on April 24, 2019, Council approved the Climate Change Master Plan (CCMP) in January 2020. This Plan has the vision to transition the city into a clean, renewable and resilient city by 2050 and

includes short, mid and long-term greenhouse gas reduction targets to align with the Intergovernmental Plan on Climate Change recommendations to limit the global warming to 1.5 degrees Celsius. To address the climate and energy impacts of buildings, applying a climate lens to the Official Plan and its supporting documents was one of eight priority actions within the CCMP.

As such, the Official Plan has embedded climate and energy resiliency policies as one of the five Big Moves. It is also coordinated with the reviews of other plans such as the Transportation Master Plan, Infrastructure Master Plan. It is estimated that 90 per cent of the city's total emissions originate from the building and transportation sectors, therefore promoting compact built form with a mix of land uses and housing options will ensure energy efficiency and sustainable patterns of development.

The final Zoning By-law will be considered by Council in Q1 2026 and will implement the land use direction established by the City's Official Plan provisions by supporting height and density in proximity to transit stations, adding provisions for renewable energy generation, adding minimums for EV charger ready parking spaces, and carrying out climate and health resiliency goals.

As the proposed official plan amendment would result in an unnecessary expansion, development of this area would be against the City's climate emissions targets.

ENVIRONMENTAL IMPLICATIONS

A Natural Heritage Screening report was submitted as part of the Official Plan Amendment application. The report was a desktop and windshield review of the natural heritage features of the subject area and within 120.0 metres of the subject area. It identified watercourses (tributaries to Findlay Creek and municipal drains), wetlands, swamps, woodlands, the potential for 17 species at risk and significant wildlife habitat. It also concluded there are no ANSIs (Areas of Natural and Scientific Interest), PSW (Provincially Significant Wetlands), fish nurseries, linkages and wildlife corridors or significant woodlands and valleylands. The Secondary Planning process will include the preparation of an Environmental Management Plan that will confirm and refine the findings. The findings will undergo detailed review at that stage, and any requirements for environmental area preservation, enhancement, or mitigation will be confirmed as part of that process.

TERM OF COUNCIL PRIORITIES

This project does not address the Term of Council Priorities.

APPLICATION PROCESS TIMELINE STATUS

The Council approved timeline **has not been met**. This application (Development Application Number: D01-01-25-0012) was not processed by the "On Time Decision Date" established for the processing of Official Plan amendments due to the complexity associated with the proposed request to expand the urban boundary

The statutory 120-day timeline for making a decision on these applications under the *Planning Act* expired on November 25, 2025.

SUPPORTING DOCUMENTATION

Document 1 Location Map

Document 2 Consultation Details

DISPOSITION

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 2 –Consultation Details

Notification and Consultation Process

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan amendments.

Notification of the Official Plan Amendment was sent by mail to residents within 120.0 metres of the site. Six signs were posted at various locations along Hawthorne Road, Bank Street and Blais Road. The City has received approximately 20 public comments on the application. A summary of the key themes and corresponding staff responses is provided below.

Public Comments and Responses

Sprawl and Associated Costs

Comment

Concern that the City will not be able to pay for the infrastructure maintenance over the lifespan and that sprawl is not financially sustainable. Development should be paused until a fiscal analysis can be conducted demonstrating the new development will not create undue financial hardship to the City. The need for new homes can be accommodated with infill and increased density. Is there a need to amend the existing urban boundary to meet our housing needs?

Multi-use buildings and retail uses are not included in the application, does not create a 15-minute neighbourhood. More middle and high-rise buildings should be incorporated into the neighbourhood to cover the infrastructure costs.

Staff Response

If the lands are added to the urban boundary, the applicant will be required to undertake a Master Servicing Study through a Secondary Planning process to review servicing solutions for the future development lands. This will include identifying projects that are Development Charge eligible and those that are the developer's responsibility.

The applicant has been asked to consider a greater variety of housing forms. The Secondary Planning process will also identify general location of parks, community

amenities, commercial and retail areas in addition to residential areas of various densities.

