

# **CITY OF OTTAWA OFFICIAL PLAN**

**PRELIMINARY DRAFT JUNE 2002**

## Staff Contacts

If you want to talk to someone about part of this Official Plan, please consult the list below. This contact may not be able to answer your specific question but will know who can. The number is 580-2424 followed by the extension listed below.

<b>Policy Area</b>	<b>Contact name Extension &amp; Email</b>	<b>Policy Area</b>	<b>Contact name Extension &amp; Email</b>
<b>Charting a Course</b>	Nora Gorman (27557), <a href="mailto:nora.gorman@ottawa.ca">nora.gorman@ottawa.ca</a> <b>Pierre Lacroix(B)</b> (13877) <a href="mailto:pierre.lacroix@ottawa.ca">pierre.lacroix@ottawa.ca</a>	<b>Urban Designations</b>	Jack Ferguson (26940), <a href="mailto:jack.ferguson@ottawa.ca">jack.ferguson@ottawa.ca</a> Bob Spicer (13858), <a href="mailto:bob.spicer@ottawa.ca">bob.spicer@ottawa.ca</a> <b>Stan Wilder</b> (13116), <a href="mailto:stan.wilder@ottawa.ca">stan.wilder@ottawa.ca</a>
<b>Visions and Actions</b>	<b>Steven Boyle</b> (26087), <a href="mailto:steven.boyle@ottawa.ca">steven.boyle@ottawa.ca</a> Bob Spicer (13858), <a href="mailto:bob.spicer@ottawa.ca">bob.spicer@ottawa.ca</a>	<b>Urban Boundaries</b>	Lesley Paterson (21611), <a href="mailto:lesley.paterson@ottawa.ca">lesley.paterson@ottawa.ca</a> Ian Cross (21595), <a href="mailto:ian.cross@ottawa.ca">ian.cross@ottawa.ca</a>
<b>Community Design Plans</b>	<b>Don Morse</b> (13850), <a href="mailto:donald.morse@ottawa.ca">donald.morse@ottawa.ca</a> Jack Ferguson (26940), <a href="mailto:jack.ferguson@ottawa.ca">jack.ferguson@ottawa.ca</a>	<b>Greenspace</b>	Nelson Edwards (21290), <a href="mailto:nelson.edwards@ottawa.ca">nelson.edwards@ottawa.ca</a> Jack Ferguson (26940), <a href="mailto:jack.ferguson@ottawa.ca">jack.ferguson@ottawa.ca</a>
<b>General Design Criteria</b>	<b>Don Morse</b> (13850), <a href="mailto:donald.morse@ottawa.ca">donald.morse@ottawa.ca</a> Bruce Finlay (21850), <a href="mailto:bruce.finlay@ottawa.ca">bruce.finlay@ottawa.ca</a>	<b>Natural Environment Policies Watershed Planning</b>	<b>Cynthia Levesque</b> (23463), <a href="mailto:Cynthia.levesque@ottawa.ca">Cynthia.levesque@ottawa.ca</a> Deb Irwin (13000), <a href="mailto:deborah.irwin@ottawa.ca">deborah.irwin@ottawa.ca</a> <b>Myles Mahon</b> (27817), <a href="mailto:myles.mahon@ottawa.ca">myles.mahon@ottawa.ca</a>
<b>Village and General Rural Agricultural Resource Areas Mineral Aggregate Resources</b>	Bruce Finlay (21850), <a href="mailto:bruce.finlay@ottawa.ca">bruce.finlay@ottawa.ca</a> <b>Steven Boyle</b> (26087), <a href="mailto:steven.boyle@ottawa.ca">steven.boyle@ottawa.ca</a> Myles Mahon (27817), <a href="mailto:myles.mahon@ottawa.ca">myles.mahon@ottawa.ca</a>	<b>Development Constraints (Flood Plains, Contaminated Sites, Noise etc).</b>	<b>Myles Mahon</b> (27817), <a href="mailto:myles.mahon@ottawa.ca">myles.mahon@ottawa.ca</a> Contaminated Sites: <b>Greg Montcalm</b> (13883); <a href="mailto:greg.montcalm@ottawa.ca">greg.montcalm@ottawa.ca</a> Airport Noise: Pierre Lacroix (13877); <a href="mailto:pierre.lacroix@ottawa.ca">pierre.lacroix@ottawa.ca</a>
<b>Transportation</b>	Mona Abouhenidy (26936), <a href="mailto:mona.abouhenidy@ottawa.ca">mona.abouhenidy@ottawa.ca</a> <b>Steven Boyle</b> (26087), <a href="mailto:steven.boyle@ottawa.ca">steven.boyle@ottawa.ca</a>	<b>Water, Wastewater, Rural Servicing, Utilities</b>	Roddy Bolivar (27785), <a href="mailto:roddy.bolivar@ottawa.ca">roddy.bolivar@ottawa.ca</a> Phil Huntley (27826), <a href="mailto:phil.Huntley@ottawa.ca">phil.Huntley@ottawa.ca</a>
<b>Heritage Resource Management</b>	Richard Kilstrom (22653), <a href="mailto:Richard.kilstrom@ottawa.ca">Richard.kilstrom@ottawa.ca</a> <b>Don Morse</b> (13850), <a href="mailto:donald.morse@ottawa.ca">donald.morse@ottawa.ca</a>	<b>Implementation Mechanisms</b>	<b>Pierre Lacroix</b> (13877), <a href="mailto:pierre.lacroix@ottawa.ca">pierre.lacroix@ottawa.ca</a> Stan Wilder (13116), <a href="mailto:stan.wilder@ottawa.ca">stan.wilder@ottawa.ca</a>
<b>Public Art</b>	<b>Don Morse</b> (13850), <a href="mailto:donald.morse@ottawa.ca">donald.morse@ottawa.ca</a> Pierre Lacroix (13877), <a href="mailto:pierre.lacroix@ottawa.ca">pierre.lacroix@ottawa.ca</a>	<b>Collaborative Community Building</b>	Jack Ferguson (26940), <a href="mailto:jack.ferguson@ottawa.ca">jack.ferguson@ottawa.ca</a> Bob Spicer (13858), <a href="mailto:bob.spicer@ottawa.ca">bob.spicer@ottawa.ca</a>
<b>Housing</b>	<b>Stan Wilder</b> (13116), <a href="mailto:stan.wilder@ottawa.ca">stan.wilder@ottawa.ca</a> Bob Spicer (13858), <a href="mailto:bob.spicer@ottawa.ca">bob.spicer@ottawa.ca</a>		
<b>General Questions on Official Plan</b>	Lesley Paterson (21611), <a href="mailto:lesley.paterson@ottawa.ca">lesley.paterson@ottawa.ca</a>	<b>Questions on Community Consultation</b>	<b>Nora Gorman</b> (27557), <a href="mailto:nora.gorman@ottawa.ca">nora.gorman@ottawa.ca</a> Monique Trotter (28598) <a href="mailto:monique.trotter@ottawa.ca">monique.trotter@ottawa.ca</a>

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**Bi-lingual in bold**

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## INTRODUCTORY NOTE

This preliminary draft version of a new Official Plan for the City of Ottawa, presented here for discussion, differs in substantial ways from the past official plans. The following extract from the report to Planning and Development Committee outlines and explains how things are different with reference to: fundamentals underlying the preparation of this Official Plan, the relationship to Master Plans and associated plans, key policy changes on which consultation should focus and on-going work that the City will undertake

### 1. Fundamentals Underlying the Preparation of this Official Plan

#### *a) An Invitation to Dialogue*

This Preliminary Draft Official Plan is truly a ‘work in progress’. The ability of a planning policy document itself to actually effect change is limited. Getting people to focus on the ‘big picture’ and the fundamental issues that drive the Plan is more important. Discussion should always keep foremost in mind the kind of community we want to see. Assessing change in our city must be a process that engages people in a meaningful way. Accordingly, readers will find that this preliminary draft contains some critical direction under headings such as Community Design Plans, as well as some thoughts on what it may mean to enter into building the community in a collaborative fashion.

Therefore, it is important to approach this draft with a clear appreciation that it represents primarily an invitation for dialogue and not a recommended text for approval.

It is hoped that it will generate discussion, both internally within the organization (to date there has only been informal consultation with other City departments) and externally among all interested parties. Timelines are tight, as they have been from the beginning stages of the *Ottawa 2020 Smart Growth Summit*. Should City Council consider that they are too tight to adequately accommodate the ensuing level of interest, changes will be made to the schedule set out in Document 3. (*This Document is not attached to this extract.*)

#### *b) A Visionary Plan*

Previous discussions on the Plan have suggested that we need a visionary plan – a plan that clearly describes the kind of City we want to live, work and invest in over the next 20 years. We achieve this partly by beginning this preliminary draft plan with the “Vision” from *Charting a Course, The Next Step*. In Section 2, the Vision is translated into some key land use principles guiding the development of the City. With the use of simple language, illustrations and clear statements about the future, the stage is set for policies oriented to this vision.

#### *c) Focus on Land Use*

Traditionally, Official Plans have been the repository for all sorts of Council policies for which there was no other home. Since many of these policies could not be addressed through the land use planning process, they were often not implemented

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at all. Under the Ottawa 20/20 approach, Council is requesting that a broad range of growth management strategies reside under the general umbrella of *Charting a Course*. With *Charting a Course* in place, the Official Plan can focus on the implementation of land use policies where the ability exists under the *Planning Act* to achieve the objectives. Consequently, some of the detailed complementary, but non-land use policies of previous Official Plans are not contained in this preliminary draft plan. So that the intent of these complementary policies is not lost by this change, the Plan establishes links to a series of strong master planning documents that will provide many of the implementation and “how to” initiatives of the Official Plan’s land use policy.

*d) More Emphasis on Design*

This preliminary draft Plan focuses on the high level structural elements of the City such as the Greenspace Network and the rivers. It provides for design considerations at the community level through Community Design Plans, and it includes a number of design criteria to be applied at the development review stage. However, gains made in realizing a greater emphasis on design in development, will occur as much through the level of expectation we maintain as a community as through the application of specific design criteria. Over the next few months, a parallel piece of work will be to consult with various parties on how to adopt a process or a structure that supports good quality design in the City (see Section 4 below “On-going Work”).

*e) Acknowledging Implementation*

Previous Official Plans often contained excellent policies, but too often were not reflected in day-to-day planning decisions. What we heard participants at the *Growth Summit* say was that there has frequently been a disconnect between policies and implementation. This Plan is written with a focus on implementation, and to this end, the Plan is written with the user in mind. Section 2 of the Plan identifies all of the policies that support each of the key principles – it is a window into the plan. Section 3 lays out the policies for evaluating development proposals. There has been a distinct effort to emphasize in a broad fashion what the desired outcome of the policies is.

*f) A Durable Plan*

One of the objectives is to create an Official Plan that will not be subject to amendment as frequently as previous plans. This is achieved in a number of ways:

- The Official Plan should not replicate the zoning by-law. If a zoning by-law amendment will achieve the same thing as an official plan amendment, the land use will not be designated in the Official Plan. For example, previous Plans designated Regional Shopping Centres. In this preliminary draft Plan they are permitted in the General Urban Area but their establishment will be subject to a zoning by-law amendment in accordance with a number of criteria. Ultimately the same review process will be followed as

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before, but only the zoning by-law will require amendment.

- This preliminary draft Plan focuses on describing the kind of community that we want – the sort of City we envisage in the future. There are very few numbers in the Plan. All of the policies related to population projections and infrastructure requirements will be housed in the Master Plans and implemented through the Capital Budget. Ongoing monitoring and review will determine if changes are required to the servicing strategies and the urban boundaries. Of these two matters, only urban and village boundary changes will require an Official Plan Amendment.

*g) High Level Policies vs. Detailed Policies*

A general principle applies to the structure of this Preliminary Draft Official Plan. While there is a strong philosophical character associated with many of the proposed policies, there is also some policy direction that is more prescriptive in nature.

In situations where the desire is to have very restrictive zoning by-law regulations, in wetlands for example, the Plan's policies will be very detailed. If there is a desire to control development, in setting housing mix requirements as another example, the policy will be very explicit. Where legislative requirements dictate that a municipality follow a certain course, as in the case of certain components of the Provincial Policy Statement, the Plan's policies will also be prescriptive.

Where the intent is to guide development in a certain way, but opportunity exists to provide flexibility to respond to differing

circumstances, or where there is a desire to encourage innovation, then the Plan will provide “criteria” as opposed to “requirements”. For example, Section 3 contains design criteria that will be applied to all development applications, but it is not expected that they will all be achieved in the same way. Similarly, Community Design Plans will achieve Official Plan principles in different ways in different types of communities – it is unrealistic and inappropriate to expect a “one size fits all” approach to work in all contexts across a city of the size and diversity of Ottawa.

*h) Common Principles / Flexible Implementation*

Many respondents to *Charting a Course* expressed concern that a single tier municipality with one Official Plan would be inclined to require the same type of development in all communities. This is not the approach staff is suggesting in the Preliminary Draft Official Plan. The objective is to establish a set of principles that are not disputed (Section 2) and then to find ways to implement these through Community Design Plans (Section 3) that are sensitive to the qualities of the existing community or to the opportunities of a new community. A major focus of the planned community consultation associated with the Preliminary Draft Official Plan should be on achieving consensus on this set or a modified set of principles.

Ultimately, the intent is to make it very difficult to alter the principles – these represent the community's desires for the future and everything we do should be geared to fulfilling them – but the specifics of the implementation - that is, how the principles are realized in any given situation - will be open to

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discussion and innovation. The key difference here is that the Vision and principles are the basis upon which change is assessed and decisions are arrived at. The outcomes decided upon and the solutions arrived at will vary, but the path followed to get there should always be the same.

## **2. Master Plans and Associated Plans**

Reference is made in the Preliminary Draft Official Plan to various Master Plans or associated documents. The specific purpose of the Transportation Master Plan, the Environmental Management Plan, and the Water, Wastewater and Stormwater Master Plan is to set out infrastructure and program elements and strategies supportive of the policy direction contained in the Official Plan. At this point, both the Official Plan and the Master Plans are following a similar process, although the former is considerably further advanced. As preparation of all these documents proceeds, each will have an influence on the evolution of the other that may necessitate changes in content. Hence, the final draft of the Official Plan may be different from what is contained in this submission in consideration of the direction and detail provided later in documents such as the Transportation Master Plan. The intent is, however, that all plans be submitted to Council for approval at the same time next year.

## **3. Key Policy Changes on which Consultation Should Focus**

The following points itemize the major issues that represent key policy changes from previous Official Plans - the areas that people are being asked to consider and that people need to talk about.

### *a) Commitment to the Vision*

Some of the former municipalities' Official Plans contained community Vision sections. In many cases, these Visions were considered as "fluff" or "filler"; a kind of necessary preamble to the "real" policies by those using or interpreting the Plan. The approach taken in this preliminary draft Plan (and indeed common to all of the strategic growth management plans) is to consider the Vision, and principles drawn, from it as the lynchpin of the Plan. Therefore, it is essential that there be a complete understanding of the Vision and a consensus that it, together with the principles, represent the desired future for the City. Any subsequent community planning, zoning and development approval should be evaluated by how closely it complies with this policy direction. A commitment to the Vision will require a collective and individual examination of our lifestyle choices and behaviour, as well as an examination of what we want and what we need.

