OFFICIAL PLAN AMENDMENT – 5341 BOUNDARY ROAD
 MODIFICATION AU PLAN OFFICIEL – 5341, CHEMIN BOUNDARY

# COMMITTEE RECOMMENDATIONS

# That Council:

- 1. Adopt the Official Plan Amendment, attached as Document 5, to extend the Carlsbad Springs Trickle Feed Water Service Area; and
- 2. Amend Schedule 7 of the Infrastructure Master Plan to show the extension of the Water Service Area, as shown in Document 2.

# **RECOMMANDATIONS DU COMITÉ**

# Que le Conseil :

- 1. Adopte la modification au Plan officiel, qui figure au document 5 cijoint, visant à élargir la zone de services d'eau d'alimentation à faible débit de Carlsbad Springs;
- 2. Modifie la figure 7 du Plan directeur de l'infrastructure pour indiquer l'élargissement de la zone de services d'eau, comme l'illustre le document 2.

# DOCUMENTATION / DOCUMENTATION

- John L. Moser, Acting Deputy City Manager report dated 19 June 2015 / Rapport du Directeur municipale adjoint par intérim daté du 19 juin 2015 (ACS2015-PAI-PGM-0115).
- Extract of Draft Minutes, Agriculture and Rural Affairs Committee,
   July 2015. / Extrait de l'ébauche du procès-verbal du comité de l'agriculture et des affaires rurales, le 2 juillet 2015.

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COMITÉ DE L'AGRICULTURE ET DES AFFAIRES RURALES RAPPORT 6 LE 8 JUILLET 2015

Report to Rapport au:

Agriculture and Rural Affairs Committee
Comité de l'agriculture et des affaires rurales
2 July 2015 / 2 juillet 2015

and Council et au Conseil 8 July 2015 / 8 juillet 2015

Submitted on June 19, 2015 Soumis le 19 juin 2015

> Submitted by Soumis par: John L. Moser,

Acting Deputy City Manager / Directeur municipal adjoint par intérim,
Planning and Infrastructure / Urbanisme et Infrastructure

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Ward: CUMBERLAND (19) File Number: ACS2015-PAI-PGM-0115

SUBJECT: Official Plan Amendment – 5341 Boundary Road

OBJET: Modification au Plan officiel – 5341, chemin Boundary

#### REPORT RECOMMENDATIONS

That Agriculture and Rural Affairs Committee recommend Council:

- 1. Adopt the Official Plan Amendment, attached as Document 5, to extend the Carlsbad Springs Trickle Feed Water Service Area; and
- 2. Amend Schedule 7 of the Infrastructure Master Plan to show the extension of the Water Service Area, as shown in Document 2.

#### RECOMMANDATIONS DU RAPPORT

Que le Comité de l'agriculture et des affaires rurales recommande au Conseil :

- 1. d'adopter la modification au Plan officiel, qui figure au document 5 ci-joint, visant à élargir la zone de services d'eau d'alimentation à faible débit de Carlsbad Springs;
- 2. de modifier la figure 7 du Plan directeur de l'infrastructure pour indiquer l'élargissement de la zone de services d'eau, comme l'illustre le document 2.

#### **EXECUTIVE SUMMARY**

This Official Plan Amendment (OPA) supports the extension of the Carlsbad Springs Public Service Area (PSA) to serve the rural industrial lands along Boundary Road north and south of Highway 417.

An OPA was filed by the Boundary Road Industrial Landowners Group to extend the Carlsbad PSA. The proposed extension to the PSA was to address a concern with the water supply and to support economic development initiatives. Over the years only a small number of industrial uses have located along the Boundary Road corridor south of Highway 417. Large tracts of industrial zoned lands remain undeveloped. The owners have reported that despite the locations proximity to the highway interchange new development is discouraged due to questionable ground water quality/quantity in the area.

The PSA was originally designed and built in 1997 to address concerns with the private water available in the area. Commonly known as the trickle feed system, this small pipe system now serves a catchment of over 900 units (although not all of these units are currently connected).

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The basis to allow for this extension is two-fold: First, engineering investigations filed in support of the OPA have identified additional capacity in the system to support an extension of the PSA along Boundary Road. Second, the combined policies of the Official Plan (OP), Provincial Policy Statement (PPS), and additional documents such as the City's Strategic Plan and Partnerships for Prosperity all recognize the importance of the health and quality of life for residents and continued and sustained economic development.

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for OPAs. In addition, one public meeting was held in the community. Many of the comments received from residents at the public meeting, and written comments had to do with the current operation and capacity of the trickle system and its ability to expand.

The extension of the water service will be privately funded and connections will be subject to a land owner agreement governing the sharing of the installation costs.

Additional economic growth for industrial/commercial uses will be possible along the interchange and Boundary Road corridor once the public's concern with the water quality/quantity issues are alleviated with the provision of a municipal water source.

Staff is of the opinion that there is an approved policy basis that supports the applicant's proposal. Such an extension of the PSA makes efficient use of the water service for the vacant industrial lands, while providing a source of good drinking water to businesses that already exist.

# RÉSUMÉ

La modification au Plan officiel (MPO) vise à élargir la zone de services publics de Carlsbad Springs pour alimenter en eau les terrains industriels en milieu rural le long du chemin Boundary au nord et au sud de l'autoroute 417.

Le Boundary Road Industrial Landowners Group a présenté une MPO visant à élargir la zone de services publics de Carlsbad Springs. L'élargissement proposé répondrait à des problèmes signalés concernant l'approvisionnement en eau et à favoriser le développement économique. En effet, au fil des ans, seul un petit nombre d'industries se sont installées le long du couloir du chemin Boundary au sud de l'autoroute 417. De vastes parcelles de terrains industriels demeurent ainsi inexploitées. Selon les propriétaires, même si les terrains sont à proximité de l'échangeur, les nouveaux aménagements sont découragés en raison de la qualité douteuse de la nappe phréatique et de sa quantité insuffisante.

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La zone de services publics a été constituée en 1997 pour régler les problèmes liés aux services privés d'alimentation en eau. Ce petit réseau de canalisations, mieux connu sous le nom de système d'alimentation à faible débit, alimente aujourd'hui plus de 900 bâtiments (même s'ils ne sont pas tous raccordés actuellement).

L'élargissement repose sur deux fondements. Premièrement, les études techniques déposées en faveur de la MPO indiquent que le système a déjà la capacité nécessaire. Deuxièmement, les politiques du Plan officiel, de la Déclaration de principes provinciale et des documents supplémentaires (comme le Plan stratégique de la Ville et la Stratégie des partenariats pour la prospérité) reconnaissent tous l'importance de la santé et de la qualité de vie des résidents et du développement économique continu et soutenu.

