

1. New Official Plan – Preliminary Policy Directions

Nouveau Plan officiel – Orientations stratégiques préliminaires

Planning Committee and Agriculture and Rural Affairs Committee
Recommendations as amended

That Council:

1. approve the recommended population, household and employment projections as the basis for the new Official Plan in Document 1;
2. approve the Preliminary Policy Directions for the new Official Plan in Document 2;
3. approve that an additional joint meeting of Agriculture and Rural Affairs Committee and Planning Committee take place in March 2020 to consider the following matters pursuant to the *Planning Act*, section 26:
 - a) to present the growth strategy policies in the new Official Plan and to discuss the revisions that may be required to ensure the new Official Plan is consistent with the Provincial Policy Statement and has regard for matters of provincial interest listed in section 2 of the *Planning Act*; and
 - b) to present information relating to intensification targets and more details related to the possible expansion of the urban area as will be recommended, to conform with the land supply policies and all other policies in the Provincial Policy Statement, including climate change policies; and
 - c) to present an overview of timelines and important milestones for the project;
4. direct staff to bring a report to a joint meeting of Agriculture and Rural Affairs Committee and Planning Committee, and Council in March 2020 outlining the land budget and detailed expansion area

criteria that will be used to inform the growth strategy in the new Official Plan;

5. direct staff to prepare a draft Official Plan to be tabled in October 2020 based on the Preliminary Policy Directions in Document 2 and the land budget and detailed expansion criteria approved in March 2020;
6. direct staff to initiate preparatory work in Q1 2020 to implement the new Official Plan in the Zoning By-law and bring a work plan to Council by Q4 2020, using current staff resources;
7. Suspend the distribution and delivery requirements under Subsection 29(3) and 34(1) of the Procedure By-law to consider this report at its meeting on December 11, 2019.

Recommandations du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales telles que modifiées

Que le Conseil :

1. approuve les prévisions recommandées dans le document 1 en matière de population, de ménages et d'emplois, et les utiliser comme base du nouveau Plan officiel;
2. approuve les orientations stratégiques préliminaires du nouveau Plan officiel figurant dans le document 2;
3. approuve la tenue d'une autre réunion conjointe de ces deux comités en mars 2020, pour étudier les questions suivantes relevant de l'article 26 de la Loi sur l'aménagement du territoire :
 - a) présentation des politiques stratégiques de croissance du nouveau Plan officiel, et discussion sur les révisions qui pourraient être nécessaires pour assurer la conformité du Plan officiel à la Déclaration de principes provinciale et la prise en compte des questions d'intérêt provincial énoncées à l'article 2 de la Loi sur l'aménagement du territoire;

- b) présentation de l'information concernant les cibles de densification et de renseignements supplémentaires sur l'éventuelle expansion du secteur urbain qui sera recommandée, visant à respecter les politiques en matière d'offre de terrains et toute autre politique de la Déclaration de principes provinciale, y compris celles qui touchent les changements climatiques;
 - c) présentation d'un aperçu du calendrier et des étapes importantes du projet.
- 4. enjoigne au personnel de présenter un rapport lors d'une réunion conjointe du Comité de l'urbanisme, du Comité de l'agriculture et des affaires rurales et du Conseil, prévue en mars 2020, dans lequel seront exposés le budget d'acquisition de terrains et les critères détaillés de la zone d'expansion qui serviront à étayer la stratégie de croissance du nouveau Plan officiel;
 - 5. enjoigne au personnel d'élaborer une version provisoire du nouveau Plan officiel, qui sera présentée en octobre 2020, en s'appuyant sur les orientations stratégiques préliminaires énoncées dans le document 2, et de préparer le budget d'acquisition de terrains et les critères détaillés de la zone d'expansion approuvés en mars 2020;
 - 6. enjoigne au personnel d'entamer, au premier trimestre de 2020, les travaux préliminaires de mise en œuvre du nouveau Plan officiel dans le Règlement de zonage, et de soumettre, au quatrième trimestre de 2020, un plan de travail au Conseil, avec les ressources en personnel actuelles;
 - 7. sursoie aux exigences de distribution et de livraison, en vertu des paragraphes 29(3) et 34(1) du Règlement de procédure, afin d'examiner le présent rapport à sa réunion du 11 décembre 2019.

Documentation / Documentation

1. Director's report, Economic Development and Long Range Planning, Planning, Infrastructure and Economic Development Department, dated November 28, 2019 (ACS2019-PIE-EDP-0046)

Rapport du directeur, Développement économique et Planification à long terme, Direction générale de la planification, de l'infrastructure et du développement économique, daté le 28 novembre 2019 (ACS2019-PIE-EDP-0046)

2. Extract of draft Minutes, Planning Committee and Agriculture and Rural Affairs Committee Special Joint Meeting, December 9, 2019

Extrait de l'ébauche du procès-verbal, réunion extraordinaire conjointe du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales, le 9 décembre 2019

**Planning Committee and
Agriculture and Rural Affairs
Committee
Joint Report 2
December 11, 2019**

5

**Comité de l'urbanisme et Comité de
l'agriculture et des affaires rurales
Rapport conjoint 2
le 11 décembre 2019**

**Report to
Rapport au:**

**Joint meeting of/
Réunion conjointe du**

**Planning Committee
Comité de l'urbanisme**

and/et

**Agriculture and Rural Affairs Committee
Comité de l'agriculture et des affaires rurales
9 December 2019 / 9 décembre 2019**

**and Council
et au Conseil
11 December 2019 / 11 décembre 2019**

**Submitted on 28 November 2019
Soumis le 28 novembre 2019**

Submitted by

Soumis par:

Don Herweyer

Director / Directeur

**Economic Development and Long Range Planning / Développement économique
et Planification à long terme**

**Planning, Infrastructure and Economic Development Department / Direction
générale de la planification, de l'infrastructure et du développement économique**

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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2019-PIE-EDP-0046

SUBJECT: New Official Plan – Preliminary Policy Directions

OBJET: Nouveau Plan officiel – Orientations stratégiques préliminaires

REPORT RECOMMENDATIONS

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

- 1. Approve the recommended population, household and employment projections as the basis for the new Official Plan in Document 1;**
- 2. Approve the Preliminary Policy Directions for the new Official Plan in Document 2;**
- 3. Direct staff to bring a report to a joint meeting of Agriculture and Rural Affairs Committee and Planning Committee, and Council in March 2020 outlining the land budget and detailed expansion area criteria that will be used to inform the growth strategy in the new Official Plan;**
- 4. Direct staff to prepare a draft Official Plan to be tabled in October 2020 based on the Preliminary Policy Directions in Document 2 and the land budget and detailed expansion criteria approved in March 2020;**
- 5. Direct staff to initiate preparatory work in Q1 2020 to implement the new Official Plan in the Zoning By-law and bring a work plan to Council by Q4 2020, using current staff resources;**
- 6. Suspend the distribution and delivery requirements under Subsection 29(3) and 34(1) of the Procedure By-law to consider this report at its meeting on December 11, 2019.**

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 prévisions recommandées dans le document 1 en matière de population, de ménages et d'emplois, et les utiliser comme base du nouveau Plan officiel;**
- 2. Approuver les orientations stratégiques préliminaires du nouveau Plan officiel figurant dans le document 2;**
- 3. Enjoindre au personnel de présenter un rapport lors d'une réunion conjointe du Comité de l'urbanisme, du Comité de l'agriculture et des affaires rurales et du Conseil, prévue en mars 2020, dans lequel seront exposés le budget d'acquisition de terrains et les critères détaillés de la zone d'expansion qui serviront à étayer la stratégie de croissance du nouveau Plan officiel;**
- 4. Enjoindre au personnel d'élaborer une version provisoire du nouveau Plan officiel, qui sera présentée en octobre 2020, en s'appuyant sur les orientations stratégiques préliminaires énoncées dans le document 2, et de préparer le budget d'acquisition de terrains et les critères détaillés de la zone d'expansion approuvés en mars 2020;**
- 5. Enjoindre au personnel d'entamer, au premier trimestre de 2020, les travaux préliminaires de mise en œuvre du nouveau Plan officiel dans le Règlement de zonage, et de soumettre, au quatrième trimestre de 2020, un plan de travail au Conseil, avec les ressources en personnel actuelles;**
- 6. Surseoir aux exigences de distribution et de livraison, en vertu des paragraphes 29(3) et 34(1) du Règlement de procédure, afin d'examiner le présent rapport à sa réunion du 11 décembre 2019.**

