

- 1. High Performance Development Standard**
Normes pour l'aménagement d'immeubles très performants

COMMITTEE RECOMMENDATIONS

That Council:

- 1. Approve the High Performance Development Standard Site Plan Metrics in Document 3, and as described in this report;**
- 2. Approve the High Performance Development Standard Plan of Subdivision Metrics in Document 4 and described in this report.**
- 3. Approve the Implementation Plan and standard delegated authority report conditions in Document 8 and described in this report and**
 - a. direct staff to update the development review process documents to reflect this plan.**
- 4. Direct staff to report back to the Joint Planning and Agriculture and Rural Affairs Committee with revised Site Plan Control By law provisions enabling the High Performance Development Standard to come into effect June 1, 2022, to be included as part of the Official Plan Implementation Report.**
- 5. Direct staff to report back to the following committees:**
 - a. The Standing Committee on Environmental Protection, Water and Waste Management by Q3 2023 with recommendations to update to the Corporate Green Building Policy to align with Tier 2 of the High Performance Development Standard;**
 - b. The Standing Committee on Environmental Protection, Water and Waste Management on key performance indicators relating to the implementation and results of the High Performance Development Standard as part of the Climate Change Master**

Plan Annual Status Update;

- c. Planning Committee with proposed incentive program, and funding options to support higher tier performance (Tier 2) in Q2 2023; and**
 - d. Planning Committee with a review and update of the High Performance Development Standard every four years with first recommended update for approval in 2025.**
 - e. Joint Planning and Agriculture and Rural Affairs Committee in the Official Plan Implementation Report with a recommendation of any HPDS criteria to be used for applications with reduced submission requirements as provided for under Official Plan Policy 11.1, 2 (a)**
- 6. Approve that the Mayor, on behalf of Council, request that the Government of Ontario:**
- a. Amend the energy requirements in the Ontario Building Code to align with climate change mitigation goals and improve adaptation measures for the changing climate or if the Government of Ontario does not agree to implement these changes;**
 - b. Provide provisions within the Ontario Building Code for increased resiliency and net zero emissions and give the authority for municipalities to implement these measures.**

RECOMMANDATIONS DU COMITÉ

Que le Conseil :

- 1. Approuve les paramètres du plan d'implantation liés à la Normes pour l'aménagement d'immeubles très performants figurant dans le**

document 3 et décrits dans le présent rapport;

- 2. Approuve les paramètres du plan de lotissement liés à la Normes pour l'aménagement d'immeubles très performants figurant dans le document 4 et décrits dans le présent rapport.**
- 3. Approuve le plan de mise en œuvre et les conditions du rapport type de décision par délégation du document 8 et décrits dans le présent rapport, et**
 - a. Enjoindre au personnel de mettre à jour les documents du processus d'examen des projets d'aménagement, afin de prendre en compte ce plan.**
- 4. Enjoindre au personnel de rendre compte lors de la réunion conjointe du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales, en soumettant notamment une version révisée du règlement régissant la réglementation du plan d'implantation permettant l'entrée en vigueur de la Normes pour l'aménagement d'immeubles très performants le 1er juin 2022, dans le cadre du rapport de mise en œuvre du Plan officiel.**
- 5. Enjoindre au personnel de rendre compte aux comités suivants :**
 - a. Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets au troisième trimestre de 2023, en proposant des recommandations sur la mise à jour de la Politique municipale sur les bâtiments verts, afin de la faire correspondre au palier 2 de la Normes pour l'aménagement d'immeubles très performants;**
 - b. Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets, concernant les principaux indicateurs de rendement associés à la mise en œuvre et aux résultats de la Normes pour l'aménagement d'immeubles très performants, dans le cadre de la mise à jour sur le Plan**

directeur sur les changements climatiques;

- c. Comité de l'urbanisme, au sujet du programme incitatif et des options de financement permettant de soutenir un rendement de palier supérieur (palier 2) au deuxième trimestre de 2023; et**
 - d. Comité de l'urbanisme, au sujet de l'examen et de la mise à jour, tous les quatre ans, de la Norme d'aménagement d'immeubles à haut rendement énergétique, une première mise à jour recommandée devant être approuvée en 2025.**
 - e. Comité mixte de l'urbanisme et de l'agriculture et des affaires rurales dans le rapport de mise en œuvre du Plan officiel, avec une recommandation portant sur tout critère de la Normes pour l'aménagement d'immeubles très performants devant servir aux demandes dont les exigences de présentation sont moindres, comme le prévoit la politique 11.1, 2 (a) du Plan officiel.**
- 6. Approuve que le maire, au nom du Conseil, demande ce qui suit au gouvernement de l'Ontario :**
- a. Modifier les exigences énergétiques du Code du bâtiment de l'Ontario, afin de les faire correspondre aux objectifs d'atténuation du changement climatique et d'améliorer les mesures d'adaptation au changement climatique, ou pour le cas où le gouvernement de l'Ontario n'acceptait pas de mettre en place ces changements;**
 - b. Ajouter au Code du bâtiment de l'Ontario des dispositions permettant une plus grande résilience et une neutralité carbone, et donner également aux municipalités le pouvoir d'adopter ces mesures.**

For the Information of Council

Councillor C. McKenney

That staff be directed to consult with the non-profit housing sector and relevant City Departments on the feasibility of applying Tier 2 requirements to all new publicly funded affordable housing developments. Further, staff are directed to report back on the energy metrics prior to the April 13, 2022 Council meeting and on all 22 metrics to Planning Committee with the proposed incentive program in Q2 2023.

It should be noted that several new affordable housing projects are on the forefront of energy efficient development with the construction of multi-residential passive house and net-zero buildings, including OCH's 6-storey apartment at 811 Gladstone that has been built to passive house standard.

Councillor M. Fleury

1. That staff be directed to prepare, ahead of Council on April 13, 2022, a side-by-side analysis/ comparison with the Toronto Green Standard; and
2. That staff be directed to prepare further information ahead of Council with respect to energy labelling.

Pour la gouverne du Conseil

Conseillère C. McKenney

Que l'on demande au personnel de consulter le secteur du logement à but non lucratif et les directions générales de la Ville concernées pour déterminer s'il est faisable d'appliquer le palier 2 à tous les nouveaux aménagements de logements abordables financés par les deniers publics, ainsi que de présenter au Comité de l'urbanisme un rapport sur les indicateurs énergétiques avant la réunion du Conseil du 13 avril 2022, de même que sur les 22 indicateurs et le programme incitatif proposé au T2 de 2023.

Il convient de souligner que plusieurs projets de logements abordables innovent en matière d'efficacité énergétique par la construction d'habitations passives et

d'immeubles à consommation énergétique nette zéro à logements multiples, comme l'immeuble d'appartements de six étages au 811, avenue Gladstone qui a été construit d'après la norme de Passive House.

Conseiller M. Fleury

1. Que l'on demande au personnel de préparer, avant la réunion du Conseil du 13 avril 2020, une analyse comparative de la Toronto Green Standard; et
2. Que l'on demande au personnel de fournir, avant la réunion du Conseil, plus d'information sur l'étiquetage énergétique.

Documentation/Documentation

1. Director's report, Planning, Real Estate and Economic Development, dated February 11, 2022 (ACS2022-PIE-EDP-0005)

Rapport du Directeur, Services de la planification, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 11 février 2022 (ACS2022-PIE-EDP-0005)
2. Extract of draft Minutes, Planning Committee, March 10, 2022.

Extrait de l'ébauche du procès-verbal, Comité de l'urbanisme, le 10 mars 2022
3. Extract of draft Minutes, Agriculture and Rural Affairs Committee, April 7, 2022.

Extrait de l'ébauche du procès-verbal, Comité de l'agriculture et des affaires rurales, le 7 avril 2022

**Agriculture and Rural
Affairs Committee
Report 29
April 7, 2022**

7

**Comité de l'agriculture et des
affaires rurales
Rapport 29
Le 7 avril 2022**

Subject: High Performance Development Standard

File Number: ACS2022-PIE-EDP-0005

Report to Planning Committee on 10 March 2022

and

Report to Agriculture and Rural Affairs Committee on 7 April 2022

and Council 13 April 2022

**Submitted on February 11, 2022 by Don Herweyer, Director, Economic
Development and Long Range Planning, Planning, Real Estate and Economic
Development Department**

Contact Person: Rebecca Hagen, Environmental Program Project Manager

613-580-2424, 25053, rebecca.hagen@ottawa.ca

Ward: City-wide

Objet : Normes pour l'aménagement d'immeubles très performants

Dossier : ACS2022-PIE-EDP-0005

Rapport au Comité de l'urbanisme

le 10 mars 2022

et

Rapport au Comité de l'agriculture et des affaires rurales

le 7 avril 2022

et au Conseil le 13 avril 2022

**Soumis le 11 février 2022 par Don Herweyer, Directeur, Développement
économique et Planification à long terme, Direction générale de la planification,
de l'immobilier et du développement économique**

Personne ressource : Rebecca Hagen, Gestionnaire du Projet

613-580-2424, 25053, rebecca.hagen@ottawa.ca

Quartier : À l'échelle de la ville

REPORT RECOMMENDATIONS

That the Planning Committee and the Agriculture and Rural Affairs Committee recommend Council approve the following:

- 1. Approve the High Performance Development Standard Site Plan Metrics in Document 3, and as described in this report;**
- 2. Approve the High Performance Development Standard Plan of Subdivision Metrics in Document 4 and described in this report.**
- 3. Approve the Implementation Plan and standard delegated authority report conditions in Document 8 and described in this report and**
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 - b. The Standing Committee on Environmental Protection, Water and Waste Management on key performance indicators relating to the implementation and results of the High Performance Development**

Standard as part of the Climate Change Master Plan Annual Status Update;

- c. Planning Committee with proposed incentive program, and funding options to support higher tier performance (Tier 2) in Q2 2023; and**
 - d. Planning Committee with a review and update of the High Performance Development Standard every four years with first recommended update for approval in 2025.**
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 - b. Provide provisions within the Ontario Building Code for increased resiliency and net zero emissions and give the authority for municipalities to implement these measures.**

RECOMMANDATIONS DU RAPPORT

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

- 1. Approuver les paramètres du plan d'implantation liés à la Normes pour l'aménagement d'immeubles très performants figurant dans le document 3 et décrits dans le présent rapport;**
- 2. Approuver les paramètres du plan de lotissement liés à la Normes pour l'aménagement d'immeubles très performants figurant dans le document 4**

et décrits dans le présent rapport.