Le public a été avisé et invité à une consultation publique, conformément à la Politique d'avis et de consultation publique approuvée par le Conseil municipal pour les MPO. De plus, une assemblée publique a été organisée. Beaucoup de commentaires formulés par les résidents à l'assemblée publique et de commentaires écrits portaient sur le fonctionnement actuel et la capacité existante du système de distribution à faible débit et sur sa capacité d'expansion.

L'expansion sera financée par le privé, et le partage des coûts de raccordement fera l'objet d'une entente entre les propriétaires.

D'autres industries et commerces pourront s'installer près de l'échangeur et le long du couloir du chemin Boundary lorsque seront calmées les inquiétudes du public à l'égard

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des problèmes de qualité et de quantité grâce à l'installation d'une source d'eau municipale.

Le personnel est d'avis que la proposition du requérant repose sur un fondement solide. En effet, l'agrandissement de la zone de services publics constitue une utilisation efficace des services d'eau pour les terrains industriels vacants, outre qu'elle fournira une source de bonne eau potable aux entreprises déjà établies.

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# **BACKGROUND**

The Boundary Road Industrial Landowners Group is requesting an amendment to the City's Official Plan and Infrastructure Master Plan to extend the Carlsbad Springs Trickle Feed Water PSA to serve the rural Industrial area along Boundary Road north and south of Highway 417. This would require approximately a 3.08 kilometres extension of pipe from the existing system on Boundary and Thunder Road (see Document 1).

The Official Plan Amendment is required because the policies of Section 2.3.2, as modified by OPA 150, discourage future growth on the basis of partial services, particularly where City water is provided to resolve a groundwater contamination issue.

Section 2.3.2.11 states partial services shall only be considered in the following circumstances:

- a. Where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing development; or
- b. Within the urban area and in villages where development on partial services already exists and the proposal constitutes minor infill.

These policies are consistent with the PPS that discourages growth on the basis of only one municipal service.

In 1997, the former Regional Municipality of Ottawa-Carleton (RMOC) and the Ministry of the Environment implemented an innovative strategy to provide the rural area around Carlsbad Springs and the Village with a municipal water supply system. Highlighted as a "Demonstration Project", the water supply system was extended to serve existing

development to address known water quality and quantity issues. The extent of the system is defined by the City's Infrastructure Master Plan (see Document 2).

The Carlsbad water PSA is supplied with drinking water from the City's water distribution system via a network of small diameter pipes. Commonly known as the trickle feed system, this small pipe system provided water to a defined number of units (829 units). The supply to the customer was limited to a fixed rate and requires that each dwelling have a storage tank and pump to supply the required amount of water for domestic use at a pressure to service the water fixtures. This system cannot supply fire-fighting protection nor is it intended for outdoor use.

The initial intent of the system was to provide a safe source of drinking water to residents who had been impacted by water quality/quantity issues. Because the system was intended to remedy a residential servicing issue at the time no capacity was allotted to growth or extension of the pipe system, however, capacity was set aside for new dwellings on existing vacant lots. This system capacity also recognised a number of existing high water users such as the school, a seniors' home, golf course and a small apartment building.

Since the inception of this water system policies in the former OPs (RMOC and City of Gloucester) and of late the City's Official Plan have not permitted new development or any proposals to extend the water service.

Recently, at the request of Council, staff evaluated the Carlsbad water service area with the intent to investigate the possibility of allowing for additional water service connections for future residential severances. The analysis of the capacity of the system concluded that sufficient capacity existed to permit up to 112 new residential lots as well as connections to new dwellings on the remaining vacant lots. These additional connections to the system are anticipated to have some system efficiencies such as the potential to reduce the need to flush the system to maintain water quality. Maintaining water quality in the current water service due to lower than anticipated water demands and flows has necessitated regular flushing/bleeding of water from the pipes to ensure an adequate turnover of water in the pipes to maintain the required chlorine residuals.

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We also note that the City is currently reviewing a rural industrial plan of subdivision and Zoning By-law amendment on the southeast corner of the Highway 417 and Boundary Road interchange. A long combination vehicle truck stop is one of the uses proposed for this site.

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On April 15, 2015, Council adopted an OPA 152 to allow for the severance of new residential lots that have a connection to the Carlsbad trickle system.

#### DISCUSSION

Since 1997 the Carlsbad PSA has been monitored for water usage and performance. The total number of original units permitted on the system (829) had an assumed design peak "concurrent use rate of 100 per cent". This means that the designers assumed that that everyone would be taking water at same time. The City's years of monitoring have confirmed that actual peak concurrent use has about 45 per cent, of users taking water simultaneously. Typical concurrent use is about 15 per cent of users. This means that there is significant additional capacity designed into the system to accommodate more uses. OPA 152 now allows additional severances which means that new lots will be accommodated using some of this capacity.

The application for this OPA is to allow a portion of the identified capacity to be used to service the lands illustrated on Document 1. The area subject of the requested extension is designated in the Official Plan as General Rural Area. The lands are further zoned, Rural Heavy Industrial, General Industrial, Rural Commercial and Rural Countryside. This area of Boundary Road has long been recognized as an area of rural employment.

Former OPs and Zoning By-laws (former City's of Gloucester and Cumberland) set aside these lands for a mix of industrial and commercial uses to take advantage of the Boundary Road / 417 interchange.

Over the years, only a small number of industrial uses have located along the Boundary Road corridor south of Highway 417. Large tracts of industrial zoned lands remain undeveloped. Anecdotally the owners have reported that despite the locations proximity to the highway interchange new development is discouraged due to questionable ground water quality/quantity in the area. It should be noted that the current

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groundwater issue is not related to contamination but rather from the natural geology of the area known as the Carlsbad formation. It is commonly known that the village and areas around Carlsbad have a source of poor quality of water. This request is accompanied by and critical to a development proposal and land uses that would not be attracted here without this servicing.

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Policy Framework and Related City Strategies

# City of Ottawa

In the past former OPs (former RMOC and former City of Gloucester) restricted lot creation on the existing service line because the water service was installed to provide a safe source of drinking water to residents who had been impacted by water quality/quantity in the Village Carlsbad Springs and surrounding area. Further, based on the original design capacity calculations there was very little, if any capacity available for new lot creation at that time. The City's OP (as modified by OPA 150) takes the same position as earlier OPs and does not support servicing to the rural area unless it addresses a heath concern, is part of expansion of a serviced village or supports a unique economic opportunity. The OP also does not support the continued expansion of single services. It has only been through almost 20 years of use that staff now understands usage patterns and the system better; not only its robustness as additional capacity is concerned, but also its shortcomings because of the manner in which it is used (eg: the ongoing flushing of the system that is required because of standing water in pipes).