EXECUTIVE SUMMARY

Assumptions and Analysis

This report presents the Preliminary Policy Directions for the new Official Plan with a recommendation that a draft Official Plan be tabled in October 2020 based on the supporting documents contained in this report. Document 1 presents the growth projections for the new Official Plan and the methodology and assumptions from which they were developed. Document 2 provides an overview of the Preliminary Policy

Directions in the new Official Plan. Document 3 presents Consultation Details and Document 4 is an "As We Heard It" report flowing from consultation.

The recommended growth projections indicate a population growth of about 402,000 persons (or 40% growth) from 2018, reaching almost 1,410,000 by 2046. This growth is mostly due to assumed increases in net-migration to Ottawa. Private households are projected to increase by almost 195,000, or 48% growth from 2018, reaching over 590,000 by 2046. This growth is mostly due to an assumed older population that has a higher tendency to form households. Employment is projected to increase by almost 169,000 jobs, or 31% growth, reaching about 827,000 jobs in 2046. This growth is mostly due to assumed participation and unemployment rates stemming from an older labour force.

The Preliminary Policy Directions are presented in accordance with the requirements of Section 26 of the *Planning Act*. Section 26 requires that a special meeting be held, open to the public, to discuss Preliminary Policy Directions for a new Official Plan before the Plan is tabled before Council. The joint meeting of Planning Committee and Agriculture and Rural Affairs Committee held on December 9, 2019 constitutes this special meeting.

The Preliminary Policy Directions recommend a new framework of urban designations intended to better address neighbourhood context, a proposed approach to growth management with intensification focusing on low-rise building forms along corridors and nodes, improved support for active transportation and better alignment of land use and transportation policies, revisions to the employment area policies, integration of public health, climate change mitigation and climate change adaptation policies throughout the Plan, and revised policies for the rural area that will support rural and village character and rural economic development. Secondary planning documents are proposed to be updated to be in conformity with the *Planning Act*, Provincial Policy Statement and Official Plan.

The recommended growth projections and Preliminary Policy Directions contained in this report have regard for provincial interests listed in Section 2 of the *Planning Act*, are consistent with the Provincial Policy Statement, 2014, and the draft Provincial Policy Statement issued by the province in the summer of 2019. The proposed policies represent good planning.

The City recognizes that lands within the boundaries of the City of Ottawa are within the historic Algonquin territory. A letter has been received from the Algonquins of Ontario inviting the City to attend a meeting in January 2020 to discuss policy directions in the new Official Plan, including growth management policies. Recognizing that the City has a duty to consult with the Algonquins of Ontario, it is recommended that any detailed decisions pertaining to the required urban area to accommodate the growth projections and urban expansion criteria be deferred to a report in March 2020 to allow for this consultation to occur. Deferral of the land budget and detailed urban expansion criteria will result in a three-month delay in the project schedule, with tabling of the draft Official Plan in October 2020.

Following approval of the draft Official Plan in October 2020, the Plan will be sent to the Ministry of Municipal Affairs and Housing for review and will be available for consultation purposes from November 2020 through May 2021. The Official Plan is scheduled to be adopted by Council in June 2021 and approved by the Ministry of Municipal Affairs and Housing by November 2021.

The City is required to update the Zoning By-law to implement the policies of the new Official Plan within three years of the date of approval of the Plan. Given the scope of work involved, and the importance that implementation of the intensification strategy in the Zoning By-law represents to the successful implementation of the growth strategy in the Official Plan, this report recommends that staff begin preparatory work to implement the policies of the new Official Plan in the Zoning By-law in 2020. Recommendation 5 directs that this work be undertaken using existing staff resources.

Financial Implications

The project to create the new Official Plan is supported through funds set aside in the capital budget, subject to Council approval through the 2020 and 2021 Capital Budgets. Flowing from the recommended policy directions, the growth management strategy will eventually require a renewed development charges strategy. There are transit-related considerations that will require reconsideration of operating budget strategies and an exploration of new revenue streams to further fund public transit. There are climate-related considerations that will require inter-governmental negotiations for financial support.

Consultation

Since the release of the Five Big Moves on August 22, 2019, feedback has been received through a range of engagement activities. Over the course of the consultations, over 35,000 people have been reached with more than 6,000 people directly sharing feedback.

Generally, these comments have illustrated support of key policies for achieving the Five Big Moves. Concerns raised include the costs of growth, the adequacy of piped infrastructure to accommodate intensification, the risk of transit unreliability affecting mobility decisions, the location of tall buildings and the quality of urban design and architecture in infill situations.

The public will continue to have opportunities to engage as the project moves towards tabling of the draft Official Plan in 2020.

RÉSUMÉ

Hypothèses et analyse

Le présent rapport fait état des orientations stratégiques préliminaires du nouveau Plan officiel et recommande la présentation d'une version provisoire du Plan officiel en octobre 2020, sur la base des documents à l'appui fournis avec le rapport. Le document 1 présente les prévisions de croissance du nouveau Plan officiel ainsi que la méthodologie et les hypothèses dont elles découlent. Le document 2 offre un aperçu des orientations stratégiques préliminaires figurant dans le nouveau Plan officiel. Le document 3 contient les détails relatifs au processus de consultation et le document 4 est un rapport « Ce qui a été dit » découlant des consultations.

Les prévisions de croissance recommandées indiquent une croissance démographique d'environ 402 000 personnes (40 pour cent) par rapport à 2018, pour atteindre une population de près de 1 410 000 habitants d'ici à 2046. Cette croissance est essentiellement attribuable à des augmentations hypothétiques de la migration nette à Ottawa. Le nombre de ménages ordinaires devrait augmenter de presque 195 000, soit une croissance de 48 pour cent par rapport à 2018, pour atteindre plus de 590 000 ménages d'ici à 2046. Cette croissance prévue s'explique notamment par la prévision de population plus âgée, plus encline à former des ménages. L'emploi devrait progresser de presque 169 000 postes, soit une croissance de 31 pour cent, pour atteindre environ 827 000 postes en 2046. Cette augmentation résulte principalement

de taux présumés de participation et de chômage découlant d'une main-d'œuvre vieillissante.

Les orientations stratégiques préliminaires sont présentées conformément aux exigences de l'article 26 de la *Loi sur l'aménagement du territoire*. Cet article stipule en effet qu'une réunion extraordinaire publique doit être organisée afin de discuter des orientations stratégiques préliminaires d'un nouveau Plan officiel, avant sa présentation au Conseil municipal. Cette réunion extraordinaire prendra la forme d'une réunion conjointe du Comité de l'urbanisme et du Comité de l'agriculture et des affaires rurales prévue le 9 décembre 2019.