3. **Approuver le plan de mise en œuvre et les conditions du rapport type de décision par délégation du document 8 et décrits dans le présent rapport, et**
 - a. **Enjoindre au personnel de mettre à jour les documents du processus d'examen des projets d'aménagement, afin de prendre en compte ce plan.**
4. **Enjoindre au personnel de rendre compte lors de la réunion conjointe du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales, en soumettant notamment une version révisée du règlement régissant la réglementation du plan d'implantation permettant l'entrée en vigueur de la Normes pour l'aménagement d'immeubles très performants le 1^{er} juin 2022, dans le cadre du rapport de mise en œuvre du Plan officiel.**
5. **Enjoindre au personnel de rendre compte aux comités suivants :**
 - a. **Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets au troisième trimestre de 2023, en proposant des recommandations sur la mise à jour de la Politique municipale sur les bâtiments verts, afin de la faire correspondre au palier 2 de la Normes pour l'aménagement d'immeubles très performants;**
 - b. **Comité permanent de la protection de l'environnement, de l'eau et de la gestion des déchets, concernant les principaux indicateurs de rendement associés à la mise en œuvre et aux résultats de la Normes pour l'aménagement d'immeubles très performants, dans le cadre de la mise à jour sur le *Plan* directeur sur les changements climatiques;**
 - c. **Comité de l'urbanisme, au sujet du programme incitatif et des options de financement permettant de soutenir un rendement de palier supérieur (palier 2) au deuxième trimestre de 2023; et**
 - d. **Comité de l'urbanisme, au sujet de l'examen et de la mise à jour, tous les quatre ans, de la Norme d'aménagement d'immeubles à haut**

- rendement énergétique, une première mise à jour recommandée devant être approuvée en 2025.
- e. **Comité mixte de l'urbanisme et de l'agriculture et des affaires rurales dans le rapport de mise en œuvre du Plan officiel, avec une recommandation portant sur tout critère de la Normes pour l'aménagement d'immeubles très performants devant servir aux demandes dont les exigences de présentation sont moindres, comme le prévoit la politique 11.1, 2 (a) du Plan officiel.**
6. **Que le maire, au nom du Conseil, demande ce qui suit au gouvernement de l'Ontario :**
- a. **Modifier les exigences énergétiques du Code du bâtiment de l'Ontario, afin de les faire correspondre aux objectifs d'atténuation du changement climatique et d'améliorer les mesures d'adaptation au changement climatique, ou pour le cas où le gouvernement de l'Ontario n'acceptait pas de mettre en place ces changements;**
 - b. **Ajouter au Code du bâtiment de l'Ontario des dispositions permettant une plus grande résilience et une neutralité carbone, et donner également aux municipalités le pouvoir d'adopter ces mesures.**

EXECUTIVE SUMMARY

This report proposes a new High Performance Development Standard (HPDS) to be applied to planning and development projects in the City of Ottawa to advance sustainable and resilient design. This report responds to Council's direction to implement priority projects in the Energy Evolution and the strategy and policy direction from the new Official Plan Policy 11.1 Subsection 3.

This report and its supporting documents include:

1. Background information on the current context including:
 - a. Past City actions and Council directions relating to the HPDS;
 - b. Recent and ongoing high performing building projects in Ottawa;

- c. The environmental imperative to have a requirement advancing sustainable and resilient design;
 - d. The expected benefits of the HPDS;
 - e. A review of similar requirements in other Ontario municipalities; and
 - f. The legislative authority the HPDS uses to advance sustainable resilient design.
2. A description of the HPDS metrics, how the metrics are applied, and how the metrics will be phased in;
 3. A description of the implementation plan, review process and next steps to bring HPDS into effect;
 4. Next steps to update the Corporate Green Building Policy and engage senior levels of government to advance sustainable resilient design; and
 5. The HPDS metric requirements, Energy Model Report, and Community Energy Plan Terms of Reference.

Key Insights for the HPDS

- The legislative authority for Ottawa's HPDS is under the *Planning Act* for approval of Site Plan Control and Plan of Subdivision applications. This is the same authority used in other jurisdictions including those used to enable the Toronto Green Standard. A developer contested the Toronto Green Standard's energy requirement when it first became mandatory in 2010. Following minor revisions by the City of Toronto, the Ontario Municipal Board ruled that the Toronto Green Standard was within the municipality's legislative authority.
- The HPDS has been informed by similar standards in other municipalities. The City of Toronto has had the Toronto Green Standard in place since 2008. This has proven to be successful in shifting the performance of buildings and the way the industry engrains sustainable and resilient design considerations throughout the project's lifecycle.

- *Planning Act* authority for the HPDS has limitations in application and enforcement. Authority is limited to exterior design elements, it is not applicable law under the Ontario Building Code, and it will not apply to projects that are not subject to development applications. The HPDS alone will not achieve all goals to advance sustainable and resilient design. More provincial actions will be required.
- The building industry has raised concerns over the impacts that HPDS will have on housing affordability and project timelines. A phased in approach has been proposed as an important element to build capacity and manage process and industry cost implications.
- Stakeholders have raised concerns that the HPDS does not go far enough to respond to the climate emergency. The HPDS energy targets have been based off the Energy Evolution model to align with the climate change actions needed to respond to the climate emergency.

Key Elements of the HPDS

- The HPDS will apply to all new applications for Site Plan Control in the urban area and new Complex applications for Site Plan Control in the rural area
- The HPDS will apply to all new Plan of Subdivision applications
- The HPDS addresses several sustainable and resilient design areas to advance health, climate change mitigation, adaptation and reduce impact to local ecology
- The HPDS will be implemented through the existing planning and development review processes with support from outside consultants
- The HPDS has been developed as a tiered standard. Tier 1, the first tier, contains the mandatory metrics. Tiers 2 – 3 are voluntary, setting the direction for increasing the mandatory metrics over time. A tiered standard is helpful to inform and enable industry to prepare and plan for future mandatory metrics
- The HPDS will be phased in starting in June 2022. Energy modeling without enforced thresholds will be required for one year; requirements to achieve Tier 1 thresholds will start in June 2023.

- The HPDS Site Plan energy modeling reporting will be required for buildings over 2,000 square metres gross floor area.
- The HPDS includes accommodations for heritage and rural building types.

Financial Implications

Review of applicable planning submissions will be completed through a combination of existing staff resources and external consultants funded through the 2022 operating budget. The implementation plan recommends that development application fees be updated in the new term of Council to cover the costs associated with the expert review of the energy requirements.

Staff will report back on incentive recommendations as these could have significant future financial implications.

Public Consultation/Input

Stakeholders were engaged in several ways through the development of the HPDS. Notification of the project was provided to industry groups, working group sessions on the HPDS requirements and how they would apply to example projects took place. Presentations to stakeholder and industry groups were held in early 2021 to engage interested groups. The Public Engage Ottawa Page with online feedback form was launched in November 2021, and three virtual engagement sessions were held for public participation.

RÉSUMÉ

Il est proposé dans le présent rapport une nouvelle Normes pour l'aménagement d'immeubles très performants (NAITP) devant être appliquée aux projets d'aménagement réalisés sur le territoire de la Ville d'Ottawa pour obtenir des conceptions durables et résilientes. Le présent rapport fait suite à l'orientation du Conseil visant à mettre en œuvre des projets prioritaires de la stratégie Évolution énergétique et l'orientation stratégique de la politique 11.1 du paragraphe 3 du Plan officiel.

Le présent rapport et les documents qui l'accompagnent contiennent les éléments suivants :

1. De l'information générale sur le contexte actuel :
 - a. Les anciennes mesures adoptées par la Ville et les orientations du Conseil entourant la NAITP;
 - b. Les projets récents et en cours de construction de bâtiments à haut rendement énergétique à Ottawa;
 - c. L'impératif environnemental de compter sur une exigence favorable à une conception durable et résiliente;
 - d. Les avantages attendus de la NAITP;
 - e. Un examen des exigences similaires imposées dans d'autres municipalités ontariennes; et
 - f. Le cadre légal dont dispose la NAITP pour promouvoir une conception durable et résiliente.
2. Une description des paramètres de la NAITP, de leur application et de leur mise en place progressive;
3. Une description du plan de mise en œuvre, du processus d'examen et des prochaines étapes précédant l'entrée en vigueur de la NAITP;
4. Les prochaines étapes de la mise à jour de la Politique sur les bâtiments écologiques de la Ville et de la sollicitation des paliers supérieurs de gouvernement pour promouvoir une conception durable et résiliente; et
5. Les exigences liées aux paramètres de la NAITP, le rapport sur le modèle énergétique et le mandat du *plan* d'énergie communautaire.