Stormwater Management/Flood Risk

Comment

Concern that building in the area outside the current City Boundary will have an unplanned impact on the existing infrastructure of Cowan's Grove (Findlay Creek) - in particular the Findlay Creek Stormwater Management Pond that currently flows into a small stream or creek that eventually flows into the Castor River, South Nation River and then in the Ottawa River. This stream flows directly in the proposed development area and would consequently need to accommodate significantly greater water flows. Even without an expansion, there is concern that the stormwater management pond behind existing properties was not planned to include the effects of climate change and that the properties might find themselves at risk of flooding.

The risk of flooding is further increased by homeowners' hardscaping part or all of their lawns which increases the risk of flooding.

Staff Response

Should the lands be added to the urban boundary, the applicant will be required to undertake a Master Servicing Study through a Future Neighbourhood process to review stormwater management solutions comprehensively for the future development lands, including assessment of capacity, resilience, mitigation of impacts to existing systems, and much more. Area-specific terms of reference would be identified to address site-specific stormwater management constraints, followed by detailed stormwater management targets, evaluation criteria and assessment of alternative solutions through the Master Servicing Study process. There would also be multiple mandatory public consultation sessions throughout the process.

Environmental Impacts/Removal of Green Space

Comment

The area proposed is teeming with wildlife and covered by mature trees providing an important mitigating role in climate change. If this proposal is approved, the developers should be held responsible to mitigate the resulting CO2 emissions.

The construction of this project would result in significant environmental damage, destroying natural habitats and putting wildlife at risk.

As it is existing residents have very little green space within the neighbourhood in which children can flourish, walk and play. The type of housing being proposed would further jeopardize more of this green space that is critical and already lacking. It would also drastically alter the aesthetic of our area, replacing the existing greenery and open spaces with monolithic, high-density housing units.

Staff Response

It identified watercourses (tributaries to Findlay Creek and municipal drains), wetlands, swamps, woodlands, the potential for 17 species at risk and significant wildlife habitat. It also concluded there are no ANSIs (Areas of Natural and Scientific Interest), PSW (Provincially Significant Wetlands), fish nurseries, linkages and wildlife corridors or significant woodlands and valleylands. The Secondary Planning process will include the preparation of an Environmental Management Plan that will confirm and refine the findings.

As the lands are currently private property and not owned by the City, they can not be considered green space for the use by residents.

The Secondary Planning process will determine the amount and location of the required parkland and any other community amenity.

Proximity to Quarry

Comment

Concern that the area adjacent to the quarry is not suitable for building homes as residents will be exposed to noise, fugitive dust, toxic fumes, vibrations, fly-rock as long as the quarry remains operational.

Staff Response

If the application is approved, and the license for the quarry has not been surrendered, a Mineral Aggregate Impact Assessment, in accordance with Official Plan policy 5.6.3.2, will be required to support the Secondary Plan that will investigate the potential impacts including noise, traffic, dust, vibration, fly-rock and groundwater impacts of the quarry on the potential development and that the proposed development will not preclude or hinder the operation of the quarry. This may determine the location of appropriate land uses, further studies required and impose conditions in subdivision agreements.

Lack of Infrastructure**Comment**

Comment that the proposed development is simply too large for the area. The increase in population density would put a strain on our already overburdened infrastructure, leading to increased traffic congestion, noise pollution, and strain on our public services.

Staff Response

Through the Future Neighbourhood process, a Master Servicing Study would be required that would identify the integrated municipal servicing and transportation networks required to service the propose development. Any upgrades to infrastructure required on-site to accommodate their proposed development would be the responsibility of the developer, while it is the City's responsibility to provide off-site central system servicing capacity to all areas within the urban boundary.

Noise studies may be required for individual applications and subdivision agreements may will contain any recommended noise warning clauses.

Safety Concerns**Comment**

Concerned about the impact this development would have on safety to our families from the influx of more homes and by extension more cars will result in further thefts and increased insurance costs to all residents in the neighbourhood.

Staff Response

The neighbourhood will be serviced by the City's emergency services and any increase in services required will be identified through the Secondary Planning process.

Comments in Support of the Application

Comment

One submission was submitted in support of the application to include the subject lands within the Urban Boundary and for the City to contemplate the inclusion of the lands not subject to the application but would be surrounded by urban lands to prevent the 'leapfrogging' of the Urban Boundary.

Staff Response

The comment is acknowledged.