### *b) Building Our Communities Collaboratively*

There needs to be consensus built on a process that creates an environment by which all stakeholders will work

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collaboratively in the achievement of the Vision. This does not imply total agreement on all issues or on the specifics of how to get there. Whatever means is chosen, it must have as a primary objective the avoidance of the destructive and isolating effects of the NIMBY (Not In My Back Yard) syndrome if the City is to realize its overall Vision while respecting the distinctiveness and qualities of its varied communities. A significant amount of positive momentum has been built up following the conclusion of the *Ottawa 20/20 Smart Growth Summit* and the *Charting a Course* process that cannot be allowed to break up into isolated camps of private or corporate self-interest. Broad input and debate on determining how to best move forward is essential.

*c) Complete Communities*

Development in the latter part of the 20<sup>th</sup> century in North American cities emphasized the separation of land uses into distinct precincts in concert with the tremendous increase in personal mobility offered by virtually universal automobile ownership. While modern zoning codes ensured that homes would no longer be subject to the presence of noxious odours from adjacent factories, it also meant the loss of many of the elements that traditionally defined “community” and created a sense of place.

In most modern neighbourhoods it is now necessary to drive some distance in order to visit the neighbourhood retailer, the coffee and magazine shop, the dry cleaner and even the “local” school, park or doctor’s office. Similarly, people working in employment districts cannot access basic services without getting in a car and driving. We see residential districts that

empty in the morning and business parks that empty at night. The preliminary draft Plan does not espouse “neo-traditional planning” as some form of panacea to the ills of the modern day city, but it clearly favours an opening up of land use regulation to encourage the development of a greater variety and mix of uses in our communities, with all the inherent benefits this offers, from healthier lifestyles to greater social interaction.

The community needs to debate and discuss if it is ready to move in this direction, and if so, what will be the necessary conditions under which it will happen.

*d) Greenspace Network*

All existing Official Plans contain policy that speaks to greenspace in one form or another. Some also address the concept of a connected system of greenspace. The policy direction set in the Preliminary Draft Official Plan consolidates this line of thinking but requires that the community more fully consider the implications of its implementation. Systematically preserving environmental networks as a defining element in the structure of new communities and of the rural landscape speaks not only to matters of land development, but to aspects such as municipal budgets and how we use (or avoid using) our open spaces. There is a need to discuss what constitutes valuable open space in our communities and why.

*e) A More Design-Oriented Plan*

Substantial parts of the Preliminary Draft Official Plan respond to the growing desire to place greater emphasis upon design

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and less on regulation. How the pieces go together to create good buildings, good building patterns and good open spaces will increasingly become more important than traditional planning criteria.

“Design impact” and “fit” are increasingly important considerations in terms of approval criteria and assessment for new development. They are critical considerations that must accompany policies associated with compact, mixed-use development. The City may have to consider the notion of rewarding developers who are prepared to take the additional risks that may be associated with achieving good design and creativity, rather than penalizing them through the application of rigid rules.

Apparent gains in flexibility associated with a design approach to development, such as being able to respond quickly to changing market trends, must be balanced against apparent loss in certainty embedded in rigid zoning standards. A degree of angst, mistrust and objection to this new approach among developers and the community at large may be expected, yet the clear benefits to placing greater emphasis on good urban design and a good decision-making process cannot be ignored.

The community needs to discuss where and how we could begin to introduce a greater role for design. It may be appropriate to do so incrementally in specific geographic areas where the benefits could be viewed almost as a demonstration project. Some possibilities include:

- in association with design charrettes;

- through intensification/mixed use projects along arterials and main streets;
- in a specific municipal initiative, such as a public parking structure, transitway station, fire station, or equipment garage;
- in areas that are expected to redevelop at a more intense scale than currently exists (and are specifically identified as such); and
- in greenfield/brownfield areas where significant change and new public infrastructure is required.

The foregoing suggests that we will have to give some thought to how to introduce such a new approach and to the process necessary to facilitate good design and make the system work.

*f) Urban Boundary Expansions*

The Preliminary Draft Official Plan takes a deliberately strong position with respect to questions of expanding the urban boundary. Staff recommend that expansions of the urban boundary be addressed in a comprehensive fashion at regular intervals when the City undertakes a Plan review. Such changes should not be made in response to individual development-related applications. The assessment of justification for such change should be carried out on the basis of specific criteria, including an evaluation of the effectiveness of current Official Plan policies aimed at providing for more compact development.

The evaluation of the need for more urban land and its appropriate location is very complex, and the consequences of designating too much or too little urban land are far-reaching. The pattern of urban growth can be affected by the measure of

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control exercised by the municipality. As in any large municipality, land assembly by the development industry on the fringes of the designated urban boundary in Ottawa continues to occur. As well, individual rural land owners may question how long rural activities can remain viable in the face of future urban growth pressures. There needs to be community discussion and debate over this policy direction. It is critical to the achievement of many of the goals and principles set out in the preliminary draft Plan.

*g) Development in the Rural Area*

The Preliminary Draft Official Plan contains proposed policy direction that continues to permit a wide range of agricultural and farm-related uses, as well as a range of commercial, industrial and institutional uses that are currently found in the rural area.

However, the proposed approach to residential development, other than farm-related severances, has been made more restrictive. Past approaches to the creation of residential lots in the General Rural Areas have varied considerably. As a consequence, there is a large supply of vacant lots throughout the rural area, either as scattered severances or concentrated in country lot subdivisions. The distribution of these lots is identified in Table 1 below.

There is also a considerable supply of designated residential land within villages, found in each of the rural wards. Without approving additional country lot subdivisions or granting rural severances the “Potential Lot Supply”, in Table 1, constitutes considerable growth potential for the future.

The City’s objective for the rural area is therefore to only permit an amount and distribution of development that is consistent with maintaining the City’s growth objectives and with maintaining rural character. This is partially addressed by focusing rural development, particularly housing, in villages. To do this, the only residential development that is proposed, outside of the existing villages, will be as retirement lots for farmers or as “infill lots“ located in existing residential clusters (typically hamlets).

**TABLE 1 Vacant lot inventory for Villages  
and General Rural area**

<b>Rural Wards</b>	<b>Vacant Severed and Country lots</b>	<b>Draft Approved Rural Lots</b>	<b>Draft Approved Village Lots</b>	<b>Village Growth Potential</b>
Cumberland	203	56	221	1381
Gloucester	109	0	0	210
Goulbourn	213	51	281	1619
Kanata	208	120	0	0
Nepean South	44	823	823	33
Osgoode	477	77	50	3208
Rideau	256	0	0	2100
West Carleton	798	386	58	1878
<b>Totals</b>	<b>2308</b>	<b>1513</b>	<b>1433</b>	<b>10429</b>
<b>POTENTIAL LOT SUPPLY</b>				<b>15683</b>

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Community discussion and debate on the direction in the preliminary draft Plan is required to consider the implications of this policy direction.

*h) Community Design Plans*

Community Design Plans constitute a fundamental building block in support of community-based planning, the implementation of the Vision and supporting principles at the local level. They also serve as the primary means of delineating key elements of community design and providing more detailed direction to the zoning by-law, as well as establishing local budgeting and implementation priorities. In the Preliminary Draft Official Plan, the Community Design Plan (CDP) is similar in function to a secondary plan. However, the Community Design Plan is approved by Council only and does not become part of the Official Plan. Where existing Secondary Plans do not conflict with the new planning approach they may be converted to Community Design Plans.

The idea of the CDP is also closely tied to the discussion surrounding collaborative community building and is an essential catalyst to the community's coming together. It is proposed that recommendations set out in an approved CDP form the basis for assessing future development applications within a defined area or neighbourhood.

#### 4. On-going Work

The following list of items provides an indication of the on-going work that the Department is currently engaged in (or

plans to be engaged in) that will result in further development or amendment of policies ultimately contained in the Official Plan or that will advance the Plan's policies through processes independent of the Plan.

*a) Urban Natural Features*

The Preliminary Draft Official Plan defines a land use category entitled Urban Natural Features, which is to be shown on Schedule 'B' of the Plan. This designation is intended to apply to natural areas falling within the urban boundary. The version of Schedule 'B' contained in the preliminary draft Plan does not show the ultimate extent of land intended to carry this designation. The 12 existing Official Plans make reference in varying ways to lands that could conceivably fall within the Urban Natural Features designation. However, the approaches used by the former municipalities to address these areas are not consistent with one another. For example, some former municipalities did not identify individual natural features but rather, included them within a broader 'open space' designation. Consequently, additional work is required in order to be able to more closely approximate natural feature boundaries on the schedule.

Further analysis is also required to ensure that natural features that are ultimately captured on the schedule accurately reflect the policy intent regarding these areas as set out in the new Official Plan.

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*b) Map the Greenspace Network*

The Preliminary Draft Official Plan contains proposed policies and concepts regarding a Greenspace Network, but additional work must be carried out in order to properly illustrate the location and how the various components contribute and fit together to create the Network. This will be proceeding over the course of the remainder of 2002.

*c) Updating Landscape Heritage*

There is a need to update the background information and mapping associated with geological, geomorphic and landform features in the City, as this has not been comprehensively done in several years. This will support policy direction set out in the preliminary draft Plan.

*d) Secondary Plans, Concept Plans, Neighbourhood Plans and some Site Specific Policies:*

There is no consistent approach as to how the former municipalities used secondary plans, concept plans and neighbourhood plans. In some cases, site specific policies were introduced directly into the Official Plan in place of a secondary plan. It is not intended that this level of detail be reflected in the new Official Plan for the City of Ottawa. All of these plans/policies that had formed part of a former municipality's Official Plan will be collected into one volume, with appropriate modifications to any references to parent documents. Once a new Official Plan has been adopted, it will be staff's priority to review these plans in order to determine which ones need updating, through a Community Design Plan

process. In the meantime, the existing secondary plans, concept plans and neighbourhood plans will retain whatever status they had prior to adoption of a new Official Plan.

*e) Monitoring*

One of the key enhancements to be made in the next version of the Official Plan will be to introduce targets and associated indicators. Currently, the City of Ottawa monitors a huge number of trends, qualities and characteristics. Often the means of monitoring is very expensive and therefore is completed infrequently. A key initiative over the next few months is to co-ordinate the work being done in various departments, initially to focus on the Report Card for *Charting a Course*. Based on such activities as a review of the literature, consultation with the public, and an assessment of resources, staff will propose some measurable indicators and innovative ways of acquiring data that will support the Official Plan. However, some of the targets cannot be set prior to more work being done on the Master Plans.

Notwithstanding the foregoing, it is recognized that it will be important to collaborate with the wider community to help determine what should be monitored and how to do it – what would it mean to monitor certain trends, who would use the results and why? There may be innovative ways of collecting data – for example as has been suggested through the *Charting a Course* exercise, that using the community as a network to record and report on local character and issues could be very useful. Such information, if not included in the Official Plan itself, could be included in separate documents, such as Community Assessments.

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f) *Community Assessments*

One of the most effective ways of monitoring achievement of Official Plan objectives is to have residents and businesses assess their communities in the context of the Official Plan principles, possibly initiated through a series of questions along the lines of – “Can I use my car less or not need a car at all?”; “Could I stay in my neighbourhood if my housing needs change?” or “Is this a pleasant place to walk?”. This might ultimately be presented in a Community Report Card that could be posted on the web for sharing with others. It could also be a means of identifying priority actions for improving the “score” over the next interval, and providing important support to the preparation of Community Design Plans. An initiative over the next few months will be to design these assessments. They will evolve based on input from participants and based on practical application in the field.

g) *City initiatives*

It is recognized that many of the keys to implementing the Official Plan lie outside of the Plan in other initiatives and actions that the City could either lead or partner with others. One of the areas the Department wishes to explore is to identify what some of these areas might be. Many of the speakers at the *Ottawa 20/20 Smart Growth Summit* held a conviction that in the future, municipalities need to consider becoming a “player at the table” in order to directly influence and facilitate the realization of its policies. For example, a number of ways in which the City could support compact mixed-use development in specific areas, might be to review parking requirements, construct community-based municipal

parking facilities, support the retention of neighbourhood schools, support community-based non-profit groups engaged in providing housing, strategically locate public buildings and facilities as catalysts to spur private sector development, or use various financial incentives, from the selective application of development charges and other municipal fees to forgivable loans or grants.

h) *Develop link with youth, children*

The people who will ultimately live with the outcomes of the 20-year policies proposed for adoption will primarily be our children. The Department believes that there is a need to build stronger links with our communities over the life of the Official Plan, and that one of the most effective means to do this is through our youth.

A number of initiatives are currently being explored to engage youth and children in community design and planning pilot projects, some of which will be followed over the summer. Evaluation of these initiatives will be carried out, one of the ultimate goals being to establish formal relationships between school curricula and local planning policy and practice.

i) *Design*

In the on-going move towards exploring how to achieve a more design-oriented approach to planning, the Department will be investigating a number of areas, including contacting other municipalities and reviewing best practices. The need for a document external to the Official Plan that would contain more detailed design guidelines and/or criteria will be considered.

**EXTRACT OF STAFF REPORT**  
**PRESENTED TO PLANNING AND DEVELOPMENT COMMITTEE - 27<sup>th</sup> JUNE, 2002**

Other possibilities to be looked into include the establishment of a design studio or “centre of expertise” within the Department to pool resources that can assist in the assessment of development applications from a design perspective or provide advice in association with the preparation of Community Design Plans.

*j) Official Plan Schedules*

At the present time there are only two schedules included in the Preliminary Draft Official Plan – Schedule ‘A’ - Rural Policy Plan (incorporating the rural land use designations, environmental and natural features) and Schedule ‘B’ – Urban Policy Plan (incorporating urban land use and environmental designations). Work is proceeding on finalizing three additional schedules – ‘C’ - Transportation (which will be split for reasons of scale into multiple schedules), ‘D’ – Environmental Constraints, and ‘E’ – Scenic Routes, Entry Routes and Major Recreational Pathways.

*k) Scrutiny of Existing Official Plans*

The approved Official Plans of all former municipalities were reviewed to assist in the preparation of the Preliminary Draft Official Plan. There is, however, a need to carry out a second comprehensive review of these documents to identify where the preliminary draft may deviate from former policies.

*l) Investigate Ways to ‘Visualize’ Concepts*

It is recognized that it can sometimes be difficult to visualize what the realization of written policies could mean “on the

ground”. Therefore, it is intended that there be some work carried out to determine ways and tools that could be used to model or display concepts such as density, or the development of “prototypes” that illustrate different community forms. Further, some thought will be given to how these tools could be used to facilitate discussion and assessment surrounding such matters as development applications or Community Design Plans. For example, community image surveys use a visual preference tool that helps provide an indication of the types of things people would like to see reflected in new development.



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# 1...A CONTEXT FOR THE OFFICIAL PLAN



## 1.0 A Context for the Official Plan

### 1.1 Role of the Official Plan

This is the first Official Plan for the amalgamated City of Ottawa. It builds on all of the Plans and supporting Master Plans that existed at the time of amalgamation. Those plans contained many excellent policies that support the principles expressed in *Charting a Course*. However, the implementation of those policies at times fell short of what was anticipated when they were written.

This Official Plan differs from previous plans for several reasons:

- The Plan focuses on implementation;
- The Plan is written from a user's point of view;
- The links between principles and actions are clearly identified;
- The Plan only includes policies that can be implemented through land use planning with more emphasis on design;
- The Plan contains high-level policies allowing for flexibility and detailed policies only where needed;
- The Plan is durable and not subject to frequent amendments.