Observations clés au sujet de la NAITP

- Le cadre légal de la NAITP d'Ottawa est régi par la *Loi sur l'aménagement du territoire* en ce qui concerne l'approbation des demandes de réglementation du plan d'implantation et de plan de lotissement. Il s'agit du même cadre que celui appliqué dans d'autres administrations, notamment pour la Norme écologique de Toronto. Un promoteur avait contesté l'exigence énergétique de la Norme

écologique de Toronto lorsqu'elle est devenue obligatoire en 2010. Par suite de révisions mineures effectuées par la Ville de Toronto, la Commission des affaires municipales de l'Ontario de l'époque avait statué que la Norme écologique de Toronto relevait du cadre légal de la municipalité.

- La NAITP a été étayée par des normes similaires dans d'autres municipalités. La Ville de Toronto applique sa norme écologique depuis 2008. Elle s'est avérée efficace dans la réorientation du rendement des bâtiments et dans la manière dont l'industrie enracine les considérations de conception durable et résiliente dans le cycle de vie des projets.
- L'autorité de la *Loi sur l'aménagement du territoire* sur la NAITP présente des limites d'application d'exécution. Cette autorité est limitée aux éléments de conception extérieurs. Elle n'est pas applicable aux termes du Code du bâtiment de l'Ontario ni aux projets qui ne sont pas assujettis à une demande d'aménagement. La NAITP à elle seule ne permet pas d'atteindre tous les objectifs permettant de promouvoir une conception durable et résiliente. Des mesures provinciales supplémentaires doivent être appliquées.
- L'industrie du bâtiment a émis des préoccupations au sujet de l'influence de la NAITP sur l'abordabilité du logement et les calendriers des projets. Une approche progressive a été jugée importante pour renforcer les capacités et mieux gérer les conséquences sur le processus et les coûts pour l'industrie.
- Les parties intéressées ont dit craindre que la NAITP ne soit pas assez contraignante par rapport à l'urgence climatique. Les objectifs énergétiques de la NAITP ont été fondés sur le modèle du projet Évolution énergétique, afin de correspondre aux mesures de lutte contre le changement climatique requise face à l'urgence climatique.

Principaux éléments de la NAITP

- La NAITP s'appliquera à toutes les nouvelles demandes de réglementation du plan d'implantation dans le secteur urbain et aux nouvelles demandes complexes de réglementation du plan d'implantation dans le secteur rural.
- La NAITP s'appliquera à toutes les nouvelles demandes de plan de lotissement.

- La NAITP concerne plusieurs domaines de la conception durable et résiliente entourant la santé, la lutte contre les changements climatiques, l'adaptation aux changements climatiques et la réduction des répercussions sur l'écologie locale.
- La NAITP sera mise en œuvre dans le cadre du processus actuel de planification, avec le soutien de consultants externes.
- La NAITP se veut une norme hiérarchisée. Le palier 1, le tout premier à être appliqué, contient les paramètres obligatoires. Les paliers 2 et 3 correspondent à des exigences à appliquer de plein gré, en définissant au fil du temps l'orientation à adopter pour respecter les paramètres obligatoires. Une norme hiérarchisée est utile pour éclairer l'industrie et lui permettre de préparer et de planifier les paramètres obligatoires à respecter éventuellement.
- La NAITP sera appliquée progressivement à partir de juin 2022. Une modélisation énergétique sans seuils imposés sera exigée pour une année; les exigences applicables aux seuils du palier 1 seront en vigueur à compter de juin 2023.
- La déclaration de modélisation énergétique pour les plans sera obligatoire pour les bâtiments d'une surface de plancher hors œuvre brute supérieure à 2 000 mètres carrés.
- La NAITP prévoit des mesures d'aménagement pour les bâtiments patrimoniaux et ruraux.

Répercussions financières

L'examen des demandes d'aménagement applicables se fera grâce aux ressources en personnel existantes et à la participation de consultants externes rémunérés à même le budget de fonctionnement de 2022. Le plan de mise en œuvre recommande d'actualiser les droits de demande d'aménagement lors du prochain mandat du Conseil, afin de couvrir les coûts associés à l'examen des besoins énergétiques par un expert.

Le personnel rendra compte au sujet des recommandations d'incitatifs, qui pourraient avoir éventuellement d'importantes répercussions financières.

Consultation publique et commentaires

Les parties intéressées ont pris part de diverses manières à l'élaboration de la NAITP. Le projet a été annoncé aux groupes de l'industrie et des réunions de travail ont été organisées pour discuter des exigences de la NAITP et de leur application dans des exemples de projet. Des présentations ont été faites aux groupes de parties prenantes et de l'industrie au début de 2021, afin d'aviser les groupes intéressés. La page publique Participons Ottawa et son formulaire de commentaires en ligne ont été lancés en novembre 2021, et trois séances de consultation virtuelles ont été organisées à l'intention des membres du public.

BACKGROUND

The creation of the High Performance Development Standard (HPDS) has been many years in the making for the City of Ottawa. The HPDS is a tool for advancing sustainable and resilient design through planning applications.

Early attempts to advance sustainability in developments in Ottawa started with initiatives such as the Green Checklist attached to current site plan applications. During the development of Energy Evolution, green development standards were discussed as a way to advance sustainable design criteria in new development projects. This led to the start of the HPDS Project. Embedding climate change into the new Official Plan and creating the HPDS were two of twenty high priority projects named in Energy Evolution.

The new Official Plan has now been adopted by Council. It lays the policy foundation for the HPDS. A strategic direction of the Official Plan is to embed environment, climate, health, resiliency and energy into the framework of all planning policies. There are a range of tools under the *Planning Act* which enable cities to advance sustainable and resilient design, including Secondary Plans, Site Plans, Plans of Subdivision, the Zoning By-law, and Community Improvement Plans. The HPDS is one such tool. The HPDS is applied through the development approvals process for local plans, Plans of Subdivision and Site Plans.

The new Official Plan defines "sustainable and resilient design" as "principles in site and building design to protect against the depletion of critical resources like energy, water, land, and raw materials, reduce greenhouse gas emissions, prevent environmental

degradation throughout its life cycle, and create built environments that are livable and comfortable while being safe and resilient to the impacts of a changing climate”.

Climate change is significantly impacting cities across the world, including those in Canada. Municipalities are seeing rising temperatures, increased severe weather events, threats to agriculture, and impacts to health. Mitigating these adverse impacts is an important part of creating a livable city. Buildings are one of the largest sources of Ottawa's greenhouse gas emissions and contributors to the Climate Emergency. Buildings accounted for 46 per cent of the city's total community emissions in 2020. Reducing these emissions in new buildings is projected to account for 8 per cent of Energy Evolution's emission reduction targets. New buildings that are designed to be energy efficient and resilient to changing climate conditions from the outset will improve local public health save on costly retrofits in the future.

The HPDS has a series of sustainable and resilient design requirements or “metrics” to be applied through the development approval process. The HPDS will advance the goal of “sustainable and resilient design” as set out in the Official Plan and is an important part of the City's efforts to achieve net zero emission construction and meet city-wide greenhouse gas reduction targets by 2050.

The HPDS is also referred to as a Green Development Standard by other municipalities and agencies in Ontario. These types of standards have been adopted by a number of municipalities across Ontario, with others currently in development. Those in place for several years have been found to be an effective tool in transforming the industry and building capacity to advance the sustainability and resiliency of new buildings. Ottawa's HPDS was created by reviewing what other municipalities have done, consulting with Ottawa's local development industry, energy consultants, and key stakeholders to develop a new standard to address Ottawa's unique local context.

Past City Actions and Council Directions

The following past directions and documents are supportive of the proposed HPDS:

- In April 2009, Council received and approved a Green Building Pilot Program [ACS2009-ICS-ECO-0001](#). This Program included a sustainable design checklist and revised Official Plan policies to encourage sustainable design and

green building promotion recommendations.

- Elements of sustainable and resilient design have been included in some of Ottawa's updated design guidelines. Some of these guidelines have informed the HPDS and are referenced in the HPDS including Bird Safe design guidelines and Solid Waste Collection Guidelines.
- In June 2017, Council approved the [Urban Forest Management Plan](#).
- In April 2019, [Council declared a climate emergency](#), which directed staff to develop climate change mitigation and adaptation priorities for the next five years (2019-2024) to embed climate change considerations across all elements of City business.
- In December 2019, City Council approved the Preliminary Policy Directions (PPD) which included direction to develop a new HPDS for buildings [ACS2019-PIE-EDP-0046](#).
- In January 2020, Council approved the Climate Change Master Plan [ACS2020-PIE-EDP-0043](#) established a new target to reduce community greenhouse gas (GHG) emissions 100% by 2050 and directed staff to apply a climate lens in developing the Official Plan and its supporting documents.
- In May 2020, Council approved the Growth Management Strategy [ACS2020-PIE-EDP-0012](#) which included direction to staff that a greenhouse gas emissions assessment be undertaken as part of the Secondary Plan process for detailed planning of new greenfield communities.
- In June 2020, Council received the Climate Change Master Plan - Climate Projections for the National Capital Region [ACS2020-PIE-EDP-0014](#) which provided information on projected future climate conditions.
- In September 2020, Council directed staff to include requirements for green roofs in the scope of the new Comprehensive Zoning By-law to be developed starting in 2021 and/or the High Performance Development Standards.
- In October 2020, Council approved the Energy Evolution Strategy [ACS2020-PIE-](#)

[EDP-0036](#) report. This report included the HPDS as one of 20 priority projects.