Les orientations stratégiques préliminaires recommandent un nouveau cadre de désignations urbaines destiné à mieux tenir compte du contexte des quartiers, une approche de la gestion de la croissance selon laquelle la densification est axée sur les formes bâties de faible hauteur dans les couloirs et les nœuds, un meilleur soutien des modes de transport actifs, une harmonisation plus efficace des politiques d'utilisation du sol et de transport, des révisions aux politiques relatives aux zones d'emploi, une intégration des politiques relatives à la santé publique, à l'atténuation du changement climatique et à l'adaptation au changement climatique dans l'ensemble du Plan, et une révision des politiques relatives au secteur rural pour les rendre favorables au caractère rural villageois et au développement économique des zones rurales. Une mise à jour des plans secondaires est par ailleurs proposée afin de les rendre conformes à la *Loi sur l'aménagement du territoire*, à la Déclaration de politiques provinciale et au Plan officiel.

Les prévisions de croissance et les orientations stratégiques préliminaires proposées dans le présent rapport respectent les intérêts provinciaux énumérés à l'article 2 de la *Loi sur l'aménagement du territoire*. Elles sont conformes à la Déclaration de politiques provinciale de 2014 et à la Déclaration de politiques provinciale provisoire publiée par la province à l'été 2019. Les politiques proposées représentent de bonnes pratiques de planification.

La Ville reconnaît que les terrains situés dans les limites de la Ville d'Ottawa se trouvent sur le territoire historique des Algonquins. Une lettre a été envoyée par les Algonquins de l'Ontario pour inviter la Ville à une réunion organisée en janvier 2020 dans le but de discuter des orientations stratégiques du nouveau Plan officiel, notamment des politiques de gestion de la croissance. Compte tenu du fait que la Ville a l'obligation de

consulter les Algonquins de l'Ontario, il est recommandé de reporter au mois de mars 2020 toute décision détaillée relative à l'acquisition de terrains urbains destinés à faire face aux prévisions de croissance et aux critères d'expansion urbaine, afin de permettre le déroulement du processus de consultation. Le report du budget d'acquisition de terrains et des critères détaillés de l'expansion urbaine entraînera un retard de trois mois dans le calendrier du projet, le dépôt du Plan officiel provisoire étant prévu en octobre 2020.

Après son approbation en octobre 2020, le Plan officiel provisoire sera soumis à l'examen du ministère des Affaires municipales et du Logement, et sera rendu public aux fins de consultation de novembre 2020 à mai 2021. Le nouveau Plan officiel devrait être adopté par le Conseil en juin 2021 et approuvé par le ministère des Affaires municipales et du Logement en novembre 2021.

La Ville est tenue de mettre à jour le Règlement de zonage afin de permettre la mise en œuvre des politiques du nouveau Plan officiel dans les trois ans suivant son approbation. Compte tenu de l'ampleur du travail à accomplir et au regard de l'importance de l'application de la stratégie de densification dans le Règlement de zonage pour réussir la mise en œuvre de la stratégie de croissance dans le Plan officiel, le présent rapport recommande au personnel d'entamer des travaux préparatoires en vue de mettre en œuvre en 2020 les politiques du nouveau Plan officiel dans le Règlement de zonage. Cette recommandation s'applique avec les ressources en personnel actuelles.

Répercussions financières

Le projet de création d'un nouveau Plan officiel est financé à même les fonds réservés dans le budget d'immobilisations, sous réserve de l'approbation par le Conseil des budgets d'immobilisations de 2020 et de 2021. Découlant des orientations stratégiques recommandées, la stratégie de gestion de la croissance nécessitera la mise en place d'une stratégie renouvelée à l'égard des redevances d'aménagement. Des considérations relatives au transport en commun exigeront un réexamen des stratégies liées au budget de fonctionnement et une recherche de nouveaux flux de rentrées permettant de financer davantage le transport public. Des considérations d'ordre climatique devront également faire l'objet de négociations intergouvernementales, en vue d'un soutien financier.

Consultation

Depuis la publication des « cinq grands changements » le 22 août 2019, des commentaires ont été émis par le biais de diverses activités d'engagement du public. Plus de 35 000 personnes ont pris part à ces consultations et quelque 6 000 ont fait part directement de leur opinion.

Globalement, ces commentaires ont manifesté un soutien à l'égard des principales politiques destinées à effectuer les cinq grands changements. Les préoccupations soulevées concernaient les coûts de la croissance, la capacité des canalisations face à la densification, le risque qu'un transport en commun moins fiable n'influe sur les choix de mobilité, l'emplacement des grands immeubles et la qualité du design urbain et de l'architecture dans les projets d'aménagement intercalaire.

Les membres du public auront d'autres occasions de participer au moment de la présentation de la version provisoire du nouveau Plan officiel, prévue en 2020.

BACKGROUND

In December 2016, Council approved Motion PLC 36/7, as follows,

“THEREFORE BE IT RESOLVED that Planning Committee recommend City Council approve the initiation of a planning study which will identify trends in housing (including housing supply), employment, and identify opportunities to create complete communities which, together with current Official Plan policies (as most recently modified by OPAs 140, 141, 150 and OPA 2016), create an affordable and sustainable city beyond 2036; and

BE IT FURTHER RESOLVED that in order to guide future Official Plan reviews, including the next 5 year review, and to provide a base for future infrastructure planning, transportation planning, and financing plans (i.e. IMP, TMP, and DC studies) that this study be funded, through a contribution from the Development Charges Account directed toward studies, and initiated in 2017 with recommendations presented to the appropriate standing committee in June 2018; and

BE IT FURTHER RESOLVED that this study be guided by the Official Plan Policies as most recently modified by Planning Committee and Council through

OPAs 140, 141, 150 and OPA 2016; as well as through collaboration with stakeholders; and

BE IT FURTHER RESOLVED that City Staff be directed to engage in settlement discussions with those appellants who have appealed OPA 150 in its entirety, and any related amendments and that those resulting recommendations and comments be reported to Planning Committee, such that City Council can consider any recommendations in Q1 2017.”

In response to the motion, the *Ottawa Next: Beyond 2036* study was initiated and subsequently presented to Planning Committee on February 14, 2019 in report [ACS2019-PIE-EDP-0001](#). The *Ottawa Next* report identified challenges the city could face in the future, such as the climate crisis, economic disruptions, accelerated rates of change, emerging technologies and changing demographics, and identified policy implications associated with addressing these challenges. In the same report, a work plan for the new Official Plan was presented, and on March 4, 2019, discussion papers on key policy issues facing the city were released to the public.

In the spring and summer of 2019, staff reviewed comments from the public received in response to the discussion papers, completed an analysis of the effectiveness of the current policies in the Official Plan and developed high-level policy directions to address issues the city will face over the proposed 25-year planning horizon of the new Plan. Informed by the recommendations of *Ottawa Next*, these high-level policy directions were released to the public for consultation purposes on August 22, 2019 in report [ACS2019-PIE-EDP-0031](#). Referred to as the Five Big Moves, the high-level policy directions proposed shifts in how the City approaches five foundational planning issues: growth management; mobility; new urban land use designations to address neighbourhood context; new policies throughout the Plan to address climate change, parks, greenspace, public health and energy conservation; and, new policies relating to employment lands and economic development. Policies affecting the rural area addressed the natural heritage system, rural economic development and managing rural growth to maintain rural and village character.

Since that time, staff have refined the policy directions in the Five Big Moves and included further policy directions on a broader range of topics to reflect the full range of policies that will be needed in the new Official Plan, including policies designed to

achieve complete communities and 15-minute neighbourhoods, as detailed in the Preliminary Policy Directions in Document 2.

The City recognizes that lands within the boundaries of the City of Ottawa are within the historic Algonquin territory. A letter has been received from the Algonquins of Ontario inviting the City to attend a meeting in January 2020 to discuss policy directions in the new Official Plan, including growth management considerations. The Algonquins of Ontario have asked that any growth management decisions to 2046 and any potential detailed urban expansion criteria be deferred until after the January meeting has occurred. Recognizing that the City has a duty to consult with the Algonquins of Ontario, it is recommended that any decisions pertaining to the land budget and any possible urban expansion details be deferred to a report in March 2020 to allow for this consultation to occur.