The Official Plan, as a growth management tool, has been strengthened by the presence of several parallel growth management strategies. Oftentimes, the initiatives outside of

the Plan are the most significant ones for achieving Official Plan objectives. For example, providing financial incentives for residential uses in mixed-use nodes supports the objective of compact mixed-use development. Wherever these are relevant, they are referenced in the Plan.

The City of Ottawa Official Plan contains Council's policies for managing the physical development of Ottawa. In particular, the Official Plan will:

- Translate the Principles established in *Charting a Course* into a Vision that frames the policies in the Official Plan;
- Provide a basis for decision making in the context of the land use planning process, and thereby contribute to implementing the principles as expressed in *Charting a Course*;
- Have regard to matters of provincial interest defined by the Provincial Policy Statement under the *Planning Act*;
- Provide a basis for approval of public works carried out by the City in conformity with this Plan;
- Provide a basis for the approval of a zoning by-law which provides a finer level of detail to guide land uses, in conformity with this Plan; and
- Identify City-based initiatives that will complement and strengthen the land use policies.

## 1...A CONTEXT FOR THE OFFICIAL PLAN

### 1.2 Charting a Course

The Official Plan for the City of Ottawa is prepared under the general umbrella of *Charting A Course*.

*Charting a Course* is a set of principles guiding the preparation of all long-term strategic plans within the City of Ottawa and guiding the municipality's day-to-day decision-making. City Council endorsed these principles in June 2002. The principles will be implemented in a variety of ways as the opportunities present themselves. On a regular basis Council will consider how effectively the principles have been addressed.

The six principles and accompanying objectives are equally important and must be considered and balanced when making decisions. The goal is one of sustainable development: to accommodate growth and change without undermining the environmental or social systems on which we depend. Social, environmental and economic issues must be kept in balance to make a liveable, prosperous city.

### 1.3 Our Principles to Guide Ottawa to 2020

#### 1.3.1 A RESPONSIBLE AND RESPONSIVE CITY

- **Accountability** - The City demonstrates leadership by following through and sticking to its decisions and by conducting on-going strategic monitoring and making appropriate adjustments.

- **Fiscal Responsibility** - The City does not spend more than it can afford. It looks for innovative ways to fund and deliver services and makes efficient use of its infrastructure and resources.
- **Conduct an Open and Participatory Process** - The City conducts business in a broad and open way that makes it easy for everyone to participate and collaborate.
- **Partnerships** - The City works with other levels of government, the private sector and community-based organizations to achieve objectives.
- **Public Education** - The City educates the public about important issues in order to raise awareness and understanding to enable the public to make knowledgeable choices.

#### 1.3.2 A CARING AND INCLUSIVE CITY

- **Personal Safety and Security** – All people feel safe in their homes and communities.
- **Access to the Basics** – All people have access to adequate income, food, clothing, housing, transportation, health services and recreation.
- **Citizen Engagement** – Everyone has the opportunity to fully participate in the life of their community.
- **Healthy Living** – All people participate in physical activity; preventive health care and risk reduction; and have access to a range of community programs and facilities.

## 1...A CONTEXT FOR THE OFFICIAL PLAN

- **Diversity** – The people of Ottawa respect and celebrate cultural and social diversity, and have access to services that are responsive to special and differing needs.

### 1.3.3 A CREATIVE CITY RICH IN HERITAGE, UNIQUE IN IDENTITY

- **A Proud City** – The people of Ottawa are proud of their city and treasure its identity as a wonderful place to live.
- **A Capital City** – We cherish the city’s amenities, recognizing that as Canada’s capital city, we have a rich variety of things to do. Being the nation’s capital brings us tourists, gives us the national cultural perspective and a window to the world.
- **Vibrant Local Arts And Heritage** – Local arts and heritage give us community vitality; a path to creativity and innovation; and a sense of who we are.
- **Culture in Every Community** – Culture is present in every community through libraries, local museums and archives, the preservation of our heritage buildings, opportunities for artistic expression, and places that present and connect local arts to people.
- **Distinct Rural Countryside** – Ottawa’s rural areas are distinct from the urban areas – its rural landscapes, villages and heritage are valued by all.

### 1.3.4 A GREEN AND ENVIRONMENTALLY SENSITIVE CITY

- **A Green City** – Ottawa preserves natural habitats and has a network of green spaces. Trees are an important way of maintaining environmental integrity.
- **Development in Harmony with the Environment** – Development respects the environment and uses land wisely.
- **A Focus on Walking, Cycling, and Transit** – Ottawa increases facilities for walking, cycling and transit, ensuring a healthier environment and less land lost to roads and parking.
- **Clean Air, Water and Earth** – All people work to improve the quality of the natural environment; limit air, noise and light pollution; and protect natural resources and agricultural lands.

### 1.3.5 A CITY OF DISTINCT, LIVEABLE COMMUNITIES

- **A Sense of Community** – All communities look right and feel right. They have an identity that defines them and fosters pride and belonging among residents.
- **Complete Communities** – Ottawa’s communities have a variety of housing choices, employment, parks and a wide range of services and facilities accessible by walking, cycling and transit.
- **Easy Mobility** – Communities are easy to get around and barrier-free for the disabled. There are wide sidewalks and recreational pathways; there is frequent, accessible transit service.

## 1...A CONTEXT FOR THE OFFICIAL PLAN

- **Beauty** – Ottawa’s communities are pleasing to the eye. They are interesting, clean, and benefit from an abundance of trees.

### **1.3.6 AN INNOVATIVE CITY WHERE PROSPERITY IS SHARED BY ALL**

- **Strong Export-based Economic Generators** – Ottawa develops and supports local innovators to create a critical mass of knowledge and experience that attracts venture capital, more talent, and spins off new companies.
- **Strong Local Business** – Ottawa’s local businesses thrive in an environment that provides opportunities for entrepreneurship and commerce.
- **Strong Rural Economy** – All people recognize and support the special role of agriculture, rural businesses and tourism in our economy.
- **Connecting People to Opportunities** – All people have access to quality training, information, and education that creates opportunity.
- **Connecting Businesses to a Skilled Workforce** – Ottawa’s skilled workforce attracts businesses to our city that in turn provide quality jobs.

### 1.4 Ottawa’s Plans for the Future

The *Charting a Course* principles are reflected through, and help guide Ottawa’s five strategic plans for the future. Although different in nature, the five strategic plans provide long-term strategic direction for programs and activities, a long-term vision for the development of infrastructure, both human services and physical services, and form a comprehensive blueprint for the future of our community.

The plans have specific mandates but are inter-related. For example, land for parks and the preservation of sensitive environmental areas is achieved through policies in the Official Plan. However, the vision and strategies for the usage of parks, and the policies, plans and strategies related to the provision of community-based services and facilities will be expanded upon within the Human Services Plan.

Similarly, to provide affordable housing options in Ottawa, the Official Plan and the Human Services Plan work in harmony. The Official Plan focuses on the development of our communities and encourages a wide range of housing types. The Human Services Plan, drawing on related existing documents such as the Affordable Housing Strategy, presents the fuller vision of affordable housing in Ottawa and the recommended strategies and interventions that are required to realize this vision.

## 1...A CONTEXT FOR THE OFFICIAL PLAN



The plans which form an overall growth management strategy for the City and based on the commonly adopted principles as set out in 'Charting a Course' are:

- Official Plan – Directs the physical development of the city.
  - Supported by the Transportation Master Plan, the Environmental Management Plan and the Infrastructure Master Plans.
- Human Services Plan – Focuses on providing for the service and community infrastructure needs of people. It will provide the rationale for the municipality investing in those human services for which it has a mandate.
  - Supported by the Library Plan, the Integrated Recreation and Community Service Plan (Parks and Leisure Area Strategy and the Facility Needs Strategy), the Affordable Housing Strategy, and other sectoral plans as identified in the Plan.
- Arts and Heritage Plan – Creates opportunities for people to enjoy the arts and better appreciate our local heritage. This Plan will identify essential directions for Ottawa leading to new initiatives and action in areas such as access to cultural opportunities, public art, heritage preservation, cultural facilities development and tourism.
- Economic Strategy – Strengthens the economy.

- Includes the Talent Plan and the Broadband Connectivity Plan

- Corporate Strategic Plan – Strategies on how the City will conduct business to support the *Charting a Course* principles.

### 1.5 Time Frame of the Official Plan and Its Vision

The Official Plan for the City of Ottawa contains policies for managing growth to the year 2020. It is based on the possibility that the population of Ottawa could reach 1.2 million by that year. However, the time frame and specific population have little bearing on the philosophical thrust of this Plan. Those matters related to population projections, land supply and infrastructure requirements will be monitored on an ongoing basis and changes will be made as required. Growth management is about anticipating change and providing the basis for responding to that change. It is about setting priorities, maintaining options and enhancing the high quality of life in the city.

The Official Plan focuses on two closely related matters: *What sort of communities do we want in Ottawa in the future, and what resources do we want to preserve in the long term?* The Official Plan policies should remain robust regardless of changing circumstances. The policies for communities provide for flexibility to respond to the distinctive history,

## 1...A CONTEXT FOR THE OFFICIAL PLAN

characteristics and needs of each community. The policies for resources such as heritage buildings or agricultural lands, are more prescriptive in order to preserve those values into the future.

The vision for the City of Ottawa that follows comprises three broad theme areas – Uniquely Ottawa, Liveable Communities and a Green City. Within these are painted pictures of our vision for the future: a future that we build together for the people of today and tomorrow.

## 2...VISION AND ACTIONS



### 2.0 Vision and Actions

The vision for the City Ottawa was derived from *Charting a Course*. The six *Charting a Course* principles continue to apply to all of the City’s plans for the future. Based upon these principles, a vision for the Official Plan has evolved. The table below identifies the three components of this Vision. Each component is described in the following section, including a focus for land use policy and implementation.

**Table 2.1 Official Plan Vision**

<b>OFFICIAL PLAN VISION</b>	
<p><b><u>UNIQUELY OTTAWA</u></b></p> <ol style="list-style-type: none"> <li>1. Proudly the <b>Nation’s Capital</b></li> <li>2. Maintaining a <b>Vibrant Downtown</b></li> <li>3. Enjoying Our <b>Built Heritage</b></li> <li>4. Having a Distinctive <b>Rural Area</b></li> <li>5. Shaped by the <b>Rivers and Canal</b></li> </ol> <p><b><u>LIVEABLE COMMUNITIES</u></b></p> <ol style="list-style-type: none"> <li>6. Promoting <b>Communities of Distinctive Character</b></li> <li>7. Developing <b>Attractive and Well Designed Communities</b></li> <li>8. Fostering <b>Opportunities for Economic Activity</b></li> </ol>	<ol style="list-style-type: none"> <li>9. Communities Designed for <b>Walking and Cycling</b></li> <li>10. Requiring <b>Compact Mixed Use Development</b></li> <li>11. Making Available a <b>Variety of Housing Choices</b></li> <li>12. Transit, Road and Greenway <b>Linked Communities</b></li> <li>13. Creating and Sustaining <b>Healthy Communities</b></li> <li>14. Conditions that Make for <b>Safe and Secure Communities</b></li> </ol> <p><b><u>A GREEN CITY</u></b></p> <ol style="list-style-type: none"> <li>15. The Splendour of a <b>Green City</b></li> <li>16. Recognizing and Building a <b>Greenway Network</b></li> <li>17. Focusing on <b>Development in Harmony with the Environment</b></li> <li>18. Collective Action to <b>Protect Groundwater and Surface Water</b></li> <li>19. Lifestyles Supportive of <b>Clean Air, Water and Earth</b></li> </ol>

## 2...VISION AND ACTIONS

### 2.1 Uniquely Ottawa

*Acknowledging and enhancing Ottawa's unique identity as both the nation's capital and a distinctive community.*

#### **2.1.1 OUR HISTORY**

Many factors helped create the identity of our city. The Ottawa area was a natural stopping-place for indigenous peoples and early explorers and traders traveling along the rivers. Ottawa was initially shaped as a permanent settlement by the building of the Rideau Canal in the 1820s. Townships were set up and surveyed in concession and lot patterns to accommodate the new settlers arriving to farm the land. One of the earliest villages, Richmond, was also established around this time. Although the Ottawa, Rideau and Gatineau Rivers and the Rideau Canal had originally attracted people to the region and determined the location of new communities, they also divided settlements from each other (e.g. Upper Town and Lowertown).

The identity of our city has evolved throughout the years. The selection of Ottawa as the capital of the new Dominion of Canada changed the rough and ready community of Bytown to a more sedate Ottawa with its prominent government presence. The downtown became both the heart of the nation and of the new city. Neighbourhoods developed and provided a range of housing for the growing population. Urban villages that previously had an independent existence, such as New

Edinburgh and Westboro, were absorbed by the expanding City of Ottawa up to the early 1950s. The federal Gréber Plan (1950) and the first Regional Plan (1974) played an important role in shaping the form and structure of the urban area. Villages serving the surrounding rural areas developed at a slower and smaller scale. Ottawa's identity as a city was further extended by the establishment of new suburban growth centres, including Kanata, Barrhaven and Orléans, on farmland beyond the Greenbelt.

#### **2.1.2 THE WAY WE ARE TODAY**

Ottawa today has a unique identity that befits the nation's capital. In the city there are many different but interconnected communities. Our city is also defined by key physical features, including the Ottawa and Rideau Rivers, the Rideau Canal, the Greenbelt, and an extensive greenway network. A vibrant downtown is both the seat of the federal government and the focus of employment, shopping, entertainment and tourist activities. Our civic identity is revealed through distinct communities that have retained their own character, scale and sense of place. They take on many forms, such as newly developed subdivisions, century-old villages or mature residential areas rich in the history of the city, with landmarks such as Strathcona Park in Sandy Hill or Watson's Mill in Manotick. The ethnic make-up of our community is also becoming much more diverse as many new Canadians settle in Ottawa. Another defining characteristic is that 88% of the land area of Ottawa is rural, with its own distinct landscape,

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settlement patterns and heritage. Recognition of these unique qualities is one of the strengths we wish to promote in the new city.

### **2.1.3 CHALLENGES**

Although there is much to be proud of in Ottawa today, the challenge in the future will be to retain the distinctive and unique hallmarks of our identity. For example, maintaining a downtown that is vibrant requires a balanced mix of new residences, new office and retail development as well as public gathering spaces for the enjoyment of live theatre, music, dance and visual arts. In other places more attention must be paid to our river, canal and rural roots. Further efforts need to be made to promote a stronger downtown civic identity and an improved pedestrian/open space network. Ottawa is seeing economic growth of new sectors, such as high tech, that are changing our City. The identities of our communities will also be challenged by how we address new growth and development that will occur to meet the housing, transportation, and leisure needs of an increasing population. Our rural areas and villages are also experiencing development pressures that may threaten their unique character. The challenge is to maintain a clear distinction between lands that are urban and lands that are rural. New buildings and development in the city must be respectful of the existing natural and built heritage.

## 2...VISION AND ACTIONS

### **2.1.4 OUR VISION FOR THE FUTURE**

#### **Proudly the Nation's Capital**

##### **Vision:**

Ottawa will continue to have a unique identity as the nation's capital and a meeting place for all Canadians. The symbolic primacy of Parliament will proudly stand out at the very heart of our city. The many federal museums and institutions along Confederation Boulevard and elsewhere will represent further the national image of Ottawa. These are complemented by a growing Ottawa-based artistic scene and a rich local history. Other defining symbols, such as the National Capital Greenbelt and riverside parkways, which are very important to our identity as a city, will be protected from inappropriate development that would destroy their special character. New national landmarks will be established to help reinforce a sense of being a capital city.