- In November 2020, Council approved Ottawa's Bird Safe Design Guidelines [ACS2020-PIE-EDP-0032](#).
- In November 2020, Ottawa's new Official Plan was released for technical and public comments. It included policies to enable the implementation of the HPDS within the Urban Design and Implementation sections of the Plan.
- In October 2021, Council approved the New Official Plan [ACS2021-PIE-EDP-0036](#). This included policies to enable the implementation of the HPDS are contained within the Urban Design and Implementation sections of the Plan. Council also approved motions related to Sustainable Design Incentives, Green Standards for public lands and, GHG reporting as a component of the Official Plan tracking.

Current New Buildings in Ottawa

The City of Ottawa currently has a Green Checklist included as part of Site Plan applications. This checklist has served as a tool for collecting information on the sustainability goals of new developments but has not been effective at shifting the common practices within the development industry.

The City of Ottawa has several projects and builders already advancing sustainable resilient designs through low carbon communities and low carbon buildings. The HPDS intends to support those already leading the way and ensure all projects are working towards new minimum standards. Examples of recent, ongoing, or upcoming projects with high levels of sustainability targets include:

- Low Carbon Communities:
 - LeBreton Flats, includes a large tract of undeveloped urban land currently owned by the National Capital Commission (NCC). Master Concept Plan has set out strong environmental targets including becoming a Zero Carbon Community. This aligns with Tier 3 of the High Performance Development Standard.
 - The Zibi development is a mixed-use development project located on 15.75

- hectares of land located in both Ottawa and Gatineau. Zibi has set out strong sustainability goals founded in One Planet Living Principles. The goals of the project include Zero Carbon Energy and Zero Waste.
- Included in the adoption of the new Official Plan was the addition of 445 hectares of new urban land to support the Tewin new community. Anchored in Algonquin principles and wisdom, Tewin is to be designed as a new zero carbon community in south-east Ottawa, and which will follow the One Planet Living Framework.
 - Low Carbon Buildings:
 - The Canadian Home Builders Association (CHBA) has developed a Net Zero Energy Home Rating Label. This label can be used to verify homes as Net Zero Energy. In Ottawa, six active building companies are qualified under this program and fifteen homes have been built to this standard.
 - AMPED Sports Lab and Ice Complex is a privately operated arena and training complex in the south end of Ottawa and is the first of this type of facility to achieve Zero Carbon Building Certification under the Canada Green Building Council's Zero Carbon Building Program.
 - Salus Clementine Karen's Place is a 42-unit social housing complex built in Ottawa's inner urban area. This development was the first multi-unit residential housing project to be certified Passive House in Canada. This project has led the way for a number of other community housing projects pursuing Passive House in Ottawa.

These types of projects are the exception in the industry. Many projects build to the minimum standards required under building code. Document 1 provides greater context for comparing the energy targets proposed in the HPDS to representative buildings built in recent years.

Environmental Imperative

Areas undergoing new development and redevelopment present significant opportunities to protect the environment, apply measures to support the local ecology,

and respond to climate change through mitigation and adaptation.

- Emission reductions in the new building sector aligned with the targets proposed in this standard are projected to contribute to 8 per cent of Ottawa's GHG emission reductions within the Energy Evolution Model. The HPDS as proposed in this report is estimated to contribute to a 6 per cent of Ottawa's GHG emission reductions over the next 10 years. This is contingent on the metrics in the HPDS being fully realized through the complete project life from planning to construction and operations. Further information on this analysis is provided in Document 2.
- Buildings account for 46 per cent of community emissions if nothing is done, the increase in community emissions associated with new buildings built between 2021 and 2030 would add 8.6 per cent to the emissions associated with buildings in Ottawa.
- The cost of building higher efficiency low carbon buildings at the outset is substantially lower than retrofitting buildings after construction.
- Transportation makes up about 40% of Ottawa's GHG emissions. Shifting to more active transportation methods and enabling the transition to electric vehicles will be critical to achieving emission reductions in this area.
- Providing occupants and building managers with the tools necessary to conveniently sort, store, and dispose of waste from all streams is an important means of minimizing waste going to landfill. Methane associated with landfill gas has a global warming potential 25 times that of carbon dioxide.
- Changing weather patterns and extreme weather impact our health and safety, infrastructure, the economy and the environment. While everyone will be touched by climate change, some people are more vulnerable including young children, older adults, those with a lower income, those with pre-existing health conditions and people who spend a lot of time outdoors. Ottawa must adapt to the changes we're already experiencing, prepare for further change to come and take particular care of our most vulnerable.

The HPDS will help to address these environmental risks through Site Plan and Plan of Subdivision design requirements.

Benefits

The following benefits are expected from implementation of the HPDS:

- Greenhouse gas emission reductions: by setting targets on building energy and taking energy into consideration early in planning and design through Community Energy Plans and Energy Modeling Reports, projects are expected to realize lower GHG emission throughout building operations.
- Job creation: growth in the green job sector will likely increase work in both the design and construction sectors.
- Added capacity to meet and adopt future changes in building codes. The national building code is expected to target near zero emission buildings by 2030. Many projects have long planning lead times to early consideration of these future requirements enables supports these future code changes.
- Improved health outcomes for communities: as buildings that follow the HPDS will be required to mitigate potential health impacts on both the occupants and the broader community.
- More resilient building stock and community to extreme weather events.
- Monitoring of sustainable design priorities: the new Official Plan sets out direction for reporting on greenhouse gas reduction targets connected with growth in the city. The HPDS and the elements reported in the checklist will support this reporting.
- Tree canopy supported with improved soil volumes that support long term growth.
- Provide a common framework for staff, public and industry to evaluate sustainability performance of new developments. This responds to resident concerns about development impacts on climate change and the environment and provides a means for builders to demonstrate leadership to project occupants and other stakeholders.
- Projects are encouraged to consider the operational costs in the design process

alongside the HPDS energy metric. Due to differences in cost for different energy sources reductions in carbon emissions from fuel switching can have positive, negative or neutral impacts to operating costs. Energy costs will vary over time and higher carbon fuel sources are expected to become more expensive. The Energy Evolution model estimates that carbon reductions in new buildings to meet the City's GHG reduction target will result in a 3.1 Billion dollar net return on investment by 2050. This is expressed in net present value 2020 dollars. In summary, the operational cost savings for energy improvements especially in the near term are not guaranteed for individual projects but, overall and in the long term the Energy Evolution model projects large cost savings from these actions.

Municipal Scan

Green Development Standards or similar policies have been put in place across North America. The municipal scan for this policy work focused on municipalities within Ontario as they follow the same legislative framework as the City of Ottawa. To date, similar standards have been adopted in Toronto, Mississauga, Vaughan, Brampton, Richmond Hill, Whitby, Halton Hills, and East Gwillimbury. Ottawa also worked with the Clean Air Partnership, funded through the Federation of Canadian Municipalities and seven other municipalities in Ontario to develop a [Green Standards Toolkit](#). Ontario's Green Development Standards are summarized in Table 1 below and listed in order of adoption year.

Table 1 Municipal Sustainable and Resilient Development Standards in Ontario

Municipality	Name	Adoption year	Incentives in Place
Toronto	Toronto Green Standard	2006	DC Refund
Halton Hills	Green Development Standards	2014	Not applicable
Mississauga, Vaughan, Brampton, Richmond Hill	Sustainability Performance Metrics	2018	Not applicable

East Gwillimbury	Thinking Green! Development Standards	2018	Not applicable
Whitby	Whitby Green Standard	2020	Not applicable
Durham	Resilient House Standard	Not yet adopted	Not applicable
Kingston	Not Applicable	Not Applicable	Community Improvement Plan has been approved but not yet funded

The metrics in Ottawa's proposed HPDS build on the work done by these municipalities and the information in the Green Standards Toolkit. The HPDS Metrics in Documents 3 and 4 include information on how the proposed standard compares to other jurisdictions. Where possible, Ottawa's HPDS has targeted alignment, particularly with the Toronto Green Standard as this consistency reduces burden of learning multiple requirements for developers and consultants who work across multiple municipalities. These standards have proven to be effective at shifting the industry in Toronto. The scatter plot below (Figure 1), courtesy of EQ Building Performance, provides a visual representation on how the median thermal energy demand intensity and GHG intensity have improved in representative Toronto Multi Unit Residential Buildings (MURB) between 2018 and 2020.

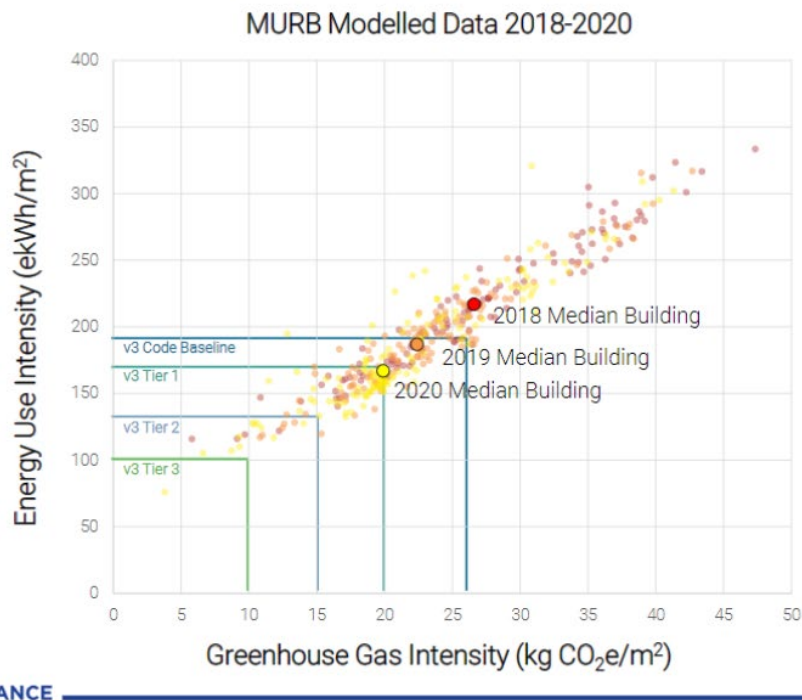


Figure 1 Multi Unit Residential Building Performance Modeled Data 2018-2020

Legislative Authorities

THE *PLANNING ACT*

The *Planning Act*, R.S.O. 1990, sets out the ground rules for land use planning in Ontario and establishes the means by which a municipality must implement land use planning decisions. The *Planning Act* lists several matters of Provincial interest to which Council must have regard for in carrying out its responsibilities under the *Act*, including:

- The protection of ecological systems, including natural areas, features and functions;
- The supply, efficient use and conservation of energy and water;
- The minimization of waste;
- The orderly development of safe and healthy communities;
- The promotion of development that is designed to be sustainable, to support

public transit and to be oriented to pedestrians; and

- The mitigation of greenhouse gas emissions and adaptation to a changing climate.