Deferral of the land budget and detailed urban expansion criteria will result in a three-month delay in the project schedule, with timelines as shown below:

October 2020 - table draft Official Plan at joint Committee meeting and Council;

November 2020 through January 2021 - three-month circulation of draft Official Plan to Ministry of Municipal Affairs and Housing and public;

April 2021 - Public open houses required under the *Planning Act*;

May 2021 - Public meeting(s) at joint committee required under the *Planning Act* (these may continue into June 2021);

June/July 2021 - adoption of Official Plan by Council;

August through November 2021 - Ministry of Municipal Affairs and Housing has 120 days to approve the new Official Plan;

Council was originally scheduled to adopt the Official Plan in March 2021. Deferral of the growth management policies will result in adoption of the Official Plan in June 2021.

DISCUSSION

Preliminary Policy Directions:

Over the course of the proposed 25-year planning horizon of the new Official Plan, 2021 to 2046, the population of Ottawa is expected to increase from one million people to just

over 1.4 million people as detailed in Document 1. The Greater Ottawa-Gatineau Area would, by then, be near two million in population. Informed by the findings of the *Ottawa Next* planning study and guided by the framework of the Five Big Moves, the policy directions presented in this report are intended to address the challenges our maturing, mid-sized city will face over the next 25 years. These challenges include managing growth in a way that: proactively addresses climate change, financial sustainability and housing affordability; supports a high-quality transit system, and; continues to maintain a high quality of life for residents throughout the city in an equitable manner. These goals are essential to developing and maintaining a city of liveable neighbourhoods and to achieving a vision for Ottawa as the most liveable mid-size city in North America.

In keeping with the requirements of the *Planning Act*, the draft Official Plan will include policies that will: provide for inclusionary zoning provisions; permit secondary dwelling units in principal dwellings and accessory buildings; identify and set minimum densities for protected major transit station areas, and; provide policies to mitigate and adapt to climate change.

Document 2 contains the complete package of recommended Preliminary Policy Directions. A summary of the most consequential directions follows below.

1. Growth Management

- By 2046, achieve a majority of new residential units by intensification in the urban area and serviced villages.
- Provide for a gradual increase in the intensification targets over the 25-year planning horizon.
- Grow the city around its rapid transit system.
- Require a minimum percentage of units with three or more bedrooms for certain types of development.
- Any urban boundary expansion will support the City's policy directions with respect to climate change, growth management, transit, and the efficient use of infrastructure.
- Ensure city infrastructure is considered as part of any intensification or expansion strategies.

- Ensure intensification strategy will consider housing and transportation affordability.
- Incent intensification in targeted areas through a variety of mechanisms.
- Permit modest expansion to a few villages to ensure their sustainability.

With regard to growth management, the Provincial Policy Statement directs that municipalities achieve a compact form of development that makes the most efficient use of infrastructure and land. This is key to the financial and environmental sustainability of the city. The Plan must also include policies for achieving that outcome in a way that can practically be achieved.

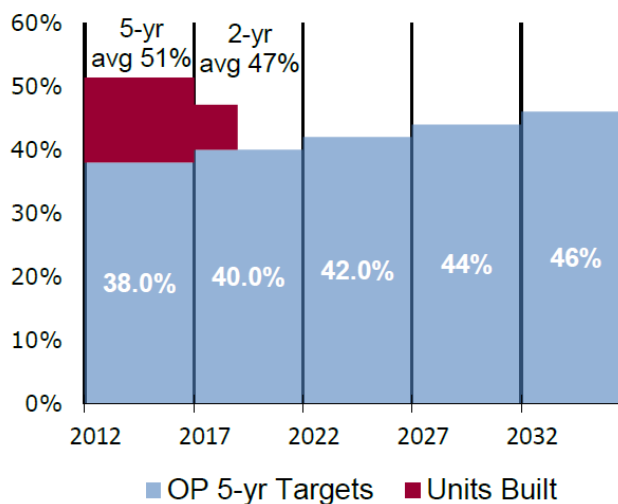
Ottawa Next and the upcoming Climate Change Master Plan bring formative concepts to the development of policy to guide growth in the city. The growth management strategy must: provide for a sustainable financial future; preserve farmland; support the development of complete communities served by public transit; provide a range of housing options and address affordability to the extent that land use policies can impact housing affordability, and; account for the greenhouse gas emissions of the strategy that is selected.

The current extent of the urban area can accommodate all projected growth until 2036. Depending on the growth strategy adopted by Council, the growth anticipated in the following 10-year period to 2046 may require consideration of the addition of new urban land. Recommendations on the growth strategy and whether or not new urban lands will be required will be addressed in the March 2020 report. When tabled in October 2020, the draft Official Plan will provide details regarding intensification targets and where new growth will be directed.

Provincial Policy Statement

The current Official Plan has targets for the percentage of new dwelling units to be accommodated through intensification, being redevelopment that results in a net increase in the number of residential units. The intensification targets incrementally increase by 2% every five-year period, starting at 38% between 2012-2016, and ending at 46% by 2032-2036.

Over the past decade, the percentage of residential dwelling units in intensification areas has been higher than the Official Plan targets, achieving close to 50%.



The preliminary policy direction where the majority of residential units is achieved through intensification is consistent with the Provincial Policy Statement (PPS), which calls for existing settlement areas to be the focus of growth and development. The PPS further states that expansions to settlement areas may be allowed where it has been demonstrated that sufficient opportunities for growth (the 2019 draft PPS adds: “and to satisfy market demand”) are not available through intensification and redevelopment, and that the infrastructure and public service facilities which are planned or available are suitable over the long term. Planning authorities must establish and implement minimum targets for intensification based on local conditions. Planning authorities must also establish and implement phasing policies to ensure that the specified targets for intensification are achieved prior to, or concurrent with, new development within designated growth areas, and ensure the orderly progression of development within designated growth areas and the timely provision of the infrastructure and public service facilities required to meet current and projected needs.

The PPS states that settlement areas must be planned based on densities and a mix of uses which efficiently use land and resources; are transit-supportive and support active transportation; are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their uneconomical expansion; minimize negative impacts to air quality and climate change,

and promote energy efficiency; prepare for the impacts of a changing climate (2019 Draft PPS); and are freight-supportive.

Planning authorities must also identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment. New development taking place in designated growth areas should occur adjacent to the built-up area and have compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.

In considering new lands for urban expansion, the PPS requires that planning authorities demonstrate that, if considering prime agricultural areas, those lands do not comprise specialty crop areas; alternative locations have been evaluated and there are no reasonable alternatives which avoid prime agricultural areas, and there are no reasonable alternatives on lower priority agricultural lands in prime agricultural areas.

Village Growth

Ottawa's 26 rural villages will continue to play a role in structuring population growth in our rural area. The majority of rural population growth (7% of the City's overall new population by 2046) will take place in Villages. The draft Official Plan may propose minor expansions to certain villages in three cases: first, where it is appropriate to remove lands that will not develop for a variety of reasons, and add lands that are likelier to develop, under a "no-net-change" approach, to allow villages in such circumstances to access growth opportunities; second, minor additions to provide focused opportunities to round out a village boundary and provide for modest growth, where such villages have almost entirely developed within their current boundary; third, where it may be advisable to transfer industrial- or logistics-type activity to the vicinity of a 400-series interchange and allow previously-designated Employment Lands to be used for housing, and direct Village employment to mixed-use buildings on a Mainstreet.

Maintaining Village and Rural character

The Preliminary Policy Directions introduce distance buffers for certain Villages to ensure that the city doesn't grow into them, and their identity as separate and distinct rural villages is maintained.

Urban Growth

The amount of urban area required to accommodate the projected population and housing to 2046 is referred to as the “land budget”. The land budget will be included in the March 2020 report. The preliminary policy directions propose a general strategy for growth management, as detailed in Document 2. These directions have an emphasis on urban areas being supportive of the city’s commitment to public transit, avoiding agricultural lands, and creating complete communities.