##### **Policy Focus:**

Ottawa's role as the nation's capital is addressed in the Official Plan by policies for:

- Supporting the Central Area (Section 8.6) by partnering with the National Capital Commission to ensure the primacy of the Parliamentary buildings and national symbols and by providing a focus for employment, commerce, housing and cultural activities.
- Maintaining the unique character of the National Capital Greenbelt (Section 9.2)
- Reinforcing the contribution that the Central Experimental Farm makes to the cultural heritage and community identity of the National Capital Region (Section 9.2)

## 2...VISION AND ACTIONS



### Maintaining a Vibrant Downtown

#### **Vision:**

The downtown will remain the primary business and employment centre for the whole of the city. It will also serve the function as the political and ceremonial heart of both the nation and the city. The downtown will emerge with its own unique civic identity characterized by the quality of its architecture – in buildings both large and small – and by having a significantly enhanced pedestrian environment of pleasant streetscapes with trees, benches and small plazas. The centre of Ottawa will be a vibrant, day and night people-place where arts, culture, entertainment, and tourism activities will be concentrated. More people will choose to live downtown to take advantage of this wide range of activities as well as the many employment opportunities that are within easy walking distance.

#### **Policy Focus:**

A vibrant downtown is an essential part of Ottawa's unique identity. The policies for the Central Area, (Section 8.6), all focus on achieving this objective through the actions that City Council and its partners are or will be undertaking, as well as through design criteria to ensure that new development respects the downtown's special character. Additionally, Section 7, Public Art, suggest further ways to contribute to the attractiveness of the downtown.

## 2...VISION AND ACTIONS

### Enjoying Our Built Heritage

#### **Vision:**

The Ottawa of tomorrow will carry on the tradition of respect for the City's built heritage resources. Respect will entail not only preserving individual historic buildings throughout the city or creating historic conservation districts to protect collections of buildings, but also focusing attention on heritage where infill or new developments occur. More emphasis will be placed on integrating heritage elements in the design of new buildings to reflect the neighbouring built landscape. This will be applied from the scale of infill on a main street in the older core of a village, to an addition to a church or library in an urban residential neighbourhood, or to a new multi-story building in the denser inner city communities. Built heritage also means expression of modern architecture, bringing joy and pleasure to people.

#### **Policy Focus:**

The Official Plan policies in Section 5, Heritage Resources, supports preserving Ottawa's built heritage. In this regard City Council shall:

- Protect, improve and manage City-owned heritage resources;
- Promote public involvement in the conservation of heritage resources;
- Expedite the approval process for development that includes heritage resources;
- Maintain a Local Architectural Conversation Advisory Committee and a Heritage Advisory Committee;
- Regulate development that affects heritage properties.

## 2...VISION AND ACTIONS



### Having a Distinctive Rural Area

#### **Vision:**

A truly unique feature of Ottawa is the large part of the landmass of the city – almost 90% – that consists of countryside. The City will ensure that the distinctive character of this rural area is maintained. This will entail a combination of: respect for key elements of a rural lifestyle; having a clear delineation of where the villages and the urban areas end and the countryside begins; and, protection of various natural resources. The choice and tradition of rural living will continue to be available in the more than two dozen villages or in limited amounts of rural residential development outside of villages. Protection of groundwater will occur to ensure that safe drinking water is available. Additionally, there will be a clear transition from residential to non-residential areas of the countryside. Lands with fertile soils will be maintained for use in the production of food and hence policies will continue to ensure the long-term protection of these prime agricultural areas. Properties with mineral aggregates – sand, gravel and limestone needed for construction – will be reserved for the future exploitation of these limited resources. Provincially significant wetlands will be preserved for the wildlife and water control functions they provide to the environment.

#### **Policy Focus:**

The City is committed to maintaining the distinctive character of the rural countryside. To fulfil this aim the Official Plan provides policies to:

- Focus rural development in the villages while respecting their existing character (Section 8.8);
- Limit residential development and permit small-scale non-residential uses in the General Rural Area (Section 8.8);
- Prevent the loss of prime agricultural lands to other uses in Agricultural Resource Areas (Section 10.0);
- Reserve lands with mineral aggregates for future exploitation (Section 11.0);
- Preserve significant wetlands and other environmental features in the rural area (Section 9.2.1).

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### Shaped by the Rivers and Canal

#### **Vision:**

The prominent physical features of the Ottawa and Rideau Rivers and the Rideau Canal will still be characterized as having important visual, environmental, historic and recreational resources that people will use and enjoy. Views of and from the rivers and canal will be preserved as they add greatly to the aesthetic beauty of Ottawa. The history of our community was linked closely with the rivers and respect for this past heritage will be shown in efforts such as has occurred in the restoration of the Watson's Mill in Manotick, the Fleet Street Pumping Station, the Cummings Bridge over the Rideau River and the Bank Street bridge over the canal. Access to the rivers will provide opportunities for people to swim, boat and fish. The City will continue to provide additional opportunities for walking and cycling along river corridors. The Ottawa area has one of the most extensive networks of recreational pathways in North America. This legacy of primarily streamside pathways will be maintained and enhanced for the on-going pleasure of residents and tourists.

#### **Policy Focus:**

The Official Plan recognizes the important visual, environmental, historic and recreational characteristics of the Ottawa and Rideau Rivers and the Rideau Canal. Relevant policies include:

- Rivers and shorelines are to remain accessible and the river landscape is to be maintained and improved (Section 9.4.2);
- The Recreational Pathway Network is to be designated on Schedule E in recognition of its role in enhancing the continuity of the open space experience and the natural environment (Section 9.4).

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### Uniquely Ottawa: Measuring our success – examples

- Net increase in the number of new dwelling units in the downtown housing stock
- Net increase in the amount of new office and retail space in the downtown
- Increase in cultural venues resulting in more tourists visiting the city
- Number of farms, tree cover and village growth
- Number of buildings designated under the *Heritage Act*
- Surveys of public's satisfaction with access and use of waterways in the city

## 2...VISION AND ACTIONS

### 2.2 Liveable Communities

*Creating and maintaining Ottawa as a liveable city of distinct and complete communities with a wide range of housing, employment, shopping opportunities as well as leisure and social activities.*

#### **2.2.1 OUR HISTORY**

When communities were first established in Ottawa, residents lived, worked and played in the same or nearby neighbourhoods because transportation options were time consuming and very limited. It was normal, for example, for shopkeepers to live above their place of business. Technological improvements, which took hold in the early twentieth century, began to reshape communities. Development of the telephone eliminated the need to locate a company office right beside the industrial plant. Various modes of transportation, from horse-drawn trams to streetcars and in particular, automobiles, played a role in urban development.

Widespread automobile ownership made the urban population more mobile, and housing development was no longer constrained by walking distances to streetcar lines. Any piece of land, including that in outlying areas could now be the site of a new community. Suburban development exploded, urban densities declined and development became more scattered.

Separation of different types of land uses (residential, commercial, industrial) became possible and was considered

desirable by the decision makers of the day because there were obvious benefits in separating incompatible uses. Single use residential communities often became the norm, and many people drove their cars to get to work, to purchase the week's groceries at the shopping centre, or to attend a baseball game, which were all located at places outside of the neighbourhood. Residential areas emptied in the morning and business parks emptied at night and resulting in a vehicle congested road system.

#### **2.2.2 THE WAY WE ARE TODAY**

Ottawa today has many different types of communities, with varying ranges of housing, employment, shopping, leisure and social opportunities. A balance, where a variety of activities and services exist within easy walking or cycling distance, is most evident in many older neighbourhoods such as Centretown and in the long-range plans for some newer communities around the newly developing Kanata Town Centre. Schools, parks, recreational pathways, community centres, places of worship and nearby shopping areas provide the range of local services residents require to meet their basic needs. This mixture of conveniently located services contributes to the quality of life in Ottawa. Some communities are also linked by quick and convenient public transit to employment concentrations located at transitway stations, such as Tunney's Pasture. In contrast to the urban areas of Ottawa, the rural areas and villages offer a distinct lifestyle at a somewhat slower pace and smaller scale.

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### **2.2.3 CHALLENGES**

However, a balance of uses in our communities is not universal. Too many residents who live in communities without a mix of uses and a range of services have become dependent on their automobiles to access the most basic aspects of everyday life. Liveability is diminished with increasingly congested roads, and different parts of the city that are only active for part of the day. Freedom and mobility for those with cars can conversely isolate seniors, teens and other individuals without them. Affordable housing opportunities are also lacking in many parts of the city for lower-income groups, as are facilities for arts and cultural expression. Community involvement and identity becomes more difficult to foster and maintain when services are not readily available within the neighbourhood. Healthy communities become a more elusive goal when fewer people walk or cycle in their own neighbourhoods.

Liveability is also affected by how we handle new growth and development. Population projections show that the City's population could increase by 50% in the next twenty years, from 800,000 to 1.2 million. Decisions on how much additional growth can be accommodated inside the Greenbelt through infill development and how much will be directed to the three growth centres (Kanata, Orléans, Barrhaven/Riverside South) beyond it need to be re-examined. The City must face the challenge of how to ensure that more compact and infill development occurs, particularly at town centres and along mainstreets, so we can reduce the need to extend costly built infrastructure, stop urban sprawl, preserve good quality

agricultural lands and the rural countryside, and minimize potential impacts on the natural environment.

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### **2.2.4 OUR VISION FOR THE FUTURE**

#### **Promoting Communities of Distinctive Character**

##### **Vision:**

Ottawa will remain a city with a wide range of distinctive communities, each characterized by features that their residents value. These enduring elements include: the style and size of houses and buildings and their setback from the street; lot sizes; street size and layout pattern; trees and landscaping on the street boulevard and private property; fencing; sidewalks; and community services and facilities. Unique features are also important, such as a concentration of historic buildings, proximity to a waterfront or a setting with impressive natural areas. Combinations of these physical and/or built characteristics, together with the residents of each community, make the many various areas of our city interesting and distinct.

##### **Policy Focus:**

Residents of Ottawa value the distinct character of their rural and urban communities. The key ways in which the Plan supports this is by:

- The use of Community Design Plans (Section 3.1) and support for collaborative community building (Section 15);
- Establishment of Design Criteria to guide individual developments where compatibility with surrounding uses is a major element (Section 3.2);
- The preservation of historic buildings and cultural resources (Section 5); and
- Additional policies for special areas such as the Central Area (Section 8.6), and River Corridors (Section 9.4.2).

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### Developing Attractive and Well Designed Communities

#### **Vision:**

The City will work to make existing and new communities attractive and well designed. Such communities start with the big picture, setting out major green areas and accommodating development around these networks of green spaces. Land uses and transportation networks will be planned to accommodate the needs of walkers, cyclists and transit users. Community design will focus on basic design criteria that new or infill development must meet to create a functional, attractive and pleasing urban or village environment. Design criteria involve a range of items from tree planting, well-designed streetscapes, public art, interesting building façades, good pedestrian and cycling connections throughout the community, pocket parks, adequate lighting and consideration of adverse effects of snow, wind and rain.

#### **Policy Focus:**

The attractiveness of individual communities depends to a large extent on respecting the positive aspects of their character as described above. The Plan speaks to attractiveness as follows:

- How the land uses at a large scale are framed by such elements as a greenspace network (Section 9.1) or the distinction between urban and rural landscapes through resource protection and maintenance of an urban boundary (Section 3.4);
- How each development will be evaluated based on design criteria (Section 3.2); and
- The requirement for contributions to public art (Sections 3.2.11 and 6.1).

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### Making Available a Variety of Housing Choices

#### **Vision:**

Ottawa's communities in the future will be designed to offer opportunities to live, work and play for residents of different abilities, ages, ethnic groups, and incomes. Different housing types will accommodate the needs of a growing family while allowing residents to age in place without leaving their community. Affordable and accessible housing to meet the needs of all Ottawa residents, regardless of their income level, will be provided through new funding initiatives from other levels of government and new legislative authorities from the provincial government. Partnerships with the private and the non-profit sector will be sought as a means to create new affordable housing. A role of the private sector will be to continue to produce entry-level affordable housing.

#### **Policy Focus:**

Policies in the Plan are complemented by an Affordable Housing Strategy and a Human Services Plan. The Official Plan policies address:

- The opportunity to live in distinctly different rural, village or urban locations (Section 8);
- The establishment of housing mix requirements for new development (Sections 3 and 7);
- The provision of comprehensive housing policies addressing supply, affordability targets, protection of housing stock and housing for seniors ( all Section 7); and
- The preparation of Community Design Plans for Villages and existing urban areas to assess the changing demographics in their community and the possibility of addressing housing deficiencies through support of new development (Section 8).

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### Requiring Compact Mixed Use Development

#### **Vision:**

Ottawa will accommodate new growth and development in a more sustainable manner, utilizing compact mixed-use urban form principles including a moderate increase in density in selected areas or in appropriate locations. A mix of land uses, compact development, clustering of neighbourhood facilities and services and excellent pedestrian connections will make communities much more walkable. Their attractiveness will be enhanced by greater attention to community design principles and the provision of plentiful open space, trees and other greenery. Neighbourhood facilities and amenities, from baseball diamonds and other sports facilities to local theatre, libraries, community gardens and craft classes serving all age groups and interests, will help to create a more complete community, contribute to the quality of life, and encourage local interaction. A mix of uses, as well as home-based businesses, will provide employment opportunities to residents within the community.

Outside the Greenbelt, urban sprawl will be contained by maintaining a firm boundary where urban development stops and the countryside begins. Any proposal to change the urban boundary must satisfy the criteria set out in the Official Plan. Inside the Greenbelt, infill residential and mixed-use development will more fully use the capacity of existing infrastructure and help to revitalize aging community facilities, such as schools and community centres, in both inner city and mature suburban neighbourhoods. Infill development, mostly located on mainstreets, major transit nodes and brownfield sites (cleaned of contaminated soil), will be sensitively designed in a manner that respects both the built form and character of existing neighbourhoods. The development of a transit-oriented culture also helps make our communities of the future more sustainable.

#### **Policy Focus:**

The Plan sets out the following opportunities for compact, mixed-use development:

- Establish land use requirements for development in new communities (Section 3.1);
- Permit the introduction, where appropriate, of residential and other uses into predominantly single-use business areas through the development of a Community Design Plan (Section 3.1);
- Identify target areas for compact mixed-use development (Table 3.1);
- Development at transitway stations achieving certain design requirements and a mix of uses (Sections 3.2.9 and 4.1);
- Community cores providing a range of uses at high densities (Section 8.4);
- Community Design Plans could provide specific criteria for target areas (may suggest a minimum building height, for example) (Section 8.4.2); and
- The City could undertake key initiatives outside of the Plan to support compact mixed-use development in target areas such as around transitway stations (Section 3)

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### Fostering Opportunities for Economic Activity

#### **Vision:**

The City will be supportive of venues that lead to increased opportunities for economic activity. New jobs and wealth creation are essential to the economic well being of Ottawa and its residents. Initiatives to foster economic development include a sufficient supply of lands for employment uses, strategically located throughout the city, and efficient good transit and road systems to support development or redevelopment of lands. In addition, provision of transit services to existing areas of employment will be a priority. Offices and other places of employment may be concentrated in certain areas, like the downtown and along rapid transit corridors, or scattered across the city such as home-based businesses in residential sectors. The rural area will support resource-based industries like agriculture and mineral extraction, together with traditional and new businesses that are appropriate for a rural location. The efficient movement of goods by trucks on our arterial roads, or by rail or air, will necessitate the construction and operation of an integrated transportation system.