These interests give a clear indication of the kinds of issues municipalities should consider when creating policies and plans. The *Planning Act* also requires that municipal land use decisions be consistent with the 2020 Provincial Policy Statement (PPS). The PPS addresses several issues related to the HPDS requirements including energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions, and preparing for the impacts of a changing climate. In so doing, the *Planning Act*, provides a number of tools to regulate land use development in *Ontario* and sets out the statutory framework under which these tools are to be used, namely through Site Plan Control and Plan of Subdivision approval process.

SITE PLAN CONTROL

Section 41 of the *Planning Act* provides municipalities with a broad scope of power to approve plans and drawings for development applications within Site Plan Control areas, which in Ottawa's case includes the entire city. On January 1, 2007, new Site Plan Control provisions in the *Planning Act* took effect, granting additional powers to approve drawings that contain:

- Matters relating to exterior design, including without limitation the character, scale, appearance and design features of buildings, and their sustainable design, but only to the extent that it is a matter of exterior design; and
- The sustainable design elements on any adjoining highway under the City's jurisdiction, including without limitation trees, shrubs, hedges planting or other ground cover, permeable paving materials, street furniture, curb ramps, waste and recycling containers and bicycle parking facilities.

The *Planning Act* requires provisions to be included in the Official Plan and Site Plan Control By-law in order to implement these new powers. Section 11.1 of the new Official Plan includes the provisions for sustainable and resilient design features to be addressed in the implementing HPDS for Site Plans. Together, the Official Plan and upcoming amendments to the Site Plan Control By-law, expected in Q2 2022, provide

the authority for the HPDS to come into force.

PLAN OF SUBDIVISION

Section 51 of the *Planning Act* sets out the authority for the City to approve the subdivision of land. A registered Plan of Subdivision and the accompanying agreement is a legal document that outlines all the details and conditions required to develop a parcel of land, while being consistent with the Provincial Policy Statement and Ottawa's Official Plan. The HPDS includes the requirement for a Community Energy Plan to be prepared for greenfield or redevelopment areas being developed through a Plan of Subdivision application or for new greenfield areas undertaking a Local Plan such as a Secondary Plan.

ONTARIO BUILDING CODE

The *Building Code Act*, 1992 and the Ontario Building Code apply to all new buildings, demolitions, and changes of use. The *Building Code Act* and the regulation exist to promote the safety and accessibility of buildings that are being constructed, renovated, or undergoing a change of use. Municipalities enforce the Building Code through a building permit process, but the authority to make changes to the Building Code lies with the province.

The HPDS does not overrule the building code nor speak to specific construction technologies that are covered by the Building Code. This is important to understand as it helps to distinguish the line between standards related to site design and standards required under the Building Code.

Energy use is dictated by both land use planning decisions as well as specific criteria set out in the Ontario Building Code. Building energy requirements in the HPDS are demonstrated through an energy modeling report, which uses the information available at Site Plan, and necessary assumptions. This is intended to ensure projects focus on exterior design elements, however, it does not restrict the applicant from using interior measures should they decide to do so.

Exterior Site Plan design elements that impact building energy performance can include:

- Building orientation and site layout;
- Building articulation;
- Window size and amount of framing;
- Wall thickness and lot lines;
- Energy source;
- Parking layout (interior parking will create ventilation and lighting energy demand that do not exist with exterior parking); and
- Exterior lighting layout and requirements.

To fully realise the targets set out in Energy Evolution , HPDS will need to be fully implemented as described and faster and higher advancements to minimum energy efficiency requirements in building codes and product standards will be necessary. This issue and recommendations for the Province are discussed further under Recommendation 6 of this report.

DISCUSSION

Recommendation #1: Approve the High Performance Development Standard Site Plan Metrics in Document 3, and as described in this report;

Recommendation #2: Approve the High Performance Development Standard Plan of Subdivision Metrics in Document 4 and described in this report.

What is the HPDS

The HPDS is a collection of metrics which define high performance of new building projects as it relates to advancing sustainable and resilient design.

Objective

The HPDS aims to advance sustainable and resilient design through the planning application review process. This means performance in many areas beyond just energy. Sustainable design includes considerations for health, energy efficiency, accessibility, ecology, resiliency, waste management and mobility.

When the HPDS applies:

The HPDS will be applied to the following application types:

- Site Plan Control in the Urban Area: all planning applications
- Site Plan Control in the Rural Area: complex applications only
- Plan of Subdivision of all Areas: Application for New Development

When the HPDS does not Apply

- Ongoing Applications: Projects that have completed pre-application consultation or submitted applications prior to adoption of the HPDS will be exempt from the HPDS. Upon Council approval of the HPDS, development review staff will raise HPDS in pre-application consultations to make applicants aware of the requirements and effective date.
- Building Permit Applications: The HPDS will not apply to projects that are processed directly through the Building Permit this includes single and semi-detached dwellings and other exempt low-rise residential forms.
- Heritage: Heritage projects are exempt where the requirements of the HPDS can be shown to compromise the integrity of the heritage features of the building.
- The HPDS shall only apply to the area of the site undergoing development. This pertains to changes to existing development such as additions or new buildings on developed site.
- Metric specific application considerations are included in the HPDS Metrics Documents 3 and 4.

A Tiered Approach: Phased in Mandatory and Voluntary Metrics

Based on consultation with other Ontario municipalities and review of their sustainable and resilient development standards, staff recommend a tiered approach with a mix of mandatory and voluntary metrics. This is consistent with Toronto's Green Standard, the most ambitious standard and oldest standard in Ontario. In this approach, mandatory

metrics will help raise the minimum design requirements while the voluntary metrics set direction for where design should be headed and future updates to be made over time. The tiers help enable industry to prepare and plan for increasing requirements. Adherence to the metrics will be a required part of the documentation for Site Plan and Plan of Subdivision applications. The HPDS will use the authorities allowed for through Site Plan and Plan of Subdivision as described in section above and reference related authorities such as zoning where applicable.

The HPDS is a three-tiered set of metrics:

Tier 1: Identifies the minimum mandatory sustainable and resilient design performance metrics that will be secured during Site Plan and Plan of Subdivision application approval processes with the use of plans, reports and agreements.

Tier 2: Identifies enhanced sustainable and resilient design performance metrics which are voluntary, some of which are outside of what can normally be required under the *Planning Act*. Options to incentivize Tier 2 are being explored, a summary of the goals and options for incentives is included in Document 5.

Tier 3: These metrics are referenced in building energy emission targets and align with the 2030 emission reduction targets in the Energy Evolution model.

HPDS Metrics

HPDS includes 12 required metrics for Site Plan Applications and 3 required metrics for Plan of Subdivision. These metrics cover sustainable design criteria addressing, energy, waste, health, resiliency, and ecology and transportation. The complete details of metrics are provided in Documents 3 and 4. The HPDS builds off existing guidelines and submission requirements. There are three new submission documents required as a result of the HPDS. These are:

- **HPDS Checklist:** The HPDS Checklist will be where applicants summarize how the HPDS metrics are met and provide reference to supporting plans where applicable.
- **Energy Model Report:** This report summarizes the findings of the preliminary energy model in comparison to the energy targets required in the metric. Energy

modeling reports are required for buildings over 2,000 square metres gross floor area. The Energy Modeling Report will identify energy conservation measures proposed and any applicable assumptions made in modeling the energy performance of the building. In addition, site plan applications within an approved Secondary Plan area or Plan of Subdivision that have an associated Community Energy Plan should be referenced and followed. Document 6 Energy Model Report Terms of Reference provides the detailed requirements for producing the energy model and completing the Energy Model Report.

- **Community Energy Plan:** The Community Energy Plan document includes a community energy analysis, alongside mitigation measures, stakeholder and partner identification and an implementation measurement and monitoring plan. The community energy analysis refers to the overall assessment process to identify on and off-site measures to align the design of the development with City climate objectives. The detailed requirements for the Community Energy Plan can be found in Document 7 Community Energy Plan Terms of Reference.

The Building Energy Efficiency and Community Energy Plan metrics are new requirements and vary by planning application type as set out in Table 2. The targets in these metrics have been informed by the work of Energy Evolution which includes targets for near zero emission new buildings by 2030. The metrics worked back from this target with the expectation the HPDS will go through two versions before achieving a near zero emission target. Further details on these targets are provided in Document 1. The energy thresholds in these metrics align with the City of Toronto's Tier 1 version 4 metrics, with adjustments made for Ottawa's local climate.