The service has capacity for more development and we have an opportunity through a minor extension to stimulate economic activity in the Boundary Road corridor which would address policies found in the OP (Building a Sustainable Capital, Strategic Directions, and Providing Infrastructure) combined with the Strategic Plan and related Economic Strategy.

Section 1.4 (Building a Sustainable Capital) of the OP (as modified by OPA 150) sets out a number of goals for the long-term sustainability for Ottawa. More specifically:

 Health and Quality of Life: All residents enjoy a high quality of life and contribute to community well-being. The extension of the PSA will encourage rural employment in an existing industrial area and facilitate interchange development opportunities. Safe drinking water will also be provided for existing residents although it is incidental and minor to this amendment.

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 Economic Prosperity: Economic prosperity supports local people, community well-being, and ecological health.

The extension will also support the existing rural residential development and support opportunities for residents to work in their community which in turn reduces travel.

## Section 2.3.2 Water and Wastewater Services

There are a number of policies within the Section 2.3.2 (Water and Wastewater Services) that deal with the provision of services in the rural area. Policy 5 identifies a number of exceptions where the City may provide for the creation of new PSAs where public services have been deemed an appropriate solution. Two exceptions that speak to the proposed OPA are to remedy a public health problem and to support economic development in unique situations. However, Policy 7 discourages future growth on the basis of partial services, particularly where City water is provided to resolve a groundwater contamination issue. Growth may be considered where an Environmental Assessment has addressed the potential for aquifer contamination by pollution from private septic system effluent and has addressed the impact of indiscriminate water use.

Finally, Section 2.3.2.11 states partial services shall only be considered in the following circumstances:

Where they are necessary to address failed individual on-site sewage services and individual on-site water services in existing development; or

Within the urban area and in villages where development on partial services already exists and the proposal constitutes minor infill.

As stated early in this report numerous concerns have been raised by the property owners on the quality/quantity situation of the ground water in the area of Carlsbad Springs. Further based on a previous report prepared for the City (Employment Lands

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Study, 2012 Update by Danix Management Limited) it appears that this area of the City may represent a key transportation node with respect the Boundary Road interchange on Highway 417. Clearly, the extension of the PSA to the existing residential lands north of Highway 417 and the industrial lands south of 417 meet the intent of the above economic policies.

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# Strategic Plan City of Ottawa

The Strategic Plan sets out the City's long-term sustainability goals and objectives that highlight the importance of economic prosperity. The extension of the Carlsbad PSA will help promote new enterprises and expand the local economy. Strategic objectives established by the plan also support the extension.

"EP3-Support growth of local economy - Invest in community organizations that support the local economy, both urban and rural, by promoting local industry, creating infrastructure to stimulate growth, including hubs for innovation, promoting investments in our business".

Permitting an extension of the PSA will promote growth and investment in the Carlsbad area.

Employment Land Study – City of Ottawa - 2012

During the comprehensive review of the OPA 150, an update to the Employment Lands Study, 2012 Update was undertaken for the City by Danix Management Limited. One of the components of the study reviewed rural employment land opportunities. The study suggested that given the ample supply of rural employment lands there was little merit to applying a protective designation or zoning direction to rural industrial parks. That said there were exceptions for lands at 400 series interchange locations, notably, the Boundary Road interchange. The report noted that lands currently designated "General Rural Area" close to the interchanges could be re-zoned to protect for future transportation and logistics uses. The remaining rural interchange locations are non-strategic to employment development and should not be designated.

When Council approved OPA 150 on November 26, 2013, it also passed the following motion:

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That staff be directed to bring forward a recommendation to the 2014-2018 Term of Council priority setting process to study all 400 series interchanges, not including those located in an agricultural resource area, to determine if potential unique economic opportunities exist, what the land uses are, and how they can be serviced;

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Staff note that the Employment Land Review is currently underway. The completion of the study is scheduled for December 2015 with a possible report to Planning Committee early in 2016.

The current application is consistent with the findings of the Employment Lands Study, 2012 Update.

# Partnership for Prosperity

Partnership for Prosperity is the Economic Strategy for the City. The report sets out objectives for community sustainable development. One of the goals in ensuring that a community is viable and sustainable and that its residents can achieve and maintain an enviable quality of life, is economic prosperity. Economic initiatives such as, extending the PSA to support the development of rural employment areas encourage long term viability for rural employment, and benefits the City as a whole.

There are challenges to development in this area because of the lack municipal infrastructure. The OPA proposal to extend the PSA takes advantage of a currently under utilized water supply service and will make the existing industrial lands more attractive for development.

# Technical Operation Considerations and Risks

Initially, as part of this OPA the applicant's (Boundary Road Industrial Landowners Group) development aspirations were for 94 Industrial, Commercial, Institutional (ICI) units. While the applicant's engineers believe that all of the proposed development can be supported by the existing system, staff have requested that a greater level of concurrent use be assumed initially and that as use demand is monitored additional commercial units may be added. The City commits to the continued monitoring.

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Staff note, the Feasibility Study in support of the OPA also took into account the recently approved OPA which permitted for the severance of new residential lots (112 units) that have a connection to the Carlsbad PSA.

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The extension of the trickle feed system is not without risks. The technical study (Feasibility Study – Extension of Carlsbad Springs Trickle Feed Water System prepared by Stantec) in support of the OPA identify additional, albeit, not unlimited capacity to extend the service. The report was reviewed and accepted by City staff.

The land currently serviced by the trickle feed system is known as the Carlsbad Springs PSA. This system is also considered a Vulnerable Service Area (VSA). The system has always been vulnerable because it is not a looped system. This means that there is one pipe that connects the whole trickle system to the City's urban water service area. It is normal practice to have more than one feeder connection. This ensures that there is always redundancy in case of an accident that disrupts one feeder connection. A shutdown at the head of the existing feeder line would result in depressurization of the system and pose a risk to public health.

To extend the system does not add to this inherent vulnerability of the system but it can mean that more residents and businesses will be impacted by any interruption of water service. It should be noted that the City has a number of un-looped service lines. It is something that is corrected as opportunities arise on an ongoing basis. Providing over all system redundancy is not part of this proposal. However, the extension along Boundary road will loop two existing long dead-end pipes on Boundary Road north of Highway 417 and on Thunder Road south of Highway 417 – See Document 1) which will mitigate the impact of extending the system by potentially reducing the need for flushing the system to maintain water quality.