Moreover, the City will continue to protect and enhance the overall quality of life in our community in order to attract and retain our skilled workforce – the most crucial element in the economic success of Ottawa. By having artists and designers in a community creates a milieu that attracts other types of talented individuals and knowledge workers, which in turn attracts and generates innovative, technology-based industries.

#### **Policy Focus:**

The Official Plan is complemented by an Economic Development Strategy that speaks more closely to the development and support of economic opportunity in Ottawa. Generally, land use policies support economic activity by:

- Designating sufficient serviced urban land to meet long-term employment needs, in a variety of locations (Section 8.5);
- Supporting a wide range of rural economic development ranging from farming, to pits and quarries, to home based businesses; (Sections 8.8, 10 and 11)
- Providing jobs and housing opportunities in a ratio of 1.3 jobs per household (will vary depending on the size of community being planned). In the large urban centres outside the Greenbelt, land has been set aside specifically for employment purposes (Section 8.5 and Schedule B);
- Supporting a full range of employment activity in the Central Area (Section 8.6);
- Supporting more intensive development in target areas (Section 3);
- Providing a full range of choices in its transportation network to support commuters (Section 4);
- Providing infrastructure to facilitate the movement of truck traffic (Section 4); and,
- Permitting home-based businesses throughout the community (Section 8.1.1).

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### Communities Designed for Walking and Cycling

#### **Vision:**

Ottawa's communities will be designed so that walking, cycling and transit use are pleasant and convenient. New neighbourhoods and any major or minor changes to existing communities will be planned with the needs of pedestrians and cyclists as a chief priority. Sidewalks and pathways will be located and provided along streets, as connector or shortcuts between streets, or within larger sites that require navigation through a parking lot. Safer, more secure, well maintained and shaded walking and cycling links will be provided to all bus stops, rapid transit facilities where they exist, community gathering spaces (park, school, shopping plaza, etc.) and to neighbouring communities. Walking and cycling routes often lead to or are part of the greenspace network of the city.

#### **Policy Focus:**

The Vision has established the ability to walk and cycle easily and safely in a community as being of paramount importance. This Plan focuses on walking, cycling and transit use through:

- Design criteria that address an attractive and safe pedestrian environment (Section 3.2);
- Design criteria that require convenient pedestrian access to the public transit system (Section 3.2);
- The establishment of a *green hierarchy* (walking, cycling and transit) in the Transportation Master Plan where the considerations of the pedestrian are a priority in the design of the City's transportation system (Section 4.3);
- Addressing deficiencies in the sidewalk/pathway network through the Transportation Master Plan (section 4.2.1);
- The enhancement of a city-wide greenspace network, pathways and access to shorelines (Section 9.4);
- The requirement for Community Design Plans to address linkages within and between communities (Section 3.1);
- Implementing design criteria that address cycling and bicycle parking (Section 3.2); and
- Considering cycling requirements when constructing or reconstructing roads (Section 4.3.2).

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### Transit, Road and Greenspace Linked Communities

#### **Vision:**

A city of liveable communities will be a city of linked communities. Ottawa will be knit together with transportation and greenway networks that respects community character. A network of natural areas will also provide linkages between communities. The city-wide greenway network that provides “fingers” of green space within neighbourhoods and connects with other neighbourhoods will be enhanced and expanded. High quality public transit service will typically be provided via buses operating on the arterial and collector road system for journeys to nearby communities. An extended rapid transit network will provide access to all major concentrations of employment, shopping and recreation. An arterial roadway network connecting communities will provide timely and efficient movement of people and goods.

#### **Policy focus:**

All communities exist within the city as a whole. People travel for work, for entertainment, for interaction, to meet daily needs. The Official Plan and Transportation Master Plan address in more detail:

- The provision of all-season sidewalks and pathways that provide safe, direct and short distance access to public transit services (Section 3.2.9 and 4);
- The enhancement of a city-wide greenway network connecting and shaping communities (Section 9.4);
- The provision of a quality public transit system where rapid transit is a key element (Section 4.3.3);
- The provision of a properly designed and safe arterial road system (Section 4.3.5);
- The provision of a high quality truck route system (Section 4.3.7);
- The support of multi-modal facilities such as a joint transitway, intercity rail and intercity bus station. (Section 4.3.8); and
- Linkages beyond the community boundary through Provincial Highways, the TransCanada Trail and River Systems (Section 9.4).

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### Creating and Sustaining Healthy Communities

#### **Vision:**

Residents of Ottawa will live in communities that are designed in ways that promote and support the health of all residents. The provision of parkland, and natural areas and beaches will afford people of all ages the ability to participate in healthy activities such as walking, cycling, aquatics and field sports. Lands will also be set aside for facilities such as playgrounds, arenas, swimming pools and gymnasiums. These facilities will provide for cultural opportunities, sports and recreational uses not only at the local level but will also facilitate the hosting of national or international events such as the Jeux de la Francophonie. Healthy cities also will mean acting to remedy or prevent problems impacting people's health.

A clean and safe water supply for all residents of the city is important. In particular, the safety of the ground water supply is paramount since most rural development relies on well water. Any sites with contaminated soils will be made safe prior to development to make certain that no future health problems result.

The well-being of residents is also impacted by noise, air and water pollution. These types of pollution will be reduced or prevented by: appropriate location and design of transportation facilities; treatment of stormwater before it returns to our rivers and beaches; tree planting to absorb air pollutants; and, increased use of public transit, walking or cycling to lessen automobile use and emissions. Having relaxing green quiet spaces reduces stress and helps to create a liveable city.

#### **Policy Focus:**

The *Charting a Course* principle of A Caring and Inclusive City speaks of healthy living by getting people to participate in physical activity and being attentive to preventive health care matters. The Official Plan will in part further these objectives by:

- Ensuring greenspaces of all types are available throughout the city for physical recreation use by residents (Section 9);
- Designing communities with leisure and recreational facilities such as sport centres and playing fields (Section 3.2); and
- Safeguarding people from such concerns as transportation noise (Section 12), ground water pollution (Section 5) or air pollution.

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### Conditions That Make For Safe and Secure Communities

#### **Vision:**

When considering the approval of new development, the City will require that safety come first. Some areas of Ottawa have natural impediments to development that affect the safety of people and buildings, such as flooding, unstable soils or bedrock, or poor groundwater unsuitable for drinking. At other locations, past activities have contaminated the soil. Depending on the circumstances, development will be either prohibited for safety reasons or may occur if satisfactory site modifications are undertaken.

Personal security is important in existing communities where buildings and land uses will be designed to ensure personal safety concerns are addressed by providing adequate lighting and clear sight lines. Ottawa's transportation system must also be designed to minimize truck or car traffic and noise and air pollution impacts on pedestrians, cyclists and neighbourhoods themselves.

#### **Policy Focus:**

Land use planning affords many opportunities to enhance the safety of the residents of the community. Generally these fall into the following categories:

- The implementation of design criteria that address personal security through the arrangement of land uses, the design of buildings and sites, and the provision of lighting (Section 3.2)
- The provision of policies regarding development in areas that might be unsafe such as floodplains, contaminated sites, unstable slopes (Section 12)
- The design of transportation infrastructure that sets the safety and convenience of the pedestrian, cyclist and transit users as a priority (Section 4.2)

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### **Liveable Communities: Measuring our success – examples**

- Ensuring lands are available for employment in each community
- Increase in overall density of people and jobs per hectare (result of more compact and infill development)
- Number of brownfield sites rehabilitated and redeveloped
- Increase in diversity of housing types available in a community
- Increase in # of affordable housing units built and decrease in # of people on waiting list for affordable housing
- Increase in both absolute numbers and per capita bus and O-train ridership levels
- Percentage of people living on major transit routes.

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### 2.3 Green City

*Maintaining strong respect for the environment in our clean and green city.*

#### **2.3.1 OUR HISTORY**

Close contact with the natural environment was an intrinsic part of the lives of people in Ottawa in times past. This was certainly the case for aboriginal peoples who had an intimate knowledge and respect for the physical landscape and its bounty of plants and animals. From the time of the arrival of the settlers in the early 19<sup>th</sup> century, nature continued to play an important role in the lives of succeeding generations in the Ottawa area. The livelihood of most families depended on nature, be it on the many farmsteads along the hundreds of kilometres of concession roads in the countryside or at lumberyards along the Ottawa River where the land's timber wealth meant so much to the city's economy right into the 20<sup>th</sup> century.

The belief that the natural environment existed primarily for exploitation slowly came to be challenged during the last century. This worldview of people's relationship with the environment came to change as a result of a better understanding of the workings of ecosystems, the importance of nature and how it is deserving of our protection and respect. The implementation of the federal government's Gréber Plan for the national capital region in the post WWII period advanced efforts to preserve and restore the natural environment. The impact of this plan was seen in the creation of the 20,000 hectare Greenbelt encircling the then urban area

of Ottawa and the clean up and beautification of old industrial lands along the shoreline of the Ottawa and Rideau Rivers and the Rideau Canal. This latter initiative advanced the concepts introduced decades earlier in the City Beautiful Movement evident in the creation of Strathcona and Rockcliffe Parks and tree planting along major streets such as Wellington in front of Parliament Hill or King Edward Avenue with their former stately elms.

#### **2.3.2 THE WAY WE ARE TODAY**

Ottawa is known as a green city due to a visible combination of:

- treed and landscaped parkways found along waterways
- an extensive urban forest comprised of tens of thousands of trees on private properties, public street boulevards and wooded areas stretching across the urban area
- more than 850 city owned and managed parks and open spaces
- the Greenbelt, Central Experimental Farm and natural areas such as the Marlborough Forest and South March Highlands.
- and the large expanses of countryside with forests, meadows and wetlands.

These natural areas total almost 43% of the area of the city or about 1,200 km<sup>2</sup>. These green areas, often located along waterways, are home to plant and animal communities that form important ecosystems in our city. Recognition is made that these are part of even larger ecosystems that extend well beyond the borders of Ottawa.

## 2...VISION AND ACTIONS

### 2.3.3 CHALLENGES

Despite abundant forest cover in the city, loss of trees occurs due to old age, diseases, wind or ice storm damage, tree harvesting and cutting to accommodate the development needs of a growing city. The constant demand for development of urban and rural lands and the associated tree loss represents a challenge to maintain and increase tree cover in the city. Development pressures also impact the completeness of the greenspace network. It becomes necessary to maintain and strengthen linkages to and between greenspace areas. The existing urban forest must be actively managed to ensure the health of trees that are stressed by air pollution, road salt and constrained growing conditions. Tree planting, along boulevards and on innumerable private properties, will keep our valued green urban forest renewed for future generations. In rural Ottawa, regulation of surface water runoff and support for wildlife are two very critical functions of the larger sized natural areas.

Respect for the environment involves challenges, touching all aspects of the lives of Ottawa residents, such as:

- walking, cycling, using transit, teleworking and ridesharing minimize the use of non-renewable petroleum resources to reduce the pollution and greenhouse gases released into the environment
- building more compact communities with home and work locations in the same or nearby areas to lessen the need for commuting
- providing rapid transit services to all major employment to minimize auto dependence

- living the three R's of reduce, reuse and recycle to help to save both money and the environment
- not polluting waterways and storm drains with harmful household wastes or pet excrement
- preserving wetlands, woodlands and the shorelines of rivers and streams
- improving water quality of the rivers, particularly at local beaches, and watersheds.

Water is an important environmental asset not to be overlooked or mismanaged. The Ottawa River is a source of drinking water for 723,000 residents and is also used by industry. The large size of the river and its flow rate of 2000 cubic metres per second gives it a relatively high water quality. The Ottawa and Rideau Rivers also serve as important recreational corridors for use by residents and tourists. An additional 78,000 Ottawa residents rely on groundwater as a source of drinking water through communal or private wells. Groundwater is particularly vulnerable since once contaminated, it is very difficult and expensive to remediate. Groundwater and surface water suffer degradation because of: septic system leakage; contaminants in snow cleared from streets; application of road salt and lawn chemicals; soil erosion and transport of sediments related to construction or alteration to creeks; overflows from sewage treatment plants; pleasure boat sewage discharges; farm practices; and, historic land uses such as former landfills. The contaminants may originate inside or outside of the City and be transported by water systems throughout the City or beyond. The City will work with partners on a watershed basis to solve common concerns.

## 2...VISION AND ACTIONS

### **2.3.4 OUR VISION FOR THE FUTURE**

#### **The Splendour of A Green City**

##### **Vision:**

Ottawa in the future will remain a clean and green city. Local residents will take pride in and visitors will admire the quality of the environment and how it makes Ottawa a special place. The protection and maintenance of these features of the city will continue: the many landscaped parks with pathways and parkways along waterways, treed streetscapes along main boulevards and local streets, and, special features like Stony Swamp, Rockcliffe Park, Mer Bleue Bog, Petrie Island and the Arboretum to name but a few. This wealth of greenspaces will be augmented with new city parks, open spaces and greenways linking existing and new natural areas in both the urban and rural parts of the city. Concern for the environment will extend not only to the land, but also to water and air. In particular, continued attention will be paid to protecting the vitally important ground and surface water resources and reducing air pollution, primarily by promoting alternatives to the use of automobiles.

##### **Policy Focus:**

Ottawa prides itself in being a green city. We can keep it this way by:

- Enhancing the existing urban forest on public and private lands (Section 9.8);
- Keeping green the lands along our rivers and canal (Section 9.4); and
- Consolidating the greenway network (Section 9.4).

## 2...VISION AND ACTIONS

### Recognizing and Building a Greenspace Network

#### **Vision:**

The physical distribution of the city's urban parks and open spaces, treed corridors along roads, rivers and streams and larger natural areas mainly in the rural area, form a greenspace network. These various green "nodes" and "fingers" make up, for the most part, a connected network of two systems that work together:

- a natural environment system of core areas and linkages that include wetlands, forests and watercourse that provides habitat for local plants and animals, and,
- an open space system of publicly accessible destinations and connections, including roads, parks, community woodlots, waterfront open spaces, golf courses, recreational pathways and scenic routes.
- Efforts will be made to build and preserve this network as a place for people to experience nature, as the "green lungs" of the city and as a home to plants and animals. The City will support the evolution of this greenspace network through land acquisition, stewardship and creative conservation efforts.

#### **Policy Focus:**

Attention will be focused on building and consolidating the network of greenspaces in Ottawa that create a network of natural area, parks and open space throughout the city. This will occur by way of:

- Acquiring new lands for the network as a condition of development approval (Sections 3, 9 and 14) or separately as part of an on-going effort at completion of the network (Section 9.4);
- Developing the roadway network as a greenspace network (Section 9.9); and
- Establishing stewardships and easements on green lands in partnerships with individuals, agencies and other like-minded bodies (Section 9.8).