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

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

A hybrid of all three may also be considered if appropriate. Staff will advise if it is necessary to consider one or a combination of these three options in October 2020 when the draft Official Plan is tabled.

The preliminary policy directions for intensification focus on low-rise, ground-oriented intensification along nodes and corridors. The policies and are intended to provide for a much greater number of dwellings to be constructed with more economical construction methods and materials than mid- or high-rise buildings. Nodes are important areas of the city defined by the function of centrality they play either at the scale of the city, of a large community, or of several neighbourhoods (which typically involves a concentration of jobs and services and a close walking distance from a rapid-transit station). Corridors are linear and comprise the lands abutting certain major streets. Corridors will

include the current Official Plan's Traditional and Arterial Mainstreets, but will also include neighbourhood-level minor corridors, and other important streets where higher densities and transit service exist or can be directed. The addition of new mainstreets, nodes and minor corridors, and their designation for low- to mid-rise intensification along OC Transpo frequent routes is a further effort to associate construction affordability with transportation affordability.

Tall buildings will still form a portion of the new housing supply, and these are likely to be clustered in the Central Area, Preston-Carling Corridor, Mixed Use Areas and Town Centres, and in close proximity to existing and future LRT stations. However, unlike other cities that are introducing new housing supply mostly in taller buildings, including three or more-bedroom units, Ottawa's preliminary policy direction is to maximize opportunities for these larger units in low- and mid-rise forms first, along nodes and corridors that are well-served by transit.

Infrastructure Capacity Available for Intensification

Staff are reviewing infrastructure capacity in developed areas of the city where intensification may be targeted to determine if the existing infrastructure can accommodate planned intensification in identified nodes, mainstreets and minor corridors. The existing storm, sanitary, and combined sewer system characteristics are well-understood at the city-wide and neighbourhood scale.

The process for ensuring capacity for development in intensification areas has two high level steps:

- Determining available capacity under existing conditions, and
- Evaluating whether there is sufficient capacity to accommodate increased densities in certain areas.

Policies will be included in the Official Plan to address servicing capacity for intensification areas. In areas where there are potential infrastructure capacity constraints, a series of steps will be undertaken to determine the capacity required to support intensification and identify measures to provide the required capacity.

The treatment plants are not a constraint. There are potential constraints for trunk-level services (being the larger diameter pipes that feed smaller pipes for distribution) that will be reviewed. Cumulative impacts of the nodes and corridors on each trunk and the risk

of increased overflows will be assessed based on the projected order of magnitude of flow increases. This will be modeled at the trunk level.

Localized pinch points in the collection and distribution system will then be addressed in the process to support intensification.

Watermain Infrastructure Capacity

From a water servicing perspective, the biggest potential challenge to intensification is the ability of smaller diameter watermains to deliver adequate fire flow. For the proposed nodes and corridors there are very few locations where water servicing will constrain development. There are several potential ways to mitigate any potential concern including enhanced internal fire protection systems and/or local watermain replacement projects. Once intensification target areas are known in more detail, key locations can be reviewed and prioritized for local watermain renewal as appropriate.

Sanitary/Combined Infrastructure Capacity

From a sanitary/combined servicing perspective the biggest potential challenge to intensification would be the ability of trunks to support intensification, where intensification removes less wet weather flow than it replaces with new sanitary flows. Many areas of the city have capacity for intensification by virtue of the amount of wet weather flow removed in the process of developing an existing property. There are several potential ways to mitigate any potential concern including further wet weather flow removal, simple sewer upgrades, and trunk system modifications. Once intensification target areas are known in more detail, key locations can be reviewed and prioritized for renewal as appropriate.

Storm Sewer and Drainage System Capacity

From a storm sewer and overland drainage perspective the biggest potential challenge to intensification would be the ability of existing storm drainage systems to support intensification if stormwater management practices are not implemented with new development as is the case with developments requiring building permit only.

For the proposed nodes and corridors there are very few locations where this is expected to occur due to the expected nature of development. The majority of developments on nodes and corridors are expected to require site plan control and hence stormwater management as a requirement of approval.

There are several potential ways to mitigate any potential concern including requiring some form of on-site stormwater management regardless of application type, identifying and applying minimum flood resilient building elevations, and management of existing major overland flow paths. Policies would be included in the Official Plan to address servicing capacity for intensification areas.

Implications for housing affordability

Housing affordability depends on several factors, some of which are under municipal control, some on which the municipality has limited impact, and some on which the municipality has no control.

The municipality has no control on the costs of construction materials and labour. These are subject to market volatility and pressures that apply at regional, provincial and national scales.

The municipality has some control on levels of population growth through economic development and advocacy for higher shares of the national immigration targets, which translates into people moving to Ottawa and increasing housing demand. The population projections that are prepared for each Official Plan, and monitored annually, help the City track for unforeseen changes (slowdowns or accelerations of population growth).

The municipality also has some control on the price of land through a variety of direct and indirect forces, such as the provision of rapid transit, infrastructure and services, and the designation of the urban boundary. To the extent that the urban boundary is a factor that leads to higher residential densities that support the services that the City provides, the City would view this result as a success in pursuit of its objectives.

In the supply and demand analysis, if demand is high, prices increase faster unless supply is also increased. North American cities have typically acted on supply by increasing only, or mostly, the land supply. In Ottawa, there is evidence of raw developable land within the urban area inflating in value at a much higher rate than overall inflation, with a consequent effect on the prices of new housing. This is true of lands in close proximity to LRT and in suburban greenfield areas.

However, it would be inaccurate to say that enlarging the urban area by greater amounts of lands would necessarily result in more affordable housing, since that land must then be urbanized and serviced. Indeed, experience and statistics have shown

that urban expansions have not reduced the cost of housing. Servicing greenfield land is mostly financed by Development Charges, the level of which is a further factor in housing affordability as those charges are embedded in the price of new homes; moreover, the ongoing operation and maintenance of City infrastructure and services is borne by the tax base, and the level of property taxes impacts affordability for residents in the long term once the dwelling is purchased or rented.

Increasing the supply of housing opportunities, importantly, also involves establishing a permanent and ongoing supply of redevelopment potential within existing built-up areas through commensurate zoning.

Affordability at a broader level is a measure of a household's fixed costs, the most significant components of which are housing and transportation. In this regard, the growth management preliminary policy directions focus on intensification, and its aim to grow the city around its rapid transit system is a structural strategy to introduce more flexibility and options for households in the area of transportation, by providing more housing options at locations where owning fewer or no personal vehicles will be a viable option.

Future growth scenarios

Beyond the life of this Official Plan, anticipating a future city and region of 2 to 3 million people means contemplating a range of growth models that entail, from one end of the spectrum to the other, either continued outward expansion, or a rise in intensification until it represents the totality of new growth.

Through the early analysis leading to the preliminary policy directions, it has become apparent that the choice of continued outward expansion will present challenges. First, the extent of the urban area as it presently exists is increasingly limited by the presence of Prime Agricultural Areas, environmentally-sensitive lands, aggregate extraction areas, or country lot subdivisions that fragment rural lands and make them very costly to service. Second, the ongoing costs of adding new infrastructure, from an operations and maintenance standpoint, continue to put pressure on the tax base and leads to a gradual increase in the cost of services and programs on which the City counts to remain nationally and internationally competitive. Plainly, this means that where there are fewer people paying taxes for services spread over a large area, this leads to an increased cost per person for those services. Third, the soil conditions of many of the remaining rural lands immediately beyond our existing urban area present a number of

challenges to efficient serviceability, and as they become more remote from rapid transit, those lands would not as easily be able to contribute to the City's transit mode share targets, thereby aggravating traffic and/or leading to higher transit operating costs.