However, with any system extension there are increased operations, maintenance, and life-cycle replacement costs for the system. This will be offset by the rate of new connections. Provincial Policy Statement 2014 (PPS)

The PPS sets out the Provincial interests in land use planning. The policies provide direction in development matters while protecting the resources that are of significant interest to the Province. All land use decisions are to be consistent with the PPS. Not

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all circumstances can be measured against specific policies in the PPS. This document is designed to be read in its entirety to balance the various components such as the current situation.

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The City's OP policies have been developed in regard to and consistent with the Provincial Policy Statement (PPS). The policies of the OP have provided exceptions to the servicing policies in order to address special local circumstances; such as provided for in Section 2.3.2 policy exceptions 8 and 9. Such decisions are appropriate when balancing the interests of the PPS.

An extension to the trickle feed water service to the lands in the Boundary Road area would be consistent with the Healthy Community, Rural Area and Infrastructure and Public Service Facilities provisions of the PPS. The effective use of infrastructure to serve the community is clearly of provincial interest. Rural areas of municipalities are recognized as being a significant part of a community and their development is also clearly supported by the PPS. There are situations where the completion of partially developed areas can also be allowed through the rounding out and infilling provisions. The PPS when read as a whole supports this proposed extension to the PSA.

The extension of the PSA will assist with the provision of local employment. PPS policies support communities that are to be economically and environmentally sound where efficient land use and promotion of economic growth are all done in context of local conditions and local investments in infrastructure. Long-term prosperity of a community is partially built upon the optimization of the use of the infrastructure as a part of the provision of an economically sound community.

Planning for water services is to be done on basis of the efficient use of the existing infrastructure, ensuring that it is sustainable, financially viable and that it protects human health. The expanded PSA would support all of these policies.

# Conclusions

Staff, is of the opinion that there is an approved policy basis that supports the applicant's proposal. Such an extension of the PSA makes efficient use of the water service for the vacant industrial lands, while providing a source of good drinking water to businesses that already exist. As noted early, in this report the additional water

services connections would provide more efficiencies such as the potential to reduce the need for flushing the system to maintain water quality.

This amendment is not only about the capacity of the water system and its ability to be extended, but also about land use and maximizing potential of the City's industrial land, especially that land in the rural area which is optimally located at an interchange. The water service extension will allow for a more robust and diversified development, redevelopment of enhancement of existing industrial uses ensuring a more self-reliant rural area.

# **RURAL IMPLICATIONS**

Expansion of the Carlsbad Springs PSA will support the needs of the current residents, businesses and undeveloped non-residential lots. The expansion will increase the opportunity for new economic activity south of the village and provide for more employment for residents of the village.

# **CONSULTATION**

Notification and public consultation was undertaken in accordance with the Public Notification and Public Consultation Policy approved by City Council for Official Plan Amendments. In addition one public meeting was held in the community at the Carlsbad Springs Community Centre (6020 Piperville Road) on February 18, 2015. The purpose of the meeting was to introduce the proposed request to extend the trickle system and two related proposals to the community. The first related proposal was the OPA to permit residential severances on the existing water service line. The second proposal involved an application for the subdivision and concurrent zoning bylaw amendment for the industrial land south of the Hwy 417 and with access from Boundary Road.

Minutes of the public meeting, the questions and responses are attached as Document 3.

The City also received a number of written submissions related to the proposal to extend the pipe system. A summary of the comments can be found in Document 4.

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Results from the technical circulation reveal concerns with this water service area being identified as a Vulnerable Service Area (VSA). Other concerns related to the capacity and design of the system, have been addressed through the approved feasibility study.

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# Response to Public Comments

Many of the comments received from residents at the public meeting and written comments had to do with the capacity of a trickle system and its ability to expand. Many residents spoke of the inherent limitations of such a system and questioned if having additional users would compound these issues. Residents also asked why the City would consider expanding the system to commercial properties when there are still residents who are not connected.

There is capacity and a right to hook up into the system for any residential property existing in the water PSA. Evaluation of usage patterns indicates that there is capacity to accommodate these industrial lands and in fact there may be a benefit to more users. Further, as expansion takes place, there will be monitoring and ongoing testing that will allow the City to cease expansion at any time, should it appear that capacity is approaching its limitations. Indeed while this system was originally built to support limited residential properties that were impacted by lack of potable groundwater, the usage calculations formulated to design the original system are now considered overly conservative (design safety factor is higher than necessary). Low usage has resulted in some challenges to the water system, and given the design as a trickle system, additional proposed usage is not expected to exacerbate these challenges. For example, some residents have commented that having additional users on the system may impact their ability to refill their storage tanks, or will further inhibit their access to an urban-like supply of water or will prohibit having fire hydrants installed along the system in the future. However, the number of users on the system does not compound these limitations; rather they are intrinsic to the system design. The nature of a trickle system is that it is not high volume and therefore, replenishment of reserve tanks takes time and fire hydrant pressure requirements will not be supported on such a design: regardless of clients.

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There are good reasons to support expansion. First, there have been challenges with the chlorination of the system and having more users on it will help to ensure that the pipe life of water is shorter. Therefore quality should improve. Further, as a prime interchange, supporting economic development in the area provides for a diversity needed to provide local jobs and expand a tax base that supports, for example, the provision of municipal services.

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# **COMMENTS BY THE WARD COUNCILLOR**

Councillor Blais is aware of the application.

# **LEGAL IMPLICATIONS**

There are no legal impediments to adopting the recommendations outlined in this report.

# **RISK MANAGEMENT IMPLICATIONS**

In the event of a failure of the single supply line to the trickle feed system, more water customers will be temporarily out of service in the future if the system extension is approved. The extension adds primarily commercial customers. This risk exits with or without the extension.

The pattern of concurrent use of the water system may change placing greater demand on the system than currently anticipated.

Staff will continue to assess the condition and the capacity of the trickle - feed system each time the Infrastructure Master Plan (IMP) is reviewed - generally every five years. Should the review identify issues with concurrent use the City reserves the right to suspend all new lot creation/connections to the system.

# FINANCIAL IMPLICATIONS

The extension of the water service will be privately funded (all costs borne by property owners) and connections will be subject to a land owner agreement governing the sharing of the installation costs.

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Additional water service connections will provide efficiencies such as the potential to reduce the need for flushing the system to maintain water quality. Associated maintenance cost savings are not known at this time.

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## **ACCESSIBILITY IMPACTS**

There are no accessibility implications associated with this report.

#### **TERM OF COUNCIL PRIORITIES**

This report aligns to the following Term of Council Priority:

EP3 – Support growth of local economy

Invest in community organizations that support the local economy, both urban and rural, by promoting local industry, creating infrastructure to stimulate growth, including hubs for innovation, promoting investments in our businesses.