## 2...VISION AND ACTIONS

### **Focusing on Development in Harmony With the Environment**

#### **Vision:**

Natural areas, including unique and beautiful trees, forested stream banks and cliffs or pleasant views and vistas, will be retained to enrich the quality of life of future generations of residents. The City will ensure that development or redevelopment of sites is focused on designing with, or around, natural features deemed appropriate for preservation and protection so that they are not irretrievably lost. Designing with the environment goes beyond preserving just ravine and stream banks, floodplain lands and provincially significant wetlands; it means protecting certain other features deemed to be important to an existing or future community, be it all of or portions of noteworthy woodlots, hedgerows of mature trees or landscape vistas. The City will recognize the existence of this green infrastructure and will allocate required financial resources to ensure its maintenance and preservation.

#### **Policy Focus:**

Development or redevelopment will be more appreciative of the need to be cognizant of all aspects of the environment when building a single site, a subdivision or a community. The City, the development community, landowners and other partners will ensure that development occurs in harmony with nature (Sections 3 and 9).

## 2...VISION AND ACTIONS



### Collective Action to Protect Groundwater and Surface Water

#### **Vision:**

Protection of water resources will continue to be a high priority for the City and its partners. Although certain parts of the rural area have naturally poor quality ground water, it is mostly our actions that need to be better managed to ensure that ground and surface water are safe as a source of drinking water and for recreational uses. To realize this vision many initiatives will be undertaken, including: developing a greater understanding of the City's groundwater resources; developing and implementing public education and enforcement programs on the proper maintenance of private well and septic systems; developing innovative and environmentally-responsive infrastructure; and, modifying city policies and practices to improve the quality of surface water.

#### **Policy Focus:**

The Plan addresses the protection of groundwater and surface water resources by:

- Establishing requirements for watershed and sub-watershed planning (Section 9.7);
- Protecting and designating Significant Wetlands (Section 9.6);
- Protecting water resources and preventing erosion (Section 9.8);
- Maintaining a safe and reliable supply of high quality potable water, including the protection of communal well water supplies (Section 13).

## 2...VISION AND ACTIONS

### Lifestyles Supportive of Clean Air, Water and Earth

#### **Vision:**

People are becoming more cognizant of how their lifestyle and daily actions impact upon the environment, both locally and globally. Therefore, there will be greater support for: walking, cycling, and taking public transit as well as compact mixed use development where home, work, shopping and community facilities are near one another. In addition, the use of travel demand management techniques or initiatives such as car pooling, working at home and compressed work weeks will contribute to the reduction of commuting by cars.

Other mechanisms to achieving a more healthy environment include such measures as: the enforcement of poop and scoop dog waste regulations; controlling lawn chemical spraying; and working to change farm practices to help reduce contamination of surface waters.

#### **Policy Focus:**

It is important for the City to help people to make choices in daily living that are good for the air, water and earth of both our city and planet. This will be facilitated by way of:

- Building compact mixed-use communities that support walking, cycling and transit use rather than the automobile (Section 3); and
- Extending the rapid transit system to provide service to areas of extensive employment (Section 4).

#### **Green City: Measuring our success – examples**

- increase in the number of hectares of public parkland, open space and natural areas
- decrease in the number of wells failing safe drinking water parameters
- decrease in the number of days beaches closed due to high water pollution counts
- increased the health of, and the number of trees in the urban forest

### 3...BUILDING LIVEABLE COMMUNITIES



#### 3.0 Building Liveable Communities

*Readers Note: Everything in this chapter is related to how development will be evaluated based on the principle of creating liveable communities. Are there things we have overlooked? Are there opportunities to do more?*

This Plan promotes mixed-use development that is compact and well designed as the way to build liveable communities. This approach to development responds well to the principles in Charting a Course relating to: healthy living; fiscal responsibility; diversity; and the formation of complete, walkable communities. The extent to which compact mixed-use development is appropriate varies depending upon the specific circumstances of each community. Some communities will continue to experience substantive change through growth or re-development while others may be more stable and will change very little. This Plan introduces Community Design Plans, general design criteria and a collaborative planning process as mechanisms to achieve well-designed, compact, mixed-use development that reflects the distinctiveness of each community.

1. Target areas for compact, mixed-use development will be considered in the following locations:

- a. In New Communities  
Community Cores, Enterprise Areas, Transitway stations, main streets, arterial roads and in areas of transition;
- b. In Existing Communities  
Community Cores, Enterprise Areas, Transitway stations, mainstreets, arterial roads, areas of transition, large, single-use, non-residential areas, such as business parks and shopping centres, areas in decline, brownfields, and large, vacant parcels of land.

*Readers Note: Where should compact mixed-use development be located in **your** community?*

2. In new communities, the following requirements will apply:
  - a. a housing mix where multiple attached dwellings and apartments are 40% of the proposed housing stock;
  - b. single detached dwellings are built at a minimum density of 25 units per net hectare; and
  - c. jobs and housing opportunities are provided in a ratio of approximately 1.3 jobs per household (depending on the size of the community being planned).

### 3...BUILDING LIVEABLE COMMUNITIES

3. A minimum building height may be established in certain target areas of intensification. Consideration shall be given to short-term infrastructure constraints, staging and long-term community goals; and
4. Opportunities to create mixed-use development that is compact and well designed will be identified in Village plans.

#### City Initiative

To promote compact mixed-use development in target areas, the City will:

- Be pro-active in supporting the clean up and redevelopment of brownfield lands;
- Support Business Improvement Areas and Community Improvement Plans;
- Encourage financial incentives for housing at key locations;
- Strategically review the potential contribution of municipally owned lands;
- Require fewer parking spaces per building than traditional zoning requirements;
- Seek out partnerships in building community parking structures;
- Develop financial incentives for residential uses in mixed use nodes; and
- Allow for an increase in building density in exchange for public cultural facilities.

#### 3.1 Community Design Plans

**Readers Note:** *What do you think of our approach to planning at the local level? A Community Design Plan is similar to a Secondary Plan except that it does not become part of the Official Plan. It delineates community design and land use in support of the vision and in collaboration with landowners and the local community.*

This Plan provides policies and a process to allow for community-based planning through the preparation of Community Design Plans. Each Community Design Plan (CDP) may be different, but should accomplish the following objectives:

1. To ensure that each is prepared within the larger context, the Community Design Plan must implement the vision expressed in this Plan. A first step would be a clearly stated set of principles or objectives for the community, derived specifically from the information in Section 2 – Visions and Actions;
2. Provide a concept plan delineating the key elements of land use, community design and infrastructure requirements including local road pattern, pedestrian/cycling linkages, density targets and road design elements etc;
3. Provide a set of design and character guidelines to give further direction to the Zoning By-law, plans of subdivision, site plans and general design of the community; and.

### 3...BUILDING LIVEABLE COMMUNITIES



4. Provide an implementation strategy that prioritises actions, identifies key tools for implementation and any budget requirements.

Preparation of the plan will follow a collaborative model where the City, the community and the landowners/builders are partners in the process. Any of these parties could initiate a Community Design Plan. However, the decision to proceed and the approval of the final plan are acts of Council. Once approved, all future development applications will be evaluated in the context of that plan and the Official Plan.

City resources will be provided to allow for the process to be completed in a short time frame. This could include, for example; the advance preparation of maps, data, assessments; sponsoring community-wide assessments prior to any workshop or design session; the provision of facilitators, or designers or community animators; the provision of meeting space; production of a final report; and reporting, through a web-site.

In the absence of an approved Community Design Plan, all planning proposals will be evaluated against the general principles guiding liveable communities in Section 2, the General Design Criteria in Section 3.2. and the specific policies for community designations in Section 8.

Existing plans (secondary plans, neighbourhood plans, concept plans) prepared prior to amalgamation, will have the same status they had before the adoption of this Plan. Those

Secondary Plans, which do not reflect the principles of this Plan and its requirements, will be prioritised and redone. As an option, the community may initiate a new Community Design Plan.

Three types of Community Design Plans are provided for, although they are substantially similar:

1. In new communities located in new urban areas or on large parcels of vacant or re-developed land in the existing urban area (e.g. the Rockcliffe Air Base).
2. In established communities located in developed parts of the existing urban area:
  - a. That are experiencing pressures for additional development in employment nodes or in other areas through infill; or
  - b. Where an existing secondary plan or a neighbourhood plan does not implement the vision of this Plan; or
  - c. Where the existing community is experiencing some deficiencies (e.g. a reduction in the number of school aged children and potential loss of a local school); and
  - d. In existing single use Enterprise Areas if there is intent to introduce other uses such as retail commercial, residential and recreational uses.

### **3...BUILDING LIVEABLE COMMUNITIES**

3. In Villages, Community Design Plans will be undertaken:
  - a. To implement the approved expansion to a village boundary;
  - b. Where there is potential for development and the current plan does not implement the vision of this Plan; and
  - c. To consider communal/central servicing to address health issues.

## **Table 3.1 Community Design Plans**

### **A PLAN CONTEXT**

1. Identify the community boundaries and the boundaries of the study area, if different.
2. Set a clear goal statement – why is the plan being initiated for this community?
3. Obtain Council approval, budget and/or staff resources.
4. Establish a common understanding and agreement on what the *Liveable Community* principles mean in the context of this community.
5. Identify the role the community plays within the city.

### **B CURRENT CIRCUMSTANCES**

1. Inventory the qualities and resources that may have an impact on the spatial form of the community, that describe the character of the community or that set some enduring components of the community:
  - a. key historical, cultural, archaeological and geological elements;
  - b. the remaining elements of valued historic development patterns;
  - c. views, vistas, landscapes, landmarks, environmental features and resources;
  - d. existing character of built form - design elements, visual cues;
  - e. boundaries and entryways to the community.
2. Inventory existing community resources:
  - a. transportation and infrastructure capacities;
  - b. schools, community support services.
3. Identify any constraints to development that need addressing:
  - a. floodplains, steep slopes, contamination etc;
  - b. shortfalls/deficiencies in infrastructure, building maintenance, community resources, housing choices...etc.
4. Review any existing studies related to the area such as a sub-watershed plan, for additional constraints or opportunities.

### **C ESTABLISH TARGETS/OBJECTIVES**

1. Compact mixed-use development.
2. A mix of housing types.
3. Housing affordability and special needs housing.
4. To address deficiencies in the community.
5. Greenspace, Open Space and Parkland.

### **D IDENTIFY TARGET AREAS FOR COMPACT MIXED-USE DEVELOPMENT**

1. With reference to Section 3.1(2), assess opportunities in the community to achieve additional compact mixed use development.
2. Establish/enhance focal points in the community (Community Core, Transitway station).

### **E KEY SPATIAL COMPONENTS OF PLAN**

1. Create a Greenspace Network with reference to Section 9.0.
2. Establish community linkages.

### **F IMPLEMENTATION STRATEGY**

1. Develop a concept plan showing land use and key community and urban design components including road layout, greenspace system and building patterns.
2. Identify transportation, sewer, water infrastructure, and stormwater management facilities.
3. Prepare design guidelines to apply to future development applications.
4. Indicate how the zoning by-law can support and implement the plan.
5. Identify special initiatives to support the implementation of the plan:
  - a. Financial incentives;
  - b. Links to other growth management plans;
  - c. Recommendations for action by the City, agencies, landowners and community.

### 3...BUILDING LIVEABLE COMMUNITIES

#### 3.2 General Design Criteria

The following design criteria will guide the evaluation of development proposals and public works. This includes the re-development of existing land and buildings. To help accommodate change and to help communities age in a more flexible way, adaptable building designs are encouraged. Although these are considered to be key evaluation criteria, the City recognizes that there may be other means of achieving the same design objectives.

It is assumed that the proponent has already assessed the suitability of the site for the proposed use. This is achieved through:

1. An identification of the land use designation in the Schedules to this Plan in combination with the associated policies;
2. The completion of any studies and assessments that may be required as identified in Table 3.2; and
3. The review of any approved Community Design Plan.

The criteria cited below focus on buildings, structures and streetscapes. It is to be assumed that the *use* can be accommodated on the site. These criteria will be applied, where relevant, to all planning applications.

*Readers Note: Are the following criteria at the right level of detail? How do we ensure these criteria are followed in new development? Do we need a Design Review Committee consisting of professional architects and urban designers?*

#### **3.2.1 COMPATIBILITY OF PROPOSED DEVELOPMENT WITH SURROUNDING AREA**

1. Ensure the proposed development is compatible with adjacent buildings, especially heritage buildings, and with the character of the streetscape;
2. Provide adequate mitigation of impacts from noise, odours, traffic, dust and outdoor storage;
3. Ensure access is available to a roadway capable of carrying the traffic volumes generated by the proposed use;
4. Minimize shadowing on adjacent properties, particularly on outdoor amenity areas;
5. Control undesirable effects from lighting on adjacent properties.

### 3...BUILDING LIVEABLE COMMUNITIES

#### **3.2.2 SCALE AND STANDARDS OF DEVELOPMENT**

1. Design buildings and structures to be compatible in scale and height with adjacent buildings. Moderate variations, particularly in height, may be appropriate for visual interest or for intensification purposes as established in Community Design Plans;
2. Achieve a gradual transition in height between the surrounding high and low profile buildings;
3. Promote the use of alternate design standards for public roads and rights-of-way in order to achieve a more compact or creative urban form.

#### **3.2.3 STREETSCAPES**

Encourage comprehensive streetscape designs, particularly along main streets, that reflect the character of the community and that:

- a. Promote continuous and animated building facades;
- b. Provide an integrated system of street furniture, streetlights and fixtures;
- c. Include the use of trees and other forms of landscaping on both public and private land;
- d. Are designed for winter conditions and ease of maintenance using quality materials;
- e. Promote the burial of over-head wires;

- f. Provide widened sidewalks using a variety of surface materials and designs in a unified and decorative manner;
- g. Incorporate design/traffic management measures, where appropriate, such as highly visible pedestrian crosswalks that keep traffic to safe speeds and within managed patterns of movement.

#### **3.2.4 DESIGN WITH NATURE**

1. Retain as much natural vegetation as possible, especially along watercourses, on steep slopes, in valued woodlots and in areas linking green spaces;
2. Indicate in all development applications the location of all trees, watercourses, wetlands, rock outcrops, significant topographic change and how these elements will be preserved, enhanced or altered;
3. Protect and enhance public open space and recreational pathways on-site and in adjacent areas;
4. Maintain natural drainage patterns as much as possible through such techniques as source controls for stormwater management, minimizing impermeable surfaces and maintaining appropriate setbacks from streams;
5. Minimize changes to the existing topography;
6. Preserve mature trees and hedgerows as windbreaks and as a source of shade;
7. Provide public access to water bodies;

### 3...BUILDING LIVEABLE COMMUNITIES

8. Protect vistas of significant natural features such as the Gatineau Hills and the Ottawa River.

#### **3.2.5 LANDSCAPING AND OPEN SPACE**

Promote the extensive use of landscaping in order to contribute to the quality of the pedestrian environment, the quality of the site and the character of the street by such means as:

- a. Adding to the visual interest with shade trees, shrubs, ground cover and gardens;
- b. Adding amenity value to the pedestrian environment with benches, pedestrian-oriented street lighting, decorative fencing and other types of street furniture;
- c. Providing public spaces such as plazas, pocket parks and community gardens and, where these spaces are highly visible, include public art;
- d. Providing private amenity space for building occupants, such as green areas, rooftop gardens, pools and gardens.