Table 2 HPDS Metrics Planning Application Type Summary

Category	Metric	Site Plan		Plan of Subdivision	
		Tier 1	Tier 2	Tier 1	Tier 2
Energy	Building Energy Efficiency ¹	X	X		
	Community Energy Plan (CEP)			X	X
	Operational Energy		X		X ²
	Renewable Energy		X		X ²
	District Energy		X		
	Embodied Carbon		X		X ²
Health	Accessibility	X			
	Fresh Air Intake Locations	X			
	Health Supportive Amenities		X		
Ecology	Tree Planting	X		X	
	Plant Species	X		X	
	Exterior Lighting	X	X		
Resiliency	Sustainable Roofing	X			
	Cool Landscaping	X			
	Operable Windows		X		
	Interior Room Temperature Design Maximum		X		
	Resiliency Plan		X		X ²
	Extreme Wind and Snow Loading				X

	Refuge Area		X		
Waste	Common Area Waste	X	X		
	In Unit Waste Sorting		X		X
	Construction Waste Management Plan		X		X
Mobility	Parking		X		
	Micro Mobility		X		
	EV Parking	X	X		X ²
	Bike Access and Storage	X	X		
	Enhanced Bike Facilities		X		
	Transit Access		X		
	Enhanced Transit Facilities		X		

HPDS Phasing

The HPDS will be phased in over time to build staff and industry capacity while still accounting for Climate Change targets. The proposed phasing schedule is summarized in Table 3 below.

Table 3 HPDS Phasing

HPDS Version	Key elements	Proposed date to come in effect
HPDS v. 1.1	The first phase of the HPDS will require the majority of the metrics in new development applications. The one	June 2022

¹ Energy Modeling required for buildings over 2,000m² gross floor area.

² These items are encouraged in the CEP they are not stand alone metrics

	exception to this is the energy modeling metric. This will begin as an analysis report only requirement, meaning the energy analysis will be required but no targets will be enforced.	
HPDS v. 1.2	This second phase of the HPDS will require energy threshold requirements be enforced as part of the energy analysis for the project.	June 2023
HPDS v. 1.3	The third phase of the HPDS will phase in elements that require zoning to enforce, such as Electric Vehicle parking requirements. This required no change to the HPDS as the HPDS points to the Zoning By-law under the applicable metrics.	Q4 2024
HPDS v. 2	A full update will be conducted in 2025 and will be subject to Council approval. It is expected this update will step up a number of the previous versions Tier 2 metrics into Tier 1 and take effect Jan. 1, 2026.	January 2026
HPDS v.3	This will be a full update subject to Council approval. It is expected to bring the HPDS in line with the Energy Evolution targets for 2030.	January 2030

Consultation

The HPDS is closely linked to both Energy Evolution and the Official Plan. Both of these projects had engagement processes which informed the development of the proposed standard. These are described briefly; details of dedicated HPDS engagement follow.

Energy Evolution

The HPDS was identified by Energy Evolution External Working Group as a way to advance climate change mitigation objectives through City planning processes and

building on the Toronto Green Standard. This led to the project overview and general scoping which was approved by council through the Energy Evolution Report.

Official Plan

The HPDS is enabled through policies in the new Official Plan. The Official Plan engagement included feedback on the need for climate change action, along with concerns of the impacts of changing policies on affordability and housing supply. The Official Plan engagement included a dedicated information session on Climate Change policies in the Official Plan along with an overview of the HPDS. The Official Plan online surveys included feedback forms on the HPDS.

HPDS

The HPDS consultation began with a presentation to industry committee groups and communication to the public through the OP engagement when the HPDS was under development. Between July 2020 and November 2021, a series of eight workshops were held with developers, architects and sustainability consultants on the proposed HPDS to review the feasibility and process of the standard. In conjunction with this, the Community Energy Plan Terms of Reference was developed in consultation with utilities, industry and energy professionals. This helped to develop the draft HPDS which was published on Engage Ottawa for public review in November 2021. Comments were received between November and mid January 2022. A public information session was held in early December 2021. Upon request, two additional Q&A sessions were held in January 2022. In addition to these City hosted engagement sessions, staff participated in four guest presentations at external hosted events. Consultation will continue as incentive options are considered for the HPDS. More education and information sessions will be held through 2022 to support the roll out of the standard.

Summary of Concerns Raised on the HPDS

Concerns and risks related to new requirements were raised throughout consultation. A number of documentation and technical concerns raised through consultation were resolved through revisions and or adjustments to the HPDS metrics or will come in the updated Tree Planting Guidelines. The outstanding concerns can be summarized in five

main categories:

LEVEL OF AMBITION

Two opposing concerns were raised by various stakeholders with respect to the level of ambition of the HPDS. Stakeholders primarily from the environmental and energy consulting or advocacy sectors and renewable energy providers identified concerns that the HPDS does not go far enough with energy performance and tree planting targets. Conversely, the development and building industry representatives raised concerns over the targets being too difficult to affordably achieve under current practices and processes.

The energy metrics were informed by the Energy Evolution model and align with targets in place for the City of Toronto, with adjustments for Ottawa's climate conditions. The energy performance targets can be achieved through standard practices available to the development industry today but are more ambitious than what many builders are achieving today. The metrics alone will not be enough to achieve the climate change mitigation targets, but they are an important component of raising the bar.

The health and resiliency metrics were developed in consultation with Ottawa Public Health and supporting City teams including the Accessibility Group.

The tree and ecology targets were informed by the Urban Forest Management Plan, the Bird Safe Guidelines and ongoing work led by the City's Natural Systems team.

LEGISLATIVE AUTHORITY

Concerns were raised that the HPDS's energy metrics may extend beyond the City's legislative authority under the *Planning Act*. The energy metrics have been reviewed by the City's legal staff, who are of the opinion that the metrics are consistent with the *Act*. This opinion is supported by other municipalities in Ontario and additionally by the Ontario Municipal Board (OMB) ruling on the Toronto Green Standard³.

Energy is addressed through both the Ontario Building Code and the HPDS. The building code focuses on efficiencies of individual building components such as wall insulation R-values and minimum efficiency ratings for mechanical equipment. The

³ [Ontario Municipal Board \(OMB\) Toronto Green Standard Ruling](#)

HPDS focuses whole building performance with an emphasis on exterior measures to advance through whole building energy modeling and energy intensity targets.

The development industry contested the Toronto Green Standard's energy requirement when it first became mandatory in 2010. Following minor revisions by the City of Toronto, the OMB ruled that the Toronto Green Standard was within the municipality's legislative authority. There is a common misconception that the City of Toronto uses authority particular to the *City of Toronto Act* for the Toronto Green Standard. This is not the case. The Toronto Green Roof By-law uses authority particular to the *City of Toronto Act*, but the Toronto Green Standard uses the same authorities provided to other Ontario municipalities within the *Planning Act*. This is discussed further in the Legal implications section of the report.

COST IMPACTS

Stakeholders from the development industry raised concerns that the HPDS will increase cost of development in the City of Ottawa. The added consulting costs associated with the new energy model and community energy plan reports, required under the HPDS, are estimated in the \$5,000 to \$50,000 range. This will vary depending on the size of the project and types of solutions the project looks to review. The top end of this scale represents Community Energy Plans for large subdivisions the lower end represents energy models for individual buildings.

It is important to note that many commercial and multi-unit residential projects currently complete energy modeling because it is a common pathway for building code compliance for these building typologies. In this case, the added cost would only be associated with the timing of the model and not the complete cost of the modeling exercise. Industry raised concerns that additional consulting costs would be incurred as early energy modeling requires earlier consultant engagement. The energy model report terms of reference allow for several assumptions which reduces the need for this. Early energy analysis is important to enable new solutions and embed energy considerations throughout the design of the building.

A number of studies from across Canada were reviewed to help estimate the cost implications of the HPDS. It is expected that increased energy requirements could

contribute between 1 and 10 per cent increase in construction costs⁴. These costs are highly variable and will depend on design and process flexibility, and individual projects baseline design. When reviewing additional cost implications, there are a number of key factors to consider including:

- Costs to advance sustainable and resilient design objectives are best managed through early design decisions. Early decisions can influence elements such as community infrastructure, building form, window sizing and layouts, and wall thicknesses, that are difficult to change later. This is why Site Plan Control and Plan of Subdivision are key opportunities to address energy performance. Building Code may be too late for these considerations to be incorporated in the design.
- The cost of implementing improvements at design and construction are significantly lower than if retrofits are required. The Energy Evolution model calls for significant retrofits to existing buildings to meet the climate change targets. By implementing requirements in new developments at building design, costly future retrofits can be avoided. In addition to costly retrofits, some design decisions cannot be retrofitted when not accounted for at construction.
- Projects are encouraged to consider the operational costs in design process in addition to the HPDS energy metrics. Due to differences in cost for different energy source energy efficiency improvements can have positive, negative or neutral impacts to operating costs. Energy costs will vary over time and overall the Energy Evolution model projects that net zero homes will save the community money over the next 30 years.
- The HPDS has been adjusted and proposed phasing is designed to help manage the adverse impacts of multiple City led cost implications coming into effect nearly simultaneously.
- Additional costs related to HPDS are relatively low compared to the high community costs associated with climate change, health and the environment.