#### **APPLICATION PROCESS TIMELINE STATUS**

The application was not processed by the "On Time Decision Date" established for the processing of Official Plan amendments due to the complexity of issues associated with the technical review of the supporting documentation.

# SUPPORTING DOCUMENTATION

Document 1 Location Plan

Document 2 Carlsbad Springs Trickle Feed Water System Infrastructure Master Plan (Figure 7)

Document 3 Public Meeting Minutes

Document 4 Summary of Written Comments

Document 5 Official Plan Amendment

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# **DISPOSITION**

City Clerk and Solicitor Department, Legislative Services, to notify the owner, applicant, OttawaScene Canada Signs, 1565 Chatelain Avenue, Ottawa, ON K1Z 8B5, Scott Templeton, Program Manager, Assessment, Financial Services Branch (Mail Code: 26-76) of City Council's decision.

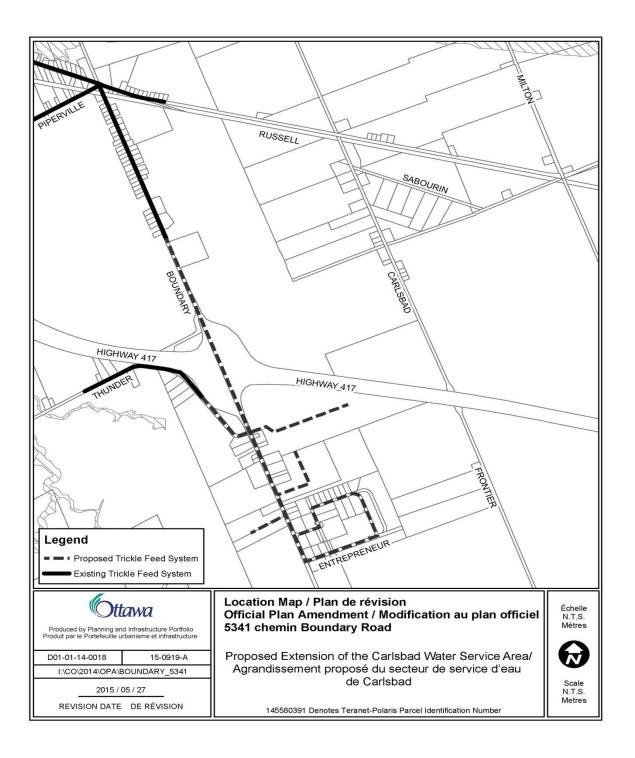
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Planning and Growth Management Department to prepare the implementing by-law, forward to Legal Services and undertake the statutory notification.

Legal Services to forward the implementing by-law to City Council.

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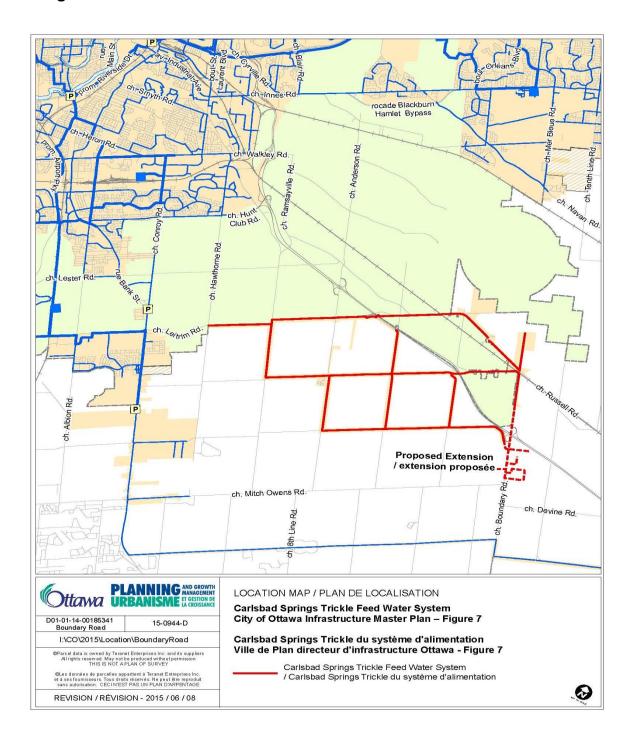
# **Document 1 – Location Plan**



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Document 2 – Carlsbad Springs Trickle Feed Water System Infrastructure Master Plan Figure 7



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# **Document 3 – Public Meeting Minutes (As recorded)**

Date: February 18<sup>th</sup>, 2015

Time: 7 p.m. to 9 p.m.

Location: Carlsbad Springs Community Centre (6020 Piperville Road)

Re: 5371 Boundary Road, Part of 5329, 5383, 5341 Boundary Road

Plan of Subdivision Application (City File No. D07-16-14-0024)

Zoning By-law Amendment (City File No. D02-02-14-0124)

Official Plan Amendment (City File No. D01-01-14-0018)

Official Plan Amendment (City File No. D01-01-14-0019)

- Derrick Moodie provided a bilingual welcome and introduction.
- Sean Moore gave a brief overview of the Plan of Subdivision and Zoning By-law applications.
- Greg Winters (Novatech Engineering) provided an overview of the development at 5371 Boundary Road, Part of 5329, 5383, 5341 Boundary Road.

# Question:

What does ancillary retail mean?

## Response:

It relates to the listed permitted use of a property and is additional to the principal use.

# Question:

How many trucks per day will there be with the future development?

# Response:

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This issue will be looked as individual site plan applications are submitted to the City.

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#### Question:

Already quite noisy. Won't the noise levels increase with all of the increased truck traffic? Still noisy at the property across Highway 417.

# Response:

Noise sensitive uses require noise studies. These types of studies could be required at the Site Plan Application stage based on the use proposed. There are no noise sensitive uses currently adjacent to the proposal site.

#### Question:

Won't there be contamination of adjacent wells with the proposed dump?

# Response:

We aren't here to talk about the dump.

#### Question:

Will the volume of water be affected by the dump? Will the reserve capacity be left to put in other areas?

#### Response:

Answer deferred for Chris Rogers.

- Chris Rogers gave a presentation of the Trickle Feed Water System
  - History, studies, system design, payment (70 per cent province, 30 per cent
     City), 829 equivalent units, connected to City's central distribution system).

#### Question:

How much additional capacity is there in the system exactly? Existing individual homes on the system don't seem to have enough capacity. Why can't the City also increase the flow to individual homes?

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# Response:

The system was never designed for on-demand supply. It was designed to rely on storage for on-peak supply. The answer isn't increasing the flow; it's adding more storage in your home- size of storage tanks, pump and pressure tank. Number of potential additions depends on where each property is located on the system. Each tank is refilled at 2,700 litres/day. New connections will not make a difference to this rate.