#### **3.2.6 SAFE AND CONVENIENT PEDESTRIAN ENVIRONMENT**

1. Clearly define pedestrian access to, from and within a site;
2. Have sidewalks on at least one side of all new roads and on both sides of all arterial roads and those carrying transit within villages and the urban area;
3. Provide pedestrian facilities and crossings at grade;

4. Provide sufficient lighting and clear sight lines to create visible and safe places;
5. Create smooth, well-drained walking surfaces;
6. Use building design measures, such as awnings and canopies, to provide protection from the elements;
7. Minimize undesirable wind conditions through building design and setback measures;
8. Ensure that building entrances face the street;
9. Provide seating for the comfort of pedestrians at known waiting areas;
10. Ensure that pedestrian-oriented uses, such as retail commercial, service and food-related uses, are at street level;
11. Provide protection from environmental conditions such as wind, ice, snow rain and intense sun;
12. Promote air circulation in public areas that accelerates the dispersal of pollutants.

#### **3.2.7 UNIVERSAL ACCESS TO PUBLIC PLACES**

1. Affirm that physical and intellectual challenges are not special conditions of the few but common characteristics of being human;
2. Promote universal access designs throughout the city, particularly in all public parks and City buildings;

### 3...BUILDING LIVEABLE COMMUNITIES

3. Establish a connected network of paths and streets that are universally accessible including curb cuts at corners on all City streets and convenient access to extra wide parking spaces and ramps.

#### **3.2.8 COMMUNITY LINKS**

1. Create frequent and visible links between pedestrian/cycling paths and the greenway system;
2. Ensure the road network provides for direct public transit routes through the community and enables virtually all buildings to be within 400 metres walking distance of a bus stop. Provide a connected road/pedestrian/cycling network with the widest range of linkages and opportunities to access the community.

#### **3.2.9 DEVELOPMENT NEAR TRANSIT STATIONS**

1. Facilitate and maintain easy and direct access between the transit station and the surrounding community;
2. Locate employment-related and high density development close to transit stations;
3. Integrate, where possible, rapid transit stations into adjoining buildings, with extended hours of public access through the buildings and quality linkages from stations and building entrances to sidewalks on nearby streets;

4. Ensure a pedestrian friendly environment between the access point(s) of the rapid transit station and the principal entrances to adjacent buildings;
5. Provide convenient and safe pedestrian and bicycle links to rapid transit stations;
6. Provide direct all-season and weather-protected pedestrian links to stations preferably through buildings or at-grade;
7. Minimize walking distances from buildings to stations;
8. Provide adequate, secure and highly visible bicycle parking at rapid transit stations;
9. Assess opportunities for the development of air rights over the transitway.

#### **3.2.10 BUILDING AESTHETICS**

1. Require the principal façade of all buildings to face the street. When a building has frontage on more than one street, the principal façade should face onto arterial, collector and local roads in that order;
2. Ensure a high standard of design for all facades, particularly those that are visible from a road or public park;
3. Ensure that public areas inside buildings, for example lobbies and corridors, have visible interior spaces to avoid places of entrapment;

### 3...BUILDING LIVEABLE COMMUNITIES

4. Protect public views of landmark buildings. These buildings and the way these views will be protected will be identified through Community Design Plans;
5. Provide windows, not blank walls, that face the street;
6. Provide a distinct roofline treatment for tall buildings;
7. Use lighting to accentuate and animate buildings, natural features, public monuments and public spaces in tourist, entertainment and high use areas.

#### **3.2.11 PUBLIC ART**

1. Promote the use of public art in association with development applications, parks, roads and civic projects;
2. Include a statue or a piece of public art in every park and on every city building site.

#### **City Initiative**

The City shall establish a program whereby a minimum 1% of the total cost of all development is set aside for the use of public art.

#### **3.2.12 PARKING PROVISIONS**

1. Ensure adequate parking for motor vehicles and adequate, secure parking for bicycles;
2. Discourage the location of parking areas between the street and building entrances;
3. Promote other modes of transportation and thereby reduce the requirement for on-site parking;
4. Partially screen visible parking areas through the use of low shrubs, trees, landscaped berms, decorative walls and fences;
5. Encourage the division of large parking areas into smaller components with landscaping and decorative walls;
6. Encourage the sharing of parking and the application of on-street parking to fulfil on-site parking requirements.

#### **3.2.13 SIGNAGE AND FENCING**

1. The overall size, type, location and design of signs, fences and other accessory structures should complement the streetscape and the community character;
2. Integrate façade signs with the architectural features of the building façade;
3. Ensure pylon and free-standing signs complement the character of the community and do not interfere with sight lines;

### 3...BUILDING LIVEABLE COMMUNITIES

4. Prohibit the use of flashing signs near residential areas or in close proximity to signalised intersections;
5. Consider alternatives to noise barriers through site and landscaped design.

#### **3.2.14 OTHER DESIGN CRITERIA FOR SPECIAL FEATURES AND LOCATIONS**

- Central Area (Section 8.6)
- Community Core (Section 8.4)
- Heritage Resources (Section 5.0)
- Scenic Routes and Entry Routes (Section 9.4.3)
- Environmental Constraints (Section 9.8)
- River Corridor (Section 9.4.2)

### 3.3 Integrated Review to Support Development

All applications leading to the approval of new development or redevelopment will be evaluated, initially, on the basis of three criteria:

1. The impact of the development on municipal services and infrastructure;
2. The compatibility and appropriateness of the development given the land use designation of the property, as set out in this Plan; and
3. The compatibility of the development with the designations and uses on adjacent lands.

Some of the following studies and assessments *may* be required to evaluate the feasibility of a land use proposal, in light of the above criteria, or to establish the conditions under which a proposal will be approved. Reference to the appropriate section of the Plan will provide the details.

1. Environmental analysis required to support development proposals, such as stormwater management, tree retention/planting, hydrogeology and terrain analysis should, where possible, be combined into a comprehensive study to allow for an integrated review. Where these studies are likely to have an effect on basic components of the development design, and the required information is not available as a result of other studies, they are to be completed as a first step in developing a proposal and should accompany the application. Pre-consultation and review of existing plans and information is a critical component of the process.
2. All development applications shall be accompanied by a cover or overview summary which provides both a description of the connections between all of the reports in terms of technical information and recommendations, and, how the integrated environmental report and the design with nature policies, have or have not influenced the design of the development.

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**Table 3.2 Potential Studies and Assessments Required to Support Development**

<b>Study / Assessment</b>	<b>Refer to Section:</b>	<b>Study / Assessment</b>	<b>Refer to Section:</b>
Transportation Impact Study	3.3		
Heritage Impact Study	5.1.2(1); 9.2.2 (2)	Impact Assessment on Adjacent Limestone Resource or Sand/Gravel Resource	11.6
Archaeological Resource Impact Study	5.2	Engineering Study re Suitability of soils/bedrock	12.2
		Phase 1 & 2 Environmental Site Assessment	12.3.1
Assessment adjacent to Greenbelt or Central Experimental Farm	9.2.1 (5)	Assessment of Former Uses for Abandoned Mines or Pits or Quarries	12.4 (2)
Assessment adjacent to Scenic Routes	9.4.3 (3)	Airport Zoning Requirements	12.5.1
Environmental Impact Statement (EIS)	9.6.1.7	Noise Control Study (Aircraft)	12.5.1.2 & 12.5.1.3
Stormwater Site Management Plan	9.7 (Table 9.3)	Noise Impact/Vibration Study	12.5.2 (1a)
Tree Retention/Planting and Land Conservation Plan	9.8.1	Noise Control Feasibility Study	12.5.2 (2b)
Erosion and Sediment Control Plan (During Construction)	9.8.2	Requirements for Private Communal Services	Section 13.2 (Table 13.1)
Protection of Fish Habitat	9.8.2(5)	Hydrogeology Study and Terrain Analysis	Section 13.2 (Table 13.1)
Assessment Adjacent to Habitat Endangered and Threatened Species	9.8.3	Servicing Study – Village Expansion	13.2
Minimum Distance Separation	10.2.1; 10.4; 8.7.1; 8.8.1	Impact Assessment of Adjacent Waste Disposal Facility	13.5 (2)
Farm Data Sheet	10.2.1		

### 3...BUILDING LIVEABLE COMMUNITIES

#### 3.4 Expansion of Urban Boundaries and Village Boundaries

##### **3.4.1 URBAN BOUNDARY EXPANSION**

***Readers Note:** The philosophical approach to the expansion of the urban boundary is the same as that taken by the former Region. However, in keeping with the general principle of intensification first, the evaluation of isolated applications to expand the urban boundary will be more demanding and will depend on a five-year boundary review prepared by the City. Do you agree with this?*

***Readers Note:** The draft Plan provides enough urban land to meet our needs for 20 years, provided that, like other valuable commodities, we use the land wisely. This means, for example, that the density of development is increased by 15%; that opportunities are found to provide more housing inside the Greenbelt and that the range of housing choices is expanded. This Plan assumes the same volume of development inside the Greenbelt as did the former Regional Official Plan even though the projected amount of total growth is considerably higher.*

Urban development is only permitted within the urban boundary as established on Schedule “A”. Designation implies a commitment to provide urban services to these lands. Expanding this boundary will not be permitted when there is

sufficient land within the existing boundary to provide for future needs in compact form.

The consequences of designating too much urban land may include: a tendency to develop at lower than desired densities, a commitment to provide services and facilities to too large an area, an inefficient use of infrastructure and more impact on resource lands. The consequences of designating too little urban land may include: a poor distribution of vacant land by area and landowner so as to detrimentally affect the market, a tendency for development to go to the rural area or beyond the City boundaries and the perception that the opportunity to attract some key employers may be lost.

***Readers Note:** In your opinion, is the urban area expanding where it should, that is, in Orleans, Kanata, Barrhaven and Leirrim? Do you have an alternative to propose?*

The evaluation of the need for urban land and the appropriate location for urban land is very complex. Typically an individual proponent cannot undertake this evaluation with any analytical rigour because it entails the establishment and evaluation of options. Having a major interest in only one option hampers the individual proponent. The City will not deal with isolated independent applications. Therefore, the policies of this Plan provide for the City to be responsible for making these assessments, in consultation with the business community, the development community and local residents.

### 3...BUILDING LIVEABLE COMMUNITIES

1. The City will assess the requirement for additional urban land at the time it undertakes each five-year evaluation of the need to review the Plan. Such assessment shall include:
  - a. An estimate of the overall supply of vacant urban land. Any review of this Plan will provide at least a 20-year supply of vacant urban land citywide. The Plan will also provide a balanced supply between the major urban centres outside the Greenbelt (Kanata/Stittsville, Orleans, Leitrim/Barrhaven/River Ridge) taking account of servicing and environmental issues, maintaining a competitive land market and other criteria listed in Section 2 below. The supply of vacant urban land city-wide will not fall below 20 years and will not fall below 15 years in any of the urban areas outside the Greenbelt;
  - b. A review of the effectiveness of policies to support and promote compact urban development inside and outside of the Greenbelt with recommendations to prolong the supply of urban land; and
  - c. A review of the ability to balance jobs and housing, generally in the ratio of 1.1 to 1.3 jobs per household, in communities and the relative supply of lands for employment and housing.
2. If the assessment indicates a need for additional urban land before the next review period, and if such need cannot be met through the enhancement of policies to provide for more compact development, the City will evaluate the range of options for providing this expansion. Criteria for this evaluation will include:
  - a. The potential impact on achieving the vision;
  - b. The contiguity with existing development;
  - c. The relative impact on agricultural resource areas, environmental areas and existing urban communities; and
  - d. The relative cost of providing municipal infrastructure and services, normally undertaken through an update to the Infrastructure Master Plans.
3. If an application for an urban expansion is received in the interval between review periods, the proponent shall indicate the extraordinary circumstances that necessitate additional urban land. If Council agrees, staff will do the study to identify the location for the additional land.
4. Council will proceed on the basis of a Community Design Plan as described in Section 3.1, once the location for urban expansion is approved. Future development shall be based on the Community Design Plan.

### 3...BUILDING LIVEABLE COMMUNITIES



#### **3.4.2 VILLAGE BOUNDARY EXPANSION**

1. When considering a request to expand the boundary of a Village or to significantly increase the total potential development in the Village, the same approach to expanding the urban boundary shall apply. The City shall evaluate:
  - a. The need for the expansion in light of the current supply of vacant land and the anticipated demand for residential development in each of the villages and the rural area.
  - b. The ability of the proposal to meet the rural servicing requirements of Section 13.2.
  - c. The evidence that any proposal to extend the existing Village on lands designated Agricultural Resource Area on Schedule A, is justified based on the long-term demand for the Village expansion in the city as a whole and that no reasonable alternative locations exist which avoid Agricultural Resource Areas or make use of poorer soils within Agricultural Resource Areas;
  - d. Information to ensure that the Village is not extended onto lands designated Provincially Significant Wetland, Natural Environment Area (A), or Natural Environment Area (B) as designated on Schedule A.

### **3...BUILDING LIVEABLE COMMUNITIES**

## 4...TRANSPORTATION

### 4.0 Transportation

*Reader's Note: Many of the policies in this section are operational in nature and support the land use objectives of this Plan. These supportive policies will be moved to and dealt with in a more comprehensive manner in the Transportation Master Plan that is currently being prepared.*

#### ***Ottawa - A Unique Combination of Jurisdictions***

Ottawa is unique in that responsibility for its transportation network falls within three government jurisdictions. While most of the road network is owned and maintained by the City, intercity linkages are the responsibility of the provincial government. Ottawa also has roads under federal jurisdiction including inter-provincial bridges. The National Capital Commission holds responsibility for parkways and recreational pathways owned by the federal government. Each of these governments has specific interests with respect to the planning, design, construction and maintenance of the transportation facilities under its jurisdiction.

In addition, two airports, a passenger railway station, an intercity bus terminal, two ferries, and a freight yard serve the city, which together represent a variety of public and private interests. This transportation system supplies connections beyond the borders of the City to other municipalities, from the neighbouring City of Gatineau to cities in other provinces and, via the international airport, to points around the world. Varied issues affecting inter-provincial and international travel are the subjects of ongoing co-operation by federal, provincial, and municipal authorities on both sides of the Ottawa River.

The City has the responsibility to ensure that all of these transportation facilities operate as an integrated system.

The Vision contained in Section 2 of this Plan highlights the importance of the transportation network to the achievement of liveable communities and a green city. This section of the Plan describes the types of things the City can do to realize the Vision through its transportation planning.

Ottawa has many strengths upon which it can continue to build an efficient transportation network in the future. We enjoy a high transit ridership compared to most other North American cities. The Federal Government (one of our primary employers) has a workforce particularly well served by transit. Our downtown is strong and serves as a focus for a large percentage of commuter trips made each day. Hundreds of kilometres of recreational pathways and dedicated bike lanes are utilized by thousands daily. By and large, the density of new development that has occurred in Ottawa has been high by North American standards. Nevertheless we have the opportunity to achieve more than we have in the past.

This Plan recognizes the interdependence of land use and transportation. While this Section describes the City's overall direction for transportation, the policies build upon and support land use policies contained elsewhere in the Plan. More detailed information with regard to the transportation systems and services required to implement the Plan is provided in the Transportation Master Plan (TMP).

## 4...TRANSPORTATION

### 4.1 Interrelationship Between Transportation and Land Use

Transportation plays a substantial role in shaping the structure of our community. Major transportation corridors influence the urban form in both positive and negative ways. By way of illustration, key intersections and locations along the transportation network, that are highly visible and provide easy access to large numbers of people, provide attractive opportunities for business and other uses such as schools, hospitals and recreation facilities. At times this network can clearly define community edges and serve to separate incompatible land use patterns. At other times, however, it can act as a barrier to interaction within and between communities.