On the intensification side, a major challenge is to provide appropriate direction for the gradual redevelopment and consolidation of neighbourhoods that were suburban at the onset of their development but have now become much more central with successive urban expansions. There is widely-held anxiety about abrupt densification and sudden changes in character. There is very little precedent in North America for providing successful guidance for an evolution of neighbourhoods from suburban to urban, using more urban-looking low-rise types of buildings. Ottawa's urban density is, in most of its late-20th century neighbourhoods, very low. They have, in most cases, lost upwards of two-thirds of their population since their original development, and this has led to the closure of schools, stores, as well as service reductions in several areas including transit. They are typically characterized by lower transit use than most newer suburbs outside the Greenbelt. Those neighbourhoods, as they receive O-Train service through Stage 2 stations, have an opportunity to re-consolidate as more complete communities, offering a wider array of housing choices and taking advantage of their location on the transit network and in relation to downtown to attract new residents, stores and services.

In suburban areas that are too new to change during the life of this Plan, there still remain opportunities for infill on residual greenfields that have been surrounded by urbanization, and near some of the new Stage 2 and future Stage 3 O-Train stations.

In the vicinity of existing O-Train stations, where the efforts to produce Community Design Plans have identified significant potential for development, the strategy under the previous Official Plan will carry forward to the new Official Plan. Those areas will remain as intensification target areas and may benefit from the new provincially-enabled "Protected Major Transit Station Area" that would allow for the use of inclusionary zoning and would provide shelter from appeals on density-related grounds.

The important point about the intent of the proposed intensification policies is that the majority of intensification will be achieved in low-rise, ground-oriented forms along nodes and corridors, with the remainder in mid- and high-rise buildings at appropriate locations (which the Official Plan will continue to identify).

Intensification should be seen as a consolidation strategy for neighbourhoods, to allow them to gain a more permanent base of residents that will sustain the services and amenities of a complete, 15-minute community. Urban design and built form policies will play a critical role in ensuring the success of this process of gradual change.

2. Energy and Climate Mitigation

- Embed climate change and energy conservation consideration in city planning
- Develop a new high-performance development standard and guidelines for buildings
- Reduce emissions through transportation and infrastructure
- Promote local energy generation, storage and efficiency

3. Climate Resiliency

- Reduce the impacts of extreme heat by reducing the urban heat island effect
- Further reduce flood risks and their impacts
- Build more resilient homes, buildings and communities
- Improve infrastructure resilience
- Improve local resilience to the global impacts of climate change for example by maintaining and growing the urban tree canopy

The climate resiliency policy directions will align with the Climate Change Master Plan and respond to directions in both the proposed Provincial Policy Statement, 2014 and Council's Declaration of a Climate Emergency. The policies focus on preparing for the impacts of a changing climate and mitigating the risks to human health, safety, property and environment. There are strong synergies with the public health, infrastructure and natural heritage policy directions.

Many of the recommendations and actions in the Climate Change Master Plan will be implemented through mechanisms other than the Official Plan. However, insofar as city growth and mobility patterns have a close interrelationship with GHG emissions, climate resiliency and public health, the Official Plan is underpinned by a climate focus as one

of the main drivers of policy. The March 2020 report dealing with the growth strategy will include an analysis of the GHG emissions associated with the growth scenarios considered in the report.

4. Transportation / Mobility

- New Official Plan policies are proposed to help achieve the goal of the majority of trips being made by sustainable transportation by 2046
- A number of strategies will also be pursued as part of the update of the Transportation Master Plan and related plans to support Official Plan goals for achieving mode share targets and objectives for mobility, liveability, equity, health and environmental sustainability
- Some urban growth areas will be contingent on improvements to the public transportation system and phased accordingly

A significant shift in our mobility paradigm goes hand-in-hand with the shift in our growth paradigm. By saying that the majority of new dwellings will be through intensification and the majority of trips will be by sustainable transportation modes, the City is also saying that the emphasis for transportation planning priorities will shift. The primary focus now becomes how public transit will act as a catalyst to, and principal instrument of mobility for, and thereby be integral to the growth of new communities and the gradual redevelopment and consolidation of existing ones.

The reason for this shift in paradigm is also tied to the achievement of Greenhouse Gas Emission reduction targets, the emphasis on the liveability and health of communities and their gradual consolidation into 15-minute neighbourhoods, and the notion of enlarging the geographic area of the city in which people can viably reduce their dependence on automobiles. For such propositions to be viable, the City must have a strategy in place to ensure that the mobility Big Move will not only make sense to residents but will actually represent a more convenient and rational alternative.

Achieving such a major shift in mobility habits and patterns, especially for a North American city with a long winter, requires an acknowledgement that there is no automobile-centered solution to maintaining liveability while growing to 1.4 million and beyond. Increasing the number of residents in established built-up areas means that the street network must be thought of as handling a certain capacity in number of persons

as opposed to number of vehicles. The 20th century legacy approach of accommodating growth through roadway widenings or expansion is in direct contradiction with the place-making, liveability, public health, air quality, and social equity objectives and many other considerations that need to remain the primary drivers of city-building in the context of redeveloping or new neighbourhoods. Therefore, the City's multi-modal approach to transportation planning, will emphasize transit and improvements to active transportation during all times of the day and all seasons.

Important questions revolve around how to achieve the shift in a way that provides value for residents: How can transit service planning be more closely tied to a proactive strategy to achieve steady increases in modal share? Should levels of transit service be triggered to automatically increase when certain population or density thresholds are reached? A further range of questions pertains to the Growth Management Strategy: as the Official Plan moves to designate new mainstreets, minor corridors and hubs based on existing bus routes, should the level of service of those routes be tied to mode share targets for these locations?

These questions highlight the interdependencies between the Official Plan and the Transportation Master Plan. Without a clear linkage between the two documents along the lines of these questions, the effectiveness of the Official Plan to properly structure the growth of the city is significantly compromised.

By focusing on transit, there will be corresponding benefits to active transportation because public transit is an extension of walking and cycling. When planning for transit, we need to ensure that high-quality connecting pedestrian and cycling infrastructure are also planned. Also, increasing the transit mode share is an important way to help manage traffic congestion. Simply put, more people on buses and trains means fewer people driving. That is the only feasible way to address vehicular congestion. The cause of traffic congestion is the ever-increasing number of cars making use of limited street and road space. By increasing its mode share targets, the City is effectively saying that it is aiming at having fewer people drive. This extends the life of the existing road capacity and removes, or reduces, the need for costly road and intersection widenings, but it also requires significant investments in transit and active transportation infrastructure and operations. It also brings about a different set of strategic responses to the congestion challenge; when a transportation corridor becomes too congested, the first response will be to increase transit service in order to move the most people along the corridor in the most efficient way possible. The proactive implementation of higher

order transit corridors could be another effective strategy in some corridors, provided that funding is available. Otherwise transit improvements such as curb-side bus lanes, and transit priority measures at intersections can also be effective.

The paradigm shift, in short, involves moving toward inducing transit use rather than inducing automobile use.

One of the key policy directions is to focus future transit investments on congested corridors inside the Greenbelt with potential for growth and intensification. Another key policy direction is to continue improving the design and delivery of complete streets and matching the allocation of right-of-way space according to community context. In this vein, the context-based approach proposed for the new Official Plan will provide a foundation from which to establish context-based guidance. The intent is to provide direction to road design that is consistent for a range of contexts, whether downtown, suburban, inner urban or rural. New street types and cross-sections may result from this policy direction.

Transit connections to the City of Gatineau are of vital importance to the success of an integrated mobility strategy based on active transportation across the National Capital Region. Coordination and collaboration with the City of Gatineau, the STO and the NCC will continue as a parallel process to the Transportation Master Plan update, given its inter-jurisdictional character.