⁴ (BC Step Code and the Energy Step Code Council, 2018) (City of Edmonton, 2020) (North American Passive House Network, 2021) (The City of Toronto, 2017) (Zero Emissions Building Exchange, 2021)

TIMING OF THE HPDS

Industry raised concerns that the HPDS is coming into place at the same time they could be impacted by other City initiatives such as Inclusionary Zoning and Community Benefits Charge. It is noted that Inclusionary Zoning shall be limited to Major Transit Station Areas. Other stakeholders, including concerned citizen groups, have raised concerns that the HPDS should be enforcing higher requirements faster. Efforts have been made to balance these competing perspectives, in order to meet the targets in Energy Evolution and bring forward metrics that are achievable for industry.

ENFORCEMENT

Industry groups and stakeholders have both raised concerns about how the HPDS will be enforced and whether the City has sufficient expertise to fully enforce the requirements. This is important to ensure a level playing field for industry and to realize the objectives of the program. The implementation plan proposes using consultants to review HPDS requirements in the first few years. This will ensure compliance and technical expertise while the City builds knowledge and assess whether new staff will be required to support implementation. Staff recognize that there are constraints under the *Planning Act* that limit enforcement of the HPDS, including that the HPDS cannot be enforced through the building construction and occupancy permit process.

SCOPE OF THE HPDS

Some stakeholders have raised concerns that the HPDS will not apply to low-mid rise small residential infill projects. The HPDS is limited to applying to building sizes which are subject to Site Plan Control and Plan of Subdivision. Extending the scope of the Site Plan Control By-law was not under consideration for the HPDS. A separate report on potential Site Plan control changes flowing from the new Official Plan is anticipated in Q2 2022.

The Energy Modeling Report threshold applying to buildings over 2,000 square metres was put in place to mitigate additional cost and schedule concerns that are more impactful in smaller scale developments. Staff will monitor the HPDS to ensure the proposed scope is appropriate and may need to recommend alternate programs to address development types that fall outside of the scope of this HPDS.

TIMING OF ENERGY PLANS

Industry groups raised concerns that energy modeling reports and community energy plans are being requested too early in the project design cycle as there is limited detail available at this stage. The review process made some allowances to delay submission of these plans but, remain a requirement. Energy planning early in design before details are locked in enable more innovation that would not otherwise be possible.

Recommendation #3: Approve the Implementation Plan and standard delegated authority report conditions in Document 8 and described in this report and

- a. direct staff to update the development review process documents to reflect this plan.

An implementation plan is important to ensure success of the HPDS. Key factors considered in the implementation plan include:

- Industry Readiness – It is important to recognize that the implications of the HPDS fall on development industry to design and achieve. Working with industry on the requirements and building in timelines that allow for industry to adapt to the changing scope of planning applications is an important component to ensure success of the HPDS.
- Staff knowledge – City planning staff will need appropriate training and technical support to ensure they are able to fully enforce the HPDS and make allowances for exceptions when they are required.
- Verification processes – It is important to ensure the goals of the HPDS are being realized. This means technical support in reviewing plans and model documentation be fully required prior to Site Plan approval.

The implementation plan has taken these key factors into consideration when making recommendations on process, timing, and resourcing. The Implementation Plan and Review Process Table are provided in Documents 8 and 9 respectively.

The Implementation Plan includes:

- Updating development review process documents to align with new HPDS

requirements;

- The process for reviewing the HPDS and associated reports. This review will be completed by Development Review File Leads with support from external energy consultants and internal experts such as the Natural Systems Team;
- Recommendation that in 2023 development application fees be updated along with planned development application fee increases to cover the expenses related to technical expert review of the HPDS and associated reports.
- The Draft Conditions for enforcing the HPDS; and
- Training recommendations for staff and industry on the HPDS.

Conditions

The HPDS will form part of the development agreements. The recommended conditions related to Site Plan and Plan of Subdivisions agreements are in Document 8. The City's means of enforcing and clearing conditions is through the collection of securities on the project. Staff are not recommending the collection of additional securities for the HPDS conditions at this time. Staff recommend that implementation of the HPDS be monitored to determine if additional steps through and after construction are necessary to ensure agreements are implemented.

Next Steps

Recommendation #4: Direct staff to report back to the Joint Planning and Agriculture and Rural Affairs Committee with revised Site Plan Control By-law enabling the High Performance Development Standard to come into effect June 1, 2022, to be included as part of the Official Plan Implementation Report.

To complete the required legislative framework for enforcing the HPDS, the Site Plan Control By-law will need to be updated. This update will require that Section 9 Approval of Plans and Drawings of the by-law include the HPDS checklist and Energy Modeling Report.

The Site Plan Control By-law is planned to be updated with the Official Plan Implementation report in a similar timeframe. It is recommended that the HPDS Site

Plan Control updates be included in this to minimize number of versions of the Site Plan Control By-law over a short period of time.

Zoning By-law Update

There are metrics in the HPDS which will be addressed through zoning. The HPDS references the zoning requirements where applicable. In the case of electric vehicle requirements, the references to the Zoning By-law are for zoning requirements which are not yet in place but, which are expected to be considered as part of the New Comprehensive Zoning By-law. The metrics which reference zoning include provisions for waste storage, green roofing, electric vehicle charging, and bike parking requirements. Where the metrics are already addressed in existing zoning, the Tier 1 metrics do not exceed zoning requirements, as having two sets of municipal requirements related to the same design element which do not align would create unnecessary complications.

Recommendation #5: Direct staff to report back to the following committees:

- a. The Standing Committee on Environmental Protection, Water and Waste Management by Q3 2023 with recommendations to update to the Corporate Green Building Policy to align with Tier 2 of the High Performance Development Standard;

Council approved GHG reduction targets for both the community and the City's corporate emissions. Energy Evolution calls for all for all municipal buildings to be near zero emissions by 2040. To achieve targets, avoid future costly retrofits, ensure the City demonstrates leadership on its own projects, staff recommend updating the Corporate Green Building Policy to align with Tier 2 of the HPDS. The report will look at a transition to zero carbon or zero carbon ready performance and provide further details on particulars for City building types, transition planning and budget implications.

- b. The Standing Committee on Environmental Protection, Water and Waste Management on key performance indicators relating to the implementation and results of the High Performance Development Standard as part of the Climate Change Master Plan Annual Status Update;

As part of the approved Climate Change Master Plan, staff committed to providing an

annual update on the climate change framework that includes the latest GHG inventories and how Ottawa is tracking towards achieving the GHG emission reduction targets, and a status update on the eight priorities. This will include key performance indicators on the impacts of the HPDS.

- c. Planning Committee with proposed incentive program, and funding options to support higher tier performance (Tier 2) in Q2 2023; and

Incentives are an important part of building capacity and leading the way to enable change in the industry. Industry and other key stakeholders have identified the need for incentives. An overview of the role incentives can play and options available is included in Document 5.

An incentive strategy could include monetary, process, or marketing benefits to program participants. In addition, an incentive strategy will explore options to incorporate HPDS Tier 2 metrics into sales or funding agreements in development projects connected to City or other partner organizations, funding and real-estate divestment activities, and Community Improvement Plans.

- d. Planning Committee with a review and update the High Performance Development Standard every 4 years with first recommended update for approval in 2025.

The HPDS has been designed to work toward 2030 energy efficiency targets laid out in Energy Evolution. Four years is the halfway point for the next step in incremental improvement. This update frequency gives one update step between the first version of the HPDS and the near net zero emissions version targeted for 2030. A 2025 report would support the updated standard to come into effect in 2026.

- e. To Planning Committee with recommendation of HPDS criteria to be used for applications with reduced submission requirements as allowed for under Official Plan Policy 11.1 2 a

The Official Plan provides policy direction to allow for simplified Site Plan criteria for projects which advance the goals in the Growth Management Strategy. To ensure this simplified process advances sustainable and resilient design, staff recommend that appropriate HPDS criteria be developed for use in these applications.

Recommendations on these criteria will be brought to Council for approval along with any recommended changes to the Site Plan process. This additional process will respond to community concerns related to the limitations of the scope of the HPDS.

Recommendation #6: That the Mayor, behalf of Council, request that the Government of Ontario:

- a. Amend the energy requirements in the Ontario Building Code to align with climate change mitigation goals and improve adaptation measures for the changing climate or if the Government of Ontario does not agree to implement these changes;
- b. Provide provisions within the Ontario Building Code for increased resiliency and net zero emissions and give the authority for municipalities to optionally adopt these measures.

For the Climate Change adaptation and mitigation goals to be fully realised, updates to the provincial building code will be required in addition to municipal policy and actions. The HPDS has limitations to enforcement and level of review. Performance objectives need to be engrained in all steps along a construction projects cycle to ensure impacts are realized. The Building Code is an important aspect of the construction project cycle it extends beyond this into operations as well.

Staff recommend that the Mayor request that the Province amend the Ontario Building Code to:

- Align with pending federal emissions reduction targets;
- Enhance wind loading requirements for Part 9 buildings; and
- Increase back up power requirements in Part 3 residential buildings, including areas of refuge for extended power outages.

This can be achieved through blanket requirements across the province or including provisions for higher level requirements within the Ontario Building Code, as is planned in the National Model Code, which can be optionally mandated at a regional level. This would help level the playing field and standardize the approach to measures across municipalities and provide municipalities the option to adopt local provisions at the rate

acceptable for their region. This approach has been used in British Columbia (BC) with the BC Step Code and is an important strategy that allows for the province to continue to push performance while allowing for more time to build industry capacity that may be a challenge in particularly remote regions of the province. For example, airtightness testing could be made mandatory in municipalities with existing capacity while providing greater time for remote regions to build capacity.