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## Question:

Shouldn't the City fix the problem with the existing system before the system is expanded? Everyone's usage will stay the same- no one is going to change so we should fix the existing problem first. The City should change the flow control and regulator valve.

# Response:

It's not that clear and simple and keep in mind there isn't a problem with the existing system- it's operating as it was designed to. We have to engineer the system with a factor of safety and there have not been any approvals for extending the system yet. It's not about increasing flow; it's about increasing storage in your homes.

# Question:

Why would the City consider expanding the system to commercial properties when there are still residents who aren't connected?

Response:

Deferred

# Question:

If you can increase the capacity why can't you increase the flow? We don't need the extra capacity- we need flow because new connections will affect the pressure. If they system can take it, why not give it to us?

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# Response:

Again, it's not an issue of flow. It's an issue of how much storage you have. Levels of service will remain the same if the City is to expand the system. Pressure will vary in the City system before reaching homes. New connections won't affect pressure. The rate of water into your tanks will be the same as it always was.

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# Question:

Would you say there is 100 pounds of pressure? Pressure will most definitely drop with added connections.

# Response:

Approximately 80 psi depending on where you are in the system. The pressure won't affect the flow rate and levels of service will remain the same.

- Bruce Finlay presented on the OPA for severances along the system
  - Study showed 112 lots could be added through severance

#### Question:

Will residents who sever have the same restrictions as before?

# Response:

Yes, they will have to comply with the policies in the Official Plan and Zoning By-law.

# Question:

What's the cost to connect?

# Response:

People who are to connect will be charged \$3,700/connection plus the fee for actually connecting (plumbing, tanks, etc).

- Jeff Ostafichuk presented on the OPA for extending the system
  - Lands were removed from the extension after submission (Sabourin Road, Carlsbad Lane, Russell Road)

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 Tim Chadder (JL Richards) provided details on the expansion for the industrial properties, history/issues with water quality and quantity for industrial properties

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# Question:

There are many residents who are not satisfied with the existing system. I have great well water. So great that I even drink my well water. I can use the water all the time without any quality or quantity issues. Why do I have to even consider connecting to the trickle system? Forcing people to connect is a breach of freedom of living and a pollution issue. There is a lot more to consider than just the capacity of the system.

# Response:

There is nothing that will require you or anyone else to connect to the system.

# Question:

If expansion goes forward and severances are approved there will obviously be limited capacity beyond that.

# Response:

It has been demonstrated that there is capacity for an additional 112 lots through severances to be permitted without compromising the capacity of the system.

## Question:

Communal water availability is a large issue within the City. We need to look at the issue more strategically. The system was primarily designed for residential use and now the City is considering expanding the system for industrial properties. You are taking a piecemeal approach and should be looking at it globally overall.

#### Question:

If the system is extended and you miscalculate and water flow isn't sufficient, what is the City's back-up plan?

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# Response:

Calculations are done with a factor of safety because things change overtime. Again, flow isn't the issue. It's allotting the extra capacity in the system.

#### Question:

If a restaurant is a permitted use, it will most definitely use a lot more water than a single residence. The proposed uses will use too much water and deplete the system. The City should calculate the total litres of water used before and after expanding.

#### Question:

There are obviously many people who were turned away when they wanted to sever. Have you contacted all of these people?

# Response:

Everyone who is on the trickle system was contacted regarding the Official Plan Amendment.

#### Question:

Who paid for the studies regarding the capacity? Must be the taxpayers!

#### Response:

The Agriculture and Rural Affairs Committee directed staff to study the system and determine if there was existing capacity and what to do with it. This stemmed from several applications to the Committee of Adjustment to sever along the system. The applicants who are interested in extending the system also pay.

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#### **Document 4 - Comments**

#### Comment:

The Vars Community Association is concerned with the proposal to extend Carlsbad Springs Trickle Feed Water Service Area. While we recognize the need and benefits to the residences and businesses to serviced, our concern relates to the fact that according to studies performed on the water feed the system cannot support fire hydrants in the area. As further developments will most likely grow in the area as a result of this extended water service, should there be a need for our firefighters to intervene on this site (firefighters who mostly reside in Vars) their lives and those of the area and their investments are put in further danger due to lack of access to water supply to combat potential emergencies. We would ask that further studies be made to ensure that the water system can, eventually, permit the service of hydrants in the area. Please pass our concern on to the appropriate planning resources. We have sent a similar notice to Councillor Stephen Blais and Chief Tim McNeely.

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# Comment:

We should be on a regular water system not this trickle system.

# Comment:

The DTD2 (Dump This Dump) team echoes the comments submitted by the Carlsbad Springs Community Association. In addition, there are many questions raised with this application. I spoke to 3 current businesses and none were approached by this Landowner group. They were made aware of this application by residents who were mailed the information. I also spoke to 5 residents of Carlsbad Lane (area where extension of trickle system is proposed). None of them have a problem with the quality or the quantity of their surface well water. So how did this group produce a report saying that the water quality was poor. Furthermore, the Landowner group is not incorporated, nor does it divulge anywhere who they are. How can they speak on behalf of the 75 businesses - which, by the way, half are non-existent as we now speak.

It is unbelievable that such request was actually put forward before the city!

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#### Comment:

I completely support the expansion of the Trickle Feed System on Boundary Road and surrounded area. I believe that this part of the City of Ottawa needs thoughtful and purposeful development. While Carlsbad Springs is a haven within city boundaries, it lacks key infrastructure to help it become a viable and sustainable community. I believe that this proposal is a fantastic idea, and further, I would welcome other purposeful development opportunities, such as a bus route on Thunder Road. This would encourage potential businesses to consider Carlsbad Springs for commercial activity.

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Thank you for the opportunity to comment on this proposal.

# Comment:

From my research as a freelance journalist it seems likely that this application is an attempt by Taggart Miller Enviro. Svc. and the Taggart Group of Companies to subvert the planning process in order to further their goal of establishing a mega-landfill in that area. It is my opinion that residents of the surrounding communities will not allow that plan to go forward at any time. So the City would be well off to ignore this request, as there will be great expense and no net benefit to the city or to residents.

#### Comment

This letter is to respond to quires of concern, in relation to supply of water via the trickle system to the southern aspect of 417/ Boundary road area.