5. The Transect

The new Official Plan will establish a context-based planning framework based on five policy areas (referred to as “transect areas”) distinguished by differences in density, integration of land use, and range of mobility options.

- The Downtown Core is the most urban policy area; it is the hub of the City-wide rapid-transit system, where walking, cycling and transit are paramount, where densities are highest, and where land uses are most finely mixed.
- The Inner Urban Area encompasses the band of dense, walkable and transit-supportive form of older urban neighbourhoods surrounding Downtown and includes areas on which to expand this model into the earliest post-WW2 suburbs.
- The Outer Urban Area applies to two contexts:

- i. First, to established suburban areas that are too recent to expect significant change over the life of this Plan.
 - ii. Second, new greenfield areas to which policy direction can be provided to implement the findings of *Building Better and Smarter Suburbs* (BBSS), and for which transit and active transport mode share targets can form part of the initial assumptions in order to determine the form of development for those areas as new, complete 15-minute neighbourhoods.
- The Rural Area is mapped substantially the same as it is currently, with growth mostly directed to villages, and where walking and cycling are marginal options outside of villages but where new flexibility in land uses will be introduced, both in the General Rural Area and in villages, to diversify the possible range of businesses and housing options available to rural residents.
 - The Greenbelt, which geographically actually bisects the Outer Urban Area, but is unique due to its legislated purpose as defined by higher levels of government warrants its own treatment in municipal policy. No change to the Greenbelt boundary is proposed.

Setting out these planning policy areas will allow the Official Plan to provide direction, objectives and guidance to each area of the city according to its context, in recognition of the state of evolution and degree of readiness to incorporate change in built form and in mobility patterns. It also allows the City to move away from the mid-20th century paradigm of land-use separation and reflect the reality of neighbourhoods as the complete communities they are or can be.

There will be specific policy focus and directions for each Transect Area.

- a. For Downtown, the main thrust of proposed policy will be to enable the development of the West Downtown (from the new Central Library site, through all LeBreton Flats phases and into Zibi and the Bayview Station area, as well as the Gladstone Station area), to effectively double the size of our downtown core and continue to nurture and grow it as the thriving downtown of a world capital city, with architectural and design excellence, high-quality public realm, neighbourhoods with well-preserved heritage, character and identity, vibrant

nightlife and culture, professional sports, museums, art institutions, unique and eclectic retail, and a lot more residents.

- b. For the Inner Urban area, the main thrust of proposed policy is to maintain their urban character and walkability, the sense of place and identity of each neighbourhood, to facilitate them functioning as complete, 15-minute neighbourhoods, to provide strong direction and guidance on built form for infill, to expand the range of housing options available to rent or own, to significantly increase the mode share of transit and active modes, to increase population in order to ensure the ongoing viability of a full range of services, schools and retail options, and to play a critical role in enlarging the area of the city in which people can function without having to own a car. New mainstreets and minor corridors will be proposed. Many Inner Urban neighbourhoods are increasingly on the tourist radar, so policies will increase emphasis on public realm and placemaking.
- c. For the Outer Urban area, two main policy thrusts are proposed:
 - i. In established suburban neighbourhoods that are too new to be expected to change over the life of the Plan, the focus will be managing stability and addressing mobility challenges linked to automobile congestion. The Plan will set up a framework that anticipates their evolution into greater urbanity, in all likelihood after the lifespan of the Plan, by identifying new mainstreets, minor corridors and hubs and permitting at those locations a gradual evolution towards denser, more urban forms of development. Policies for Town Centres and mainstreets will place a more aggressive emphasis on attracting employment and diversifying the local economies of each of the major suburban communities outside the Greenbelt.
 - ii. In greenfield suburban areas, the focus will be to provide more sophisticated guidance to building form, community design and placemaking, especially in places with high opportunity such as the Riverside South Town Centre and Downtown Barrhaven, where there remains a large amount of vacant land to give shape to those two downtowns. For the older suburban Town Centres of Orléans and Kanata, the focus will be on tackling redevelopment, infill and intensification, and urbanizing the built environment close to and around O-Train stations.

Future suburban neighbourhoods will continue to evolve in their look and feel, building on the work of *Building Better and Smarter Suburbs* and taking full advantage of approved or planned LRT service to truly become complete 15-minute neighbourhoods from their inception.

- d. For the Rural Area, the focus of proposed policy will be to reinvigorate villages, diversify the rural economy, provide for a more diverse range of housing choices in serviced villages (or where servicing regulations allow more flexibility), expand the opportunity for mixed uses in villages, expand the range of permitted uses in the General Rural Area and expand the range of agriculture-related uses to allow for the natural growth and diversification of agri-business and agri-tourism. The prohibition on country lot subdivisions will carry forward. However, two cases are proposed for country lot subdivision land exchanges: first, if a draft approved subdivision in a very isolated location is allowed by its owner to lapse, or second, if a registered but unbuilt country lot subdivision in a very isolated location is de-registered by its owner, then the equivalent number of draft approved or registered lots will be held in reserve and will be able to be subdivided in a new country lot subdivision at a location where this replacement subdivision would be surrounded (i.e. abut on at least two lot lines, totaling half or more of its perimeter) by other country lot subdivisions. This "no-net-gain" approach will seek to consolidate areas already characterized by country lot subdivisions, where the interstitial lands have a lesser chance of being farmed; while erasing the potential for the same number of lots to fragment rural or agricultural lands at more isolated locations.

6. Economic Development

The new Official Plan intends to establish a much greater alignment between land use policies and economic growth, building on the City's revised Economic Development Strategy and the emerging directions of the new Rural Economic Development Strategy.

- Direct major employment to Nodes and Corridors.
- Develop new policies for employment areas based on their different contexts, including level of integration with adjacent areas, and simplify zoning rules to be generally more permissive where the land use context is suitable.

- Maintain Kanata North as a key economic generator over the next 25 years and increase quality of life through land use planning.
- Establish the boundaries for a new economic zone centered on the MacDonald-Cartier International Airport and include policies guiding the development of a new Secondary Plan for the area.
- Support rural economic development in the agricultural sector, in villages and rural residential areas and in rural countryside and industrial areas by simplifying zoning rules to be generally more permissive to a range of land uses while ensuring the protection of prime agricultural lands in recognition of the importance of local food protection and increasing global scarcity.

Economic development has several layers. At the most local, proposed Official Plan policies aim to be more supportive of small-business incubation including in the arts and culture as well as in the night-time economy sectors. At a city-wide scale, the policies will recognize major and emerging clusters and seek to encourage the appearance of more diversified ranges of economic activity that can take advantage of the economies of scale which accrue to a growing population. The policies will also seek to support city-building and complete-community objectives by directing employment to “meld back into the city” rather than reserve separate and segregated lands for jobs. In a majority-white collar economy like Ottawa’s, jobs should be on Mainstreets, at transit stations and in suburban town centres. There will be renewed effort to attract jobs to suburban town centres and to have them locate in a way that contributes to the animation and strengthening of those town centres.

At a metropolitan scale, Ottawa forms, with Gatineau, an economic space that is not as integrated as it could be. There are inter-jurisdictional obstacles, the resolution of which deserve efforts; there are historic legacies of jurisdictions wishing to pursue what’s best for them, and those impulses may linger – however, in areas where co-operation and alignment can be achieved and sectoral specialization can be structured, the critical mass of a metropolitan area of 1.5 million (which will near 2 million by 2046) starts to become more nationally and internationally potent.