OTHER APPLICABLE POLICIES AND GUIDELINES

To date, some aspects of sustainable and resilient design have been incorporated into the development review process by reference to existing urban design and other guidelines, policies and plans, such as the following:

- a. Bird-safe Design Guidelines
- b. Urban Forest Management Plan
- c. Tree Planting in Sensitive Marine Clay Soils
- d. Solid Waste Collection Guidelines

In addition, in 2009, a voluntary Green Checklist was attached to the application form for Site Plan Control in order for applicants to indicate if they are pursuing higher level performance measures. Planning Services staff have indicated that very few applicants have completed the voluntary Checklist since it was developed. Once the HPDS comes into effect, the voluntary Green Checklist will be replaced by the proposed HPDS Checklist.

Generally, project proponents are encouraged to follow all applicable guidelines in the design of new development. Design guidelines present generalized approaches that are suggested to be applied and analyzed in any given context to determine its appropriateness, however, compliance is not required.

OFFICIAL PLAN

The new Official Plan is underpinned by a resiliency focus as one of the main drivers of policy which began with the Five Big Moves in 2019. In particular, the HPDS seeks to achieve the goals outlined in Policy Move 4; to embed environmental, climate and

health resiliency into the framework of planning policy.

The Official Plan's Urban Design Section (4.6.4) requires that innovative, sustainable and resilient design practices and technologies be used in site planning and building design; to be supported by the HPDS. The specific goals to be achieved by the HPDS are further set out in the Implementation Section (11.1) of the Plan, and include the following:

- a) Weather-protected on-site bicycle areas and pedestrian-friendly infrastructure to encourage cycling and walking and to reduce emissions from transportation;
- b) High reflective materials, shade trees, and green and cool roofs to reduce ambient surface temperature to minimize the urban heat island effect;
- c) Active and passive design measures to improve energy efficiency and reduce peak demand such as building orientation to take advantage of passive solar heating, shading for cooling and natural light and energy efficient exterior cladding and window treatments;
- d) Renewable energy production and supply to provide clean, local energy reducing greenhouse gas emissions and improving resiliency to power outages
- e) Low Impact Development and other nature-based approaches to manage stormwater and mitigate flood risks where feasible, and reduce demand for potable water;
- f) Trees to enhance the urban forest and use of native species to protect, restore and enhance the natural heritage system;
- g) Bird-safe glass treatment to minimize the risk for bird collisions and energy efficient, shielded exterior lighting to reduce nighttime glare and light trespass;
- h) Dedicated areas for collection and storage of recycling and organic waste to increase waste diversion; and
- i) Enhanced human health by increasing opportunities for physical activity, mitigating impacts of air pollution, requiring passive cooling strategies such as operable windows and shade to mitigate against extreme heat and promoting

access to food.

While these same goals are appropriate to consider in the review of Draft Plan of Subdivision applications, not all standards can be applied effectively on a larger scale. The HPDS therefore includes only 3 mandatory metrics for Plan of Subdivision applications: Community Energy Plan, Tree Planting and Plant Species.

The Official Plan enables Community Energy Plans to be submitted in support of Community Design Plans, Local Plans and Plan of Subdivision applications. Community Energy Plans address energy efficiency and energy supply as part of the design of new greenfield communities and redevelopment areas. The Tree Planting and Plant Species metrics will be shown on the landscape plan which is an existing submission requirement for Plan of Subdivision applications

HERITAGE

Development on sites that are designated under Part IV or Part V of the *Ontario Heritage Act* shall be exempt from the HPDS if it can be demonstrated that they will negatively impact the defined cultural heritage attributes of the property.

PROVINCIAL POLICY STATEMENT

Upon review, staff have determined that the proposed HPDS is consistent with the 2020 Provincial Policy Statement.

RURAL IMPLICATIONS

The HPDS will no apply to agricultural uses and is proposed to apply to Complex Applications, in the Rural Transect only. Complex Applications follow the same definition as the [Site Plan Control Subtype Thresholds](#). Rural Transect is as defined in Ottawa's Official Plan. This will be reviewed further in a subsequent report.

CONSULTATION

The HPDS are based on lessons learned from similar municipal programs across Ontario and consultation with internal and external stakeholders.

Between 2019 and 2021, the project hosted over 11 meetings. Inputs from these stakeholders, as well as consultations with other municipalities, has been critical in

guiding and informing the development of HPDS metrics and the Implementation Plan.

This consultation has also built on information and suggestions that have come in as part of the Official Plan and Energy Evolution engagement initiatives. Ongoing engagement with staff, councillors, community partners and the public will be crucial to implementing the HPDS. Groups consulted include;

- BOMA
- GOHBA
- Hydro Ottawa
- Enbridge
- Energy Modelers and Consultants
- Efficiency Canada
- Community Groups

Other Municipalities

COMMENTS BY THE WARD COUNCILLORS

This is a city-wide report – not applicable.

LEGAL IMPLICATIONS

The legal authority for High Performance Development Standards is set out above in the discussion under the headings Site Plan Control and Plans of Subdivision. In addition, as noted in the table under HPDS Phasing, certain measures such as requiring parking places for Electric Vehicles will require an amendment to the Zoning By-law.

The amendment to the Zoning By-law will of course be subject to the possibility of appeal. The imposition of conditions on individual applications for site plan approval and on applications for draft plan approval with respect to subdivisions are also subject to appeal to the Ontario Land Tribunal.

RISK MANAGEMENT IMPLICATIONS

There are risk implications, namely as it relates to potential legislative challenges, impacts to cost of development, and achieving the climate change targets. These risks have been raised in particular as part of the concerns raised from stakeholders. These were identified and explained in the report and are being managed by the appropriate staff.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications associated with the recommendations of this report. Asset management implications associated with updating the Corporate Green Building Policy to align it with Tier 2 of the HPDS will be presented in a follow up report to Committee and Council on the Corporate Green Building Policy update.

FINANCIAL IMPLICATIONS

Review of applicable planning submissions will be completed through a combination of existing staff resources and external consultants funded through the 2022 operating budget. The implementation plan recommends that development application fees be updated in the new term of Council to cover the costs associated with the expert review of the energy requirements.

Staff will report back on incentive recommendations as these could have significant future financial implications.

ACCESSIBILITY IMPACTS

As noted in the report, sustainable design includes considerations for health, energy efficiency, accessibility, ecology, resiliency, waste management and mobility. This has positive impacts on all residents in the City, including people with disabilities.

Accessibility considerations were included in the metrics working with the City's Accessibility Office. Staff working on the implementation of the HPDS will continue to work with the Accessibility Office to ensure accessibility is considered in areas including, but not limited to, mobility and parking.

Under the *Accessibility for Ontarians with Disabilities Act, 2005* (AODA), the City has a duty to consult with its Accessibility Advisory Committee (AAC) on site plan applications. Working group members assess all site plan applications with an accessibility lens and are able to recommend efficiencies and flag potential barriers before they are created.

Under the AODA, the City also has a duty to consult with its AAC on changes to on-street parking, such as increased parking for electric vehicles. Consultation with the Committee will be conducted before the third phase of the HPDS is implemented.

ECONOMIC IMPLICATIONS

The HPDS directly contributes to the Environmental Stewardship strategic outcome to grow and protect a healthy, beautiful and vibrant city that can adapt to change within the City's 2019-2022 Strategic Plan. The HPDS metrics seek to advance sustainable and resilient design, these metrics advance targets in areas related to climate change and other environmental aspects. The HPDS includes metrics to support urban tree canopy, natural species protection, and climate change mitigation and adaptation.

CLIMATE IMPLICATIONS

In January 2020, Council unanimously approved the Climate Change Master Plan, 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 GHG emissions by 100 per cent by 2050 and corporate emissions by 100 percent by 2040. The Climate Change Master Plan is supported by two key strategies:

- **Energy Evolution: Ottawa's Community Energy Transition Strategy:** Received by Council in October 2020, this strategy is the framework for how Ottawa can achieve its GHG reduction targets.
- **Climate Resiliency Strategy:** Still under development, this strategy will assess how Ottawa is vulnerable to climate change and identify strategies to mitigate the greatest risks.

In 2019, buildings accounted for roughly 46 per cent (4545 kt CO₂e) of total emissions in Ottawa. A total of 20 projects were identified through Energy Evolution to accelerate action and investment, one of which is the HPDS. Overall, the HPDS is projected to

enable 224 ktCO_{2e} of GHG emission reductions by 2030 and improve the resiliency of Ottawa's buildings.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Environmental Stewardship, to grow and protect a healthy, beautiful, and vibrant city that can adapt to change

SUPPORTING DOCUMENTATION

Document 1 High Performance Development Standard Energy Targets

Document 2 High Performance Development Standard Emissions Impact Estimate

Document 3 High Performance Development Standard Metrics Site Plan

Document 4 High Performance Development Standard Metrics Plan of Subdivision

Document 5 HPDS Incentives Options

Document 6 Energy Model Report Terms of Reference

Document 7 Community Energy Plan Terms of Reference

Document 8 High Performance Development Standard Implementation Plan

Document 9 High Performance Development Standard Review Process Table

DISPOSITION

The Planning, Real Estate, and Economic Development Department Climate Change and Resiliency Unit will coordinate the High Performance Development Standard with support from other groups across the organization including;

- Planning Services - Implementation Plan Recommendation 3.
- Long Range Planning - Site Plan By-law Recommendation 4 and OP Policy 11.1 2a Recommendation 5 e)

- Finance and the Corporate Real Estate Office to support with incentives recommendation 5 c)
- Infrastructure Services, Asset Management, Corporate Finance and, Facilities Management support on the Green Building Policy Recommendation 5 a
- Innovative Client Services support with reporting 5 b)
- Business and Technical Support Services and Legal Services support with implementation as required