Most of the area in question is marsh/ fill. While there is a need for sewage and wastewater removal for further residential/commercial development, there is plenty of water available. Of greatest concern to me, my loved ones and my neighbors is the fact that The City of Ottawa/ Toronto/ London continue to add hydrofluosilicic acid to our pristine water supply; =toxic waste soot of which the material data sheet of W.H.I.M.I.S. is blank-purchased from the Tampa Bay Florida fertilizer industries' smokestack wet scrubbers at an annual cost of about \$377,000.00 for Ottawa alone-instead of them paying to process it. Thereby causing corrosion of pipes, fittings and doubling the lead content of our city water. [1] Fluoride is in W.H.I.M.I.S. as an extremely reactive, caustic, dangerous and corrosive substance, with numerous cautionary handling warnings.

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Water fluoridation causes: dental fluorosis, damages DNA repair enzymes, increases risk for osteoporosis, increases risk for cancer (bone, oral, bladder, and lung) causes genetic damage, causes skeletal fluorosis, causes abnormal brain development, hypothyroidism and reduces fertility in males. Not to mention a 450 per cent increase in neuro-developmental complications to humans downstream, after aluminum (alum) is added to waste water at sewage treatment plants. Aluminum fluoride is quickly absorbed by the brain. With an untold ripple effect to the local wildlife. Furthermore, according to radiologist Dr. David Ayoub, his fellow physicians cannot distinguish skeletal fluorosis from rickets. And has legal implications in the weakening of bone to the point of numerous fractures in, 'shaken baby syndrome.' Especially in minorities, already lacking in Vitamin D, lodine and magnesium.

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In the Boundary road region in question, folks who depend upon the water table for their wells, will be exposed to this contaminant. [2] In fact fluoride is listed by Environment Canada as one of the top two pollutants of the Great Lakes.

After about 7 years of Ottawa water consumption, my wife's urine lead level is very high. Her mercury levels are also very high, most likely as the result of over-vaccination with thimerosal containing vaccines. Another public health blunder, from folks who depend upon their conflict of interest/ industry based, 'research,' for their mis-education. While cleaning and maintenance staff, remain better informed; after being mandated to certify in W.H.I.M.I.S. annually. When my wife's results were mentioned in person to Councillor Stephen Blais, he mechanically stated that he was sorry to hear of this, but he insists upon maintaining the, 'expert opinion,' action, on the use (abuse) of the Ottawa population with contaminated toxic waste soot.(and mercury laden flu shots) Both added at the taxpayer's expense, and demise. This is also a racially selective form of poisoning of our minorities. In fact, whites bio-accumulate double the normal lead levels, Hispanics quadruple and Blacks a six fold increase in blood levels, from drinking fluoridated water. This also leads to lower I.Q. and increased violence. (see reference 1) Further adding to our health care, social assistance, incarceration and police budgets; and is of a source of obvious moral, racial, ethical dilemmas. With no known honest scientific study benefit, only harm; Thereby adding legal costs to the defense of an unfounded practice.

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The extension of the trickle system will further burden the taxpayer. It seems odd that \$50 million dollars of city money used to support the, "dump the dump," effort (from Mr. Blais's election pamphlet). And now we will be paying for the infrastructure of the same dump that we paid to oppose.

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Minimally, the planning department needs to educate its' members not just for their own/ family's sake, but for the people of Ottawa. Only then can you folks come to the understanding that will give you informed consent. Or otherwise share the responsibility of creating further measurable toxic collection of wastes, in the individuals and creatures of the city and outlying areas, with the counselors. Moreover the health and welfare of our front line caregivers and service staff has been and will be adversely affected by the continual blind eye to known harm of present policy. Given that the water fluoridation has already been shown to adversely contaminate my wife, I request to make an oral submission to city council and the planning department.

Thank you for your time and attention to these points that affect our health, wealth and prosperity as a city and nation.

# Comment:

I would like to submit my comments on the Carlsbad Springs Trickle Water Service extension proposal. Having lived at 5153 Carlsbad lane for 33 years with a family of five for 25 of those years and never having had any supply or quality problems with the water from our shallow well I am not in favor of this system. The only reason that I can see for this is the City and Boundary road Dump parties protecting themselves from any legal action in the future should any water pollution be caused by the Dump. I am sure the City is looking forward to large revenues from this Dump but there are other sites that are already processing this type of material that would take in more. If the City and the Boundary Road Dump parties want to provide this service at their expense I may be interested. I would like to be kept informed any meetings or amendments to this proposal. Thank you.

# Comment:

As a landowner along Carlsbad Lane, I would like to state that I do not have any objections to the proposed extension of the trickle feed water system in the area as

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indicated on the circulation map. This service is long overdue and would present a great benefit to present and future residents as well as enhance future development of the area.

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#### Comment:

My husband Joe and myself (Tammy) are against any new additions to our current Carlsbad Springs water trickle system. There was only a 5 per cent extra usage allowance when it was completed years ago, friends of our living on Eighth line road (at the time) were unable to access the water line because it did not have the capacity to include any more homes. The volume source has not been increased so we absolutely **do not** want any other homes or businesses added to it. It currently takes 4 to 5 hours to fill our tank on normal usage days (normal water usage).

If we encounter any problems due to any extra homes or businesses hooking up to this current system we will take legal action against the city of Ottawa and all who are responsible for adding to it. Please note that we are only abiding by the strict regulations that were implemented by the city of Ottawa when we were originally hooked up to the trickle system. We were told at the time that had we waited another week we would not have been allowed access to it because of its limited ability to provide adequate water supplies to homes already using it. I also want to note that any obstruction to the water flow due to addition of new lines will cause potential health risks to my husband and myself, both of us with serious medical conditions. If any health problems occur due to any tampering with the current system we will most definitely take legal action as mentioned above.

# Comment:

At the moment we have good water quality and quantity. Why do we need city water at this time? If proposed dump site is approved it may change things in a hurry.

#### Comment:

I like the possible extension of the trickle feed system to reach my property at 5575 and 5613 Boundary Road.

We wanted to write to express our feelings towards this proposed project. We are happy with our current well water source and do not experience any of the issues outlined in the letter online proposal. For this reason we do not wish to be part of the new system. In our opinion, this would be just one more service from the City that we would be paying for that we either do not use or do not need.

To be entirely honest, this whole project smells more like an attempt by Taggart Miller supporters to reduce the amount of roadblocks involved in getting the proposed dump approved than it does of the city kindly addressing a concern from the a local landowners group. Based on the location of the industrial park vs. our house on Carlsbad Lane, it makes absolutely no sense why they would want us included on the water system. We do not support either reason and are obviously against the dump and are supporter's o the Dump This Dump 2 campaign.

#### Comment:

The map on the website where the proposed trickle system will be extended too indicates Carlsbad Lane as a proposed site, however, it seems that the map indicates a small portion of Carlsbad Lane - I would like to know if my address (as above) will be included in this trickle system? If not, I would like to know why not all residents on Carlsbad Lane will not be included? Also, I would like information on what individuals/organizations are part of the Boundary Road Industrial Landowners Group - would this group include Taggart/Miller?