At a national scale, Ottawa-Gatineau has traditionally lived in the shadow of its two larger metropolitan neighbours, Toronto and Montreal. In the 21st century, as inter-municipal mega-regions consolidate, we are well-positioned as the centre of a mega-region of almost 15 million people, Canada’s largest region, that comprises Toronto and

the Greater Golden Horseshoe, Ottawa-Gatineau, and the Greater Montreal Area. Seeking to take advantage of this centrality can mean a more significant role for our airport, underpin the importance of protecting for a high-speed rail corridor between our region and the other two major cities, and high-speed digital connectivity between the three as well, among others. This centrality may further assist in defining sectoral specializations amongst the three major cities, which could lead to new economic growth sectors for Ottawa.

Coordination with Master Plans

The new Official Plan is being prepared in parallel with the reviews of the Infrastructure Master Plan, Transportation Master Plan and the Climate Change Master Plan. Staff working on each of the master plan documents are contributing policies and undertaking analyses to support the development of the growth strategy, intensification strategy and other policies in the Official Plan.

Zoning Implementation

The City is required to update the Zoning By-law to implement the policies of the new Official Plan within three years of the date of approval of the Plan. Given the scope of work involved, and the importance that the implementation of the intensification strategy in the Zoning By-law represents to the successful implementation of the Official Plan's Growth Management Strategy, this report recommends that Staff begin preparatory work to implement the policies of the new Official Plan in the Zoning By-law in 2020. The recommendation directs that this work be undertaken using existing staff resources.

Provincial Policy Statement

The policy directions proposed in this report conform with Provincial Policy Statement, 2014 (PPS, 2014) and the draft PPS issued by the province earlier this year, however modifications may be needed to the policies after December 2019 if a new PPS is issued in 2020. Any modifications arising from the new PPS will be noted when the draft Official Plan is tabled in October 2020.

CONSULTATION

Since the release of the Five Big Moves on August 22, 2019, feedback has been received through a range of engagement activities including: polls, emails, pop ups and

in person workshops across different communities. Staff collected and reviewed these comments on the high-level policy directives through weekly feedback reports.

Over the course of the new Official Plan project, over 35,000 people have been reached with more than 6,000 people directly sharing feedback.

Generally, these comments have illustrated support of key policies for achieving the Five Big Moves. The majority of responses expressed support for most growth taking place through intensification. There was also clear support for the creation of more complete streets to encourage an increase in active transportation, and especially for investments in improving and increasing public transit frequency and reliability. This was reinforced by residents' interest in the development of complete communities, with access to key needs within 15 minutes of their homes. Residents liked the idea of strengthening the urban design toolkit to improve the look and impact on public space of new buildings. Finally, there was an interest in seeing new/updated employment land categories to better reflect uses and the surrounding context.

Concerns raised include the costs of growth, the adequacy of piped infrastructure to accommodate intensification, the risk of transit unreliability affecting mobility decisions, the location of tall buildings and the quality of urban design and architecture in infill situations.

This feedback has informed the current policy directions. The public will be able to continue to engage in the new Official Plan as the project moves towards a draft plan in the October 2020.

In terms of consultations with the National Capital Commission, various departments in the federal government and the City of Gatineau, consultations have been undertaken on the discussion papers released in March 2019, and on the Five Big Moves released in August 2019.

Further details on Consultation can be found in Documents 3 and 4.

RURAL IMPLICATIONS

New policies are proposed to address the natural heritage system in the rural area, rural economic development and managing rural growth to maintain rural and village character.

COMMENTS BY THE WARD COUNCILLORS

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

LEGAL IMPLICATIONS

Conclusions reached in the Official Plan Review are not final until the end of the process. However, it is the opinion of Legal Services that one of the lessons learned from the hearings on the Urban Boundary question with respect to OPA 76 is that significant weight is given to the interim conclusions reached through the process where such interim conclusions were based sound planning rationale. While there is no right of appeal of an official plan (or amendment) resulting from the comprehensive review process, it can be expected that the Minister's attention will be brought to changes in direction if such occur in the review.

Thus, while it is possible to revisit decisions made earlier in the process, and Members of Committee and Council must always be "capable of being persuaded" as new information and submissions are brought forward, it is to be expected that the final decisions made by Council at the culmination of the official plan review will build upon the determinations made through the process.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

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

To fulfill its obligation to deliver safe and reliable services to the community, the City must ensure that assets supporting City services are managed in a way that balances levels of service, risk and affordability. A new Official Plan along with a new

Infrastructure Master Plan will identify the required infrastructure to support the City's plan for the future of the City, both in terms of growth and sustaining current infrastructure.

FINANCIAL IMPLICATIONS

The Preliminary Policy Directions will result in a requirement to update funding strategies as outlined in the report. Funding to complete the New Official Plan is subject to Council approval through the 2020 and 2021 Capital Budgets.

ACCESSIBILITY IMPACTS

There are no direct accessibility impacts.

ENVIRONMENTAL IMPLICATIONS

The policy directions described in this report support energy conservation and efficiency, climate change adaptation and resilient infrastructure. Policies are proposed to consolidate the natural heritage policies for the rural area.

TERM OF COUNCIL PRIORITIES

This project supports City Strategic priorities including City Building, Financial Sustainability and the Confederation Line and LRT Stages 2 and 3.

SUPPORTING DOCUMENTATION

Document 1 Growth Projections for the new Official Plan (distributed separately)

Document 2 Preliminary Policy Directions (distributed separately)

Document 3 Consultation Details

Document 4 As We Heard it (distributed separately)

DISPOSITION

Direct staff in the Planning, Infrastructure and Economic Development Department to bring a report to a joint meeting of Agriculture and Rural Affairs Committee and Planning Committee and Council in March 2020 outlining the land budget and detailed expansion area criteria that will be used to inform the growth strategy in the new Official Plan.

Direct staff in the Planning, Infrastructure and Economic Development Department to prepare a draft Official Plan to be tabled in October 2020 based on the Preliminary Policy Directions in Document 2 and the land budget and detailed expansion criteria approved in March 2020.

Document 3 – Consultation Details

Since the release of the Ottawa new Official Plan's Five Big Moves on August 22, 2019, feed back has been received through a range of engagement activities including: polls, emails, pop-ups and in-person workshops across different communities. Staff collected and reviewed these comments on the high-level policy directives through weekly feedback reports.

Over the course of the new Official Plan project, over 35,000 people have been reached with more than 6,000 people directly sharing feedback.

With over 50 in-person workshops, pop ups and community meetings, staff were able to engage a wide range of communities, from village residents to urban communities. We covered suburbs from Orléans to Stitsville. Staff worked to hold activities with diverse residents, from grade 5 students to Francophone seniors.

We continue to work to engage often under-represented groups. The Ambassadors Working Group, made up of participants from the 11 traditionally under-represented groups identified in the City's Equity and Inclusion Lens, are a key stakeholder. The group meets monthly to not only provide feedback but help us design accessible and inclusive tools, such as our website and a toolkit. We have also partnered with an Indigenous consultant to help us create an Indigenous Engagement Strategy.

The new Official Plan stakeholder engagement is utilizing innovative engagement tools. We launched an Engage Ottawa webpage to provide a more interactive online experience. We used the survey tool in Engage Ottawa to offer quick polls on each of the Five Big Moves. We asked for postal codes from respondents and are using tools such as Environics to help map out engagement and identify areas to focus future outreach efforts.

Generally, comments have illustrated support of key policies for achieving the Five Big Moves. The majority of responses expressed support for most growth taking place through intensification. There was also clear support for the creation of more complete streets to encourage an increase in active transportation. This was reinforced by residents' interest in the development of complete communities, with access to key needs within 15 minutes of their homes.

Residents liked the idea of strengthening the urban design toolkit to improve the look and impact on public space of new buildings. Finally, there was an interest in more flexible employment land categories to better reflect uses and the surrounding context.

The public has informed the current policy directions and will have continued opportunities to engage in the new Official Plan as the project moves towards tabling the draft Official Plan.

Please see further details about the stakeholder engagement for the new Official Plan in the "As We Heard It" attached in Document 4.