# Comment:

As per the letter sent to residents of Carlsbad Springs, our understanding of the Official Plan Amendment Proposal being put forward for approval, is to allow consideration for residential severances or residential infill lots (for residential dwellings only), within the existing Carlsbad Springs Trickle Feed Water Supply System service area\*, as shown on the 'Location Map' attached to the Official Plan Amendment letter sent to residents (identified as 'Lands Subject to OPA'), to connect to the Carlsbad Trickle Feed System.

In particular, this proposal is not to extend the Carlsbad Springs Trickle Feed Water Supply System, beyond the existing service area\*, nor is it to include any other uses beyond the identified possible 112 residential severance connections (for residential

severances/dwellings), along the existing network. This OPA amendment is not to acknowledge or confirm any additional capacity in the Carlsbad Springs Trickle Feed Water Supply System, nor for any uses other than that identified above.

Any additional requests for expansion of the Carlsbad Springs Trickle Feed system should include input from local residents and a comprehensive review regarding current usage and water capacity/availability/flow to individual households. It is my experience (which is echoed by many within the community) that the flow to existing households is restricted, especially for households with children (one cannot for instance do three loads of wash and take a shower?). If there is additional capacity, instead of 'flushing' the water for instance, residents would greatly benefit from increased flow/capacity to the individual households (restricted water access is something we've just learned to live with). As is noted several times in the report completed by the City of Ottawa (Assessment of Available Capacity of the Carlsbad Trickle Feed System), several of the initial assumptions made regarding water usage/consumption were incorrect or rather different than what we are actually seeing (based on the data presented as part of the analysis) – thus any extensions, expansions, or other, should also include input from the residents and those currently using the system to determine whether there are issues/changes with regards to the base assumptions that need to be made regarding overall usage/flow requirements.

I would also like to understand what contingency plans are envisioned, should there be a miscalculation/misinterpretation in the presented detailed report and/or the analysis conducted by the City, which results in insufficient water capacity for the residents currently on the Carlsbad Springs Trickle Feed system should this OPA be approved? (and whether all costs associated with any remedial activity would be borne by the City of Ottawa)?

#### Comment:

If the industrial area wants water let them drill a well. If they want city water they should have the same limits on water usage that we have.

#### Comment:

The trickle system was and is for residents. Not a commercial system. Look after the residents first.

#### Comment:

My concern is that the trickle system as know it now will not support any additional water consumption.

#### Comment:

Currently the system as it exists has one benefit, it supplies water to those who always ran out. However, the system does not answer many needs. First and foremost you need to have two tanks installed in the household in order to be able to do a few loads of wash and take a shower and that is for only two adults and one child. If you happen to empty the tanks it takes forever to fill, hence why they call it the trickle system. I further discovered that at the intersection of Hall and Piperville Road, water gushes out, presumably because residents don't use enough. Now if the intake was bigger the water would come in more quickly and people would be able to use more of it. If you have a party you are more than certain to run out of water and I am not referring to a "50" people crowd.

I also know that many residents did not hook up to the system originally in the 1997-2000 period. I would think they would be offered to hook up first before having a large development (business) get hooked up.

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Document 5 - Draft Official Plan Amendment



# Official Plan Amendment XX to the Official Plan for the City of Ottawa

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# Carlsbad Trickle – Feed System Extension

Land use

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# THE STATEMENT OF COMPONENTS

PART A – THE PREAMBLE introduces the actual amendment but does not constitute part of the Amendment No. XX to the Official Plan for the City of Ottawa.

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PART B – THE AMENDMENT consisting of the following text changes constitutes Amendment No. XX to the Official Plan for the City of Ottawa.

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#### PART A - THE PREAMBLE

# 1. Purpose

The purpose of this amendment to the Official Plan is to permit an extension to the Carlsbad Springs Trickle Feed Water Service Line to service land in the Boundary Road rural Industrial area and allow servicing connections to the properties fronting onto the new water service lines. Currently polices in the Official Plan permit water connections to existing buildings, vacant lots and new lots created by consent where they front onto the existing water service.

#### 2. Location

This Official Plan Amendment applies to all lands fronting Boundary Road north of Highway 417 to the existing water service line in the village of Carlsbad Springs, and south of Highway 417 on Boundary Road to Entrepreneur Crescent.

# 3. Basis

The City of Ottawa received an application from the Boundary Road Industrial Landowners Group requesting an amendment to the City's Official Plan and Infrastructure Master Plan to extend the Carlsbad Springs Trickle Feed Water Service Area. A technical analysis of the capacity of the trickle feed water service was also submitted and confirms sufficient capacity in the water service exists to support the extension of the line provided that the number of service connections does not exceed the operation capacity of the system given the connections already committed and monitored by the City. The System capacity and the approval of new connections will be monitored and the city reserves the right to refuse connections based upon monitored use.

Policies in the Official Plan currently do not allow for an extension the Carlsbad Springs Trickle Feed Water Service line. This amendment is required to permit the extension of the water service.

The amendment also acknowledges that the extension of the water service will be privately funded and connection will be subject to a land owner agreement governing the sharing of the installation costs.

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#### PART B - THE AMENDMENT

#### 1. Introduction

All of this part of this document entitled Part B – The Amendment consisting of the following text constitutes Amendment No. XX to the Official Plan for the City of Ottawa.

# 2. Details

Section 2.3.2 Water and Wastewater Services of the City's Official Plan is hereby amended by adding the following immediately after Policy 9.

"10. Notwithstanding Policy 7 above and the policies on partial services that follow, the extension of the Carlsbad PSA south from the Village of Carlsbad Springs and east of Thunder Road to service the existing 22 lots that front onto Boundary Road, and to service those rural industrial area east of Boundary Road. This will permit the subdivision and the creation of new lots for non-residential purposes. Applications for the creation of new lots or a change of use requiring a zoning amendment must be accompanied by an assessment of the residual capacity of the whole system taking into consideration existing service commitments. The City will monitor the use and capacity of the system as part of the regular review of the Infrastructure Master Plan and reserve the right to approve or refuse the creation of new lots based upon the operation and capacity of the system."

Section 5.3.5 Cost Sharing Agreements of the City's Official Plan is hereby amended by adding the following immediately after a).

"b) Those properties that front onto and propose connection to the extension of the Carlsbad PSA Trickle Feed shown on Figure 7 of the Infrastructure Master Plan and that are located south of the Village of Carlsbad Springs on Boundary Road and east of Thunder Road. It is noted however that being a signatory to the servicing agreement does not guarantee that a service connection will be permitted"