Automobile dependency allows and encourages radical changes in the form of the city and the use of land. Inexpensive land in the outer parts of the City and beyond its borders is attractive to the development industry. New development in these areas can be at low density, typically single use in character and situated on generously sized parcels of land. Such areas are served by and too often designed primarily with the automobile in mind. In this area encouraging walking to work or other destinations becomes impractical. Where low density development is allowed to occur over extended distances it reduces the number of potential transit patrons per kilometre of route. This in turn reduces the effectiveness and increases the cost of providing public transit. Under such circumstances, the mobility of

people who do not have ready access to an automobile or cannot afford one, is severely compromised.

This Plan supports reducing per capita reliance on the automobile, thereby reducing the need to extend costly road infrastructure. One way to help achieve this is through a greater emphasis on developing land in a way that is less automobile-dependent, by means such as:

- increased density;
- clustering of uses;
- greater mix of uses;
- expanded walking and cycling connections; and
- increased transit accessibility.

Rapid transit stations offer a largely unrealized opportunity to influence the form of the city in a positive way. They can do this by accommodating a greater mix and intensity of use and can better serve the neighbourhoods in which they are located by acting as focal points for employment, retail, leisure uses and housing. This opportunity will have its greatest impact in new communities beyond the Greenbelt where transit supportive urban form and use can be maximized. Further, locating transit stations in existing single purpose employment areas, such as business parks, can provide the catalyst to spur intensification and the introduction of other more varied land use.

## 4...TRANSPORTATION

### Transportation Master Plan

*The Transportation Master Plan (TMP) is a comprehensive statement of plans and policies pertaining to the transportation facilities and services that the City of Ottawa owns and operates. The Plan recognizes that the overwhelming responsibility remains with the City but also recognizes the role of others in the provision of transportation systems and services to meet both the personal travel and business needs of the community.*

*The TMP identifies the needs for and actions necessary to:*

- *Minimise the number and length of trips;*
- *Further disperse peak-period travel to other periods;*
- *Promote an increased share of travel by walking, cycling, public transit and ridesharing.*
- *Minimise the impacts on the natural and social environment;*
- *Minimise infrastructure costs.*

*It establishes travel targets by mode and monitoring program.*

*It identifies the necessary actions, services and transportation infrastructure, including:*

- *Travel Demand Management assistance to employers and institutions.*
- *Road and development related design policies for pedestrians, cycling, and transit.*
- *Rapid transit system*
- *Park and Ride policies and measures*
- *Transit priority policies and measures*
- *Transit fleet and maintenance facility requirements.*
- *Ride sharing policies and measures including carpool lots*
- *Arterial road system, including capacity and safety improvements*
- *On-street and off-street parking policies*
- *Intercity transportation facilities and integration policies*

The TMP identifies the full capital and operating implementation cost of the plan proposals. It recommends priorities for implementation and identifies funding alternatives, including investigating opportunities for public/private sector partnerships.

## 4.2 Guiding Principles For Transportation Policy

### 4.2.1 GUIDING PRINCIPLES

The transportation policies have been designed to support the principles enunciated in *Charting a Course* and in the land use vision statements in Section 2 of this Plan. The policies of this Plan and their implementation through land use and through the Transportation Master Plan emphasise the reduction in travel demand instead of increasing road capacity. In this way the City will focus on moving people rather than simply accommodating more vehicles. This approach seeks to:

1. Implement land use policies that help to reduce the need for people to travel, such as permitting home-based business everywhere so some people will work at home;
2. Mix land uses, especially in single use employment areas and around transit stations, to provide alternative travel opportunities such as reducing travel distance to work or to combining shopping trips and commuting trips;
3. Make the best use of existing infrastructure by reducing the proportion of daily trips occurring in the peak hours by such means as encouraging businesses to stagger work times;
4. Make the more environmentally sustainable modes of travel, namely walking, cycling, public transit and carpooling more competitive with travel by single occupant vehicle;

## 4...TRANSPORTATION

5. Increase the efficiency of the existing transportation system;
6. Ensure that adequate road improvements are planned for because not all travel needs can be accommodated by alternative means to the automobile.

### Transportation Demand Management

Transportation Demand Management (TDM) refers to a range of strategies that reduce or re-distribute vehicle trips by altering commuters' behavior to make better use of transportation resources. Examples include; walking/cycling strategies; ridesharing; parking management; or alternative work hour strategies that shift the peak hour demand or remove vehicles from the road during peak hour.

The City will adopt a Transportation Master Plan that implements TDM polices on a city wide basis.

### Transportation System Management

Transportation System Management (TSM) refers to a series of strategies that can be implemented to make more efficient use of existing facilities through improved management and operation of transportation infrastructure. Examples include:

- Adjusting traffic control devices to maximize traffic flow;
- Clearing obstructions, such as accidents, quickly and efficiently.

TDM is primarily concerned with reducing transportation demand, while TSM focuses on adjusting existing infrastructure

### 4.2.2 TARGETS

As a mechanism to measure the effectiveness of the City's transportation and land use policies, a number of targets will be established and should be achievable within the 20 year planning horizon. These targets will relate to:

1. The proportion of peak period travel trips that will be accommodated by choices such as:
  - a. walking
  - b. cycling
  - c. transit
  - d. ride sharing
2. Using Transportation System Management (TSM) measures to achieve additional capacity from existing roads and transitway facilities; and
3. Achieving a staged city -wide reduction in greenhouse gas emissions by 2007 and 2020.

*Readers Note: Specific numbers for these targets will be developed during the preparation of the Transportation Master Plan and will be available at the time of the final draft the Official Plan, for public consultation.*

## 4...TRANSPORTATION

### 4.3 Translating Vision Into Actions

To achieve the Plan's vision, both policies and infrastructure / service improvements are required. The policies in this Plan recognise two things: the interdependence between transportation and land use and the need to prioritise among the types of transportation infrastructure in which we invest.

In some instances this may mean limiting choices in certain modes of travel in favour of others - for example, choosing to shift peak hour commuter travel from the automobile to other modes of transport.

#### **4.3.1 WALKING**

Almost every transportation trip includes walking, whether it is from origin to destination, or only a short portion of the total journey such as from home to a transit stop.

The City recognizes walking as an essential part of and a viable alternative to other modes of transportation. Walking is environmentally sound, promotes and supports active healthy lifestyles, and reduces demand on the roadway network. To achieve the walking target by 2020, the City will promote walking by:

1. Ensuring that, enhanced pedestrian facilities are required in Community Design Plans and in accordance with General Design Criteria contained in Section 3;
2. Providing sidewalks/pathways where the Transportation Master Plan identifies discontinuities in the existing urban pedestrian system;
3. Promoting walking through public education initiatives that stress the awareness of the health and environmental benefits of walking and the true costs of other forms of transport.;
4. Implementing Road Design Guidelines that enhance the pedestrian environment in new communities and enable retrofitting of existing communities; and
5. Reviewing and modifying, when necessary, current standards and practices to promote and provide safe pedestrian travel (such as those associated with sidewalk and design, lighting, winter maintenance of sidewalks and bus stops).

#### **Promoting walking, cycling and public transit will minimize:**

- Impacts on the natural environment from infrastructure expansion;
- Community disruption;
- Noise pollution;
- Air quality degradation;
- Non-renewable energy consumption;
- Private and public transportation costs;
- Social inequities related to transportation

## 4...TRANSPORTATION

### **4.3.2 CYCLING**

Similar to walking, the City recognizes cycling as a viable, environmentally sound alternative to other modes of transportation. To realize the cycling target by 2020, the City will promote and initiate improvements that enhance cycling as a means of transportation by:

1. Requiring that all developments provide bicycle facilities where required by Community Design Plans and in accordance with General Design Criteria in Section 3;
2. Providing cycling system continuity by implementing, where feasible, cycling measures when constructing, reconstructing or rehabilitating roads;
3. Providing secure bicycle parking at transit stations; employment and institutional buildings; and, shopping centres where and when appropriate;
4. Providing bike racks on public transit vehicles where and when appropriate;
5. Reviewing and modifying current standards and practices, when necessary, to promote and provide safe cycling travel (such as road design guidelines, bus-only lane design, intersection design, lighting, storm water drainage and winter maintenance);
6. Permitting the continued use of roads by cycles in those areas where there is a restriction on motor vehicle movements – for example in pedestrian malls;

7. Promoting cycling through public education initiatives that stress the awareness of the health and environmental benefits of cycling and the true costs of other forms of transport
8. Encouraging the provision of trip-end facilities (e.g. showers and changing facilities) through the development approval process for new medium to large employment complexes.

### **4.3.3 PUBLIC TRANSIT**

Public transit provides an environmentally and fiscally responsible alternative to private automobile use. It also helps to reduce roadway congestion and the demand for parking at destination employment areas. In recognition of these benefits, it is the intention of this Plan to promote transit ridership through land use policies that:

1. Promote increased employment density and encouraging commercial uses in areas that are served by existing or proposed rapid transit service;
2. Require that transit-friendly design criteria be used in the planning of new developments (Section 3); and
3. Reduce Zoning By-law parking requirements for development in the vicinity of Rapid Transit stations.

## 4...TRANSPORTATION

The Transportation Master Plan will address such matters as the provision of necessary infrastructure (including fleet) and improvements in the convenience, reliability, comfort and quality of the City's transit service. It will also ensure that other transportation systems complement and enhance the public transit system by:

1. Providing and maintaining pedestrian facilities to rapid transit stations and bus stops;
2. Locating Park and Ride lots at strategic locations;
3. Providing and maintaining multi-use pathways in or adjacent to transit corridors;
4. Providing secure bicycle parking at transit stations;
5. Expanding the rapid transit system in advance of development while ensuring that it directly serves existing extensive employment areas, maximizes the number of potential trips served, and attracts the highest possible number of users;
6. Where necessary, providing traffic control measures to give transit priority over general traffic;
7. Incrementally expanding transit services to rural residents;
8. Ensuring that consideration is given to expanding transit as a priority when evaluating transportation system expansion requirements;
9. Maintaining communication with Quebec jurisdictions to achieve convenient transit connectivity across the Ottawa River;
10. Remaining current with best practices in service delivery, new technology and public awareness techniques that increase ridership and improve service delivery;
11. Ensuring that regular transit is accessible to all people including people with disabilities; and
12. Providing Para Transpo services for people unable to use regular transit.

### **4.3.4 RIDE SHARING**

In order to reduce the number of single-occupant vehicles originating from communities that have lower or no transit service (such as rural residents and commuters from outside the city), the City will encourage "ride sharing" through such means as:

1. Providing a ride-matching system;
2. Requiring preferential parking for carpools at employment and institutional developments;
3. Providing carpool lots; and
4. Implementing other high occupancy vehicle priority measures included in the Transportation Master Plan.

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### **4.3.5 ROADS**

Roadway networks are the backbone of the City's transportation system. They are used to move people and goods by various modes within and between urban and rural areas, and thus contribute to the overall economic vitality of the city. The City's road system, identified on Schedules C1-C6 (*not presently attached to the Plan*), is planned to accommodate a variety of vehicular travel to 2020. The ability to do so is contingent upon adequate funding and achievement of the target levels for walking, cycling and public transit. Failure in either of these will result in increased congestion and a further deterioration of the road network.

The City will continue to protect and extend the road network as shown on Schedules C1-C6 (*not presently attached to the Plan*);

The City's road network consists of arterial, collector and local streets. This hierarchy applies to those roads under the jurisdiction of the City and does not include provincial and federally controlled roads.

#### **Roads as public spaces**

The City recognises the public space function of its roads. To ensure compatibility with adjacent land uses and landscape character, appropriate roadway design guidelines will be developed and implemented. This will ensure that the roads respect community values,

builds on urban design principles and reinforces the City's objectives for walking, cycling and transit use.

#### **ARTERIAL ROADS**

The arterial roads are the largest of the City's roads and carry the greatest volumes of traffic over the longest distances. To ensure the efficient movement of people and goods on these roads direct access from adjacent properties may be limited.

Minimizing the demand for travel by single-occupant vehicle during peak hours and maximizing the use of arterial road capacity by implementing extensive transportation system management measures will limit the need to expand the arterial road system.

It is recognised that the arterial road system links to provincial and inter-provincial roads, making the locations of future bridge crossings integral to the overall network. The City will actively participate with other levels of government to finalise the location of the next crossing(s) of the Ottawa River;

#### **COLLECTOR ROADS**

Collector roads connect communities and distributes traffic from the arterial system to the local road system. These roads tend to be shorter and carry lower volumes of traffic than arterials. Direct access to collector roads from adjacent properties will be permitted where such access will not introduce traffic safety or capacity concerns. The design and construction of collector roads will accommodate the safe and efficient operation of transit services.

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### LOCAL ROADS

Local roads function within communities and distribute traffic from the arterial and collector system to individual properties typically over short distances.

#### **4.3.6 PARKING**

Parking facilities are an important component of the transportation system. This Plan encourages the design and location of parking facilities to balance the needs of the travelling public with the desire to promote the use of other modes of transportation. This will be achieved by:

1. Providing and encouraging affordable short-term parking in support of local businesses;
2. Developing a parking supply strategy that is consistent with the City's transit objectives, while minimizing spill-over parking in adjacent areas;
3. Establishing reduced parking requirements (e.g., imposing maximums or eliminating/reducing minimums) for developments in the vicinity of rapid transit stations and other selected locations;
4. Encouraging and supporting joint residential/commercial parking developments in the urban core; and
5. Establishing parking rates in City-owned facilities that discourage long-term parking.

#### **4.3.7 GOODS MOVEMENT**

The quality of goods movement by truck, rail and air affects the overall economic competitiveness of Ottawa. While the City of Ottawa has direct influence on transportation facilities and roadways under its jurisdiction, the highways, and rail facilities are under the jurisdiction of others.

The City's objective is to ensure the provision of an integrated transportation system which adequately supports the movement of goods and services within Ottawa and beyond, while minimizing the impact on the community. This will be achieved by:

1. Maintaining and reviewing the existing truck route network to ensure quality of access for goods movement is maintained while reducing the adverse impacts of trucks on neighbourhoods;
2. Exploring alternative means to accommodate inter-provincial truck travel to minimize the impact of trucks on the Central Area;
3. Regulating, where and when appropriate, truck traffic through residential areas by such means as restricted hours of truck movement; and
4. Ensuring regular consultation with the trucking industry, the business/commercial community and the public to ensure that issues affecting safe and efficient movements of goods and services are identified and addressed.

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### **4.3.8 MULTI-MODAL SYSTEM**

Multi-modal terminals are locations where more than one transportation system come together and where the transfer of goods and/or people can occur. In a terminal where truck and rail systems interface, opportunity exists to transfer goods from the road network to the rail system. Similarly, the Ottawa train station and the City's transit system come together to provide passenger service that combines intra-city and inter-city travel. It is in the interests of the City to develop a multi-modal transportation system that takes advantage of these types of connections to provide greater transportation options. The City can achieve this by encouraging the development of multi-modal terminals such as:

1. Truck and rail terminals in employment areas where existing rail access is provided: and.
2. Public transit and intercity passenger service terminals that include bus, rail and airports.

### 4.4 Monitoring and Public Awareness

*POLICIES ARE UNDER DEVELOPMENT*

### 4.5 Right-Of-Way Protection

*POLICIES ARE UNDER DEVELOPMENT*

### 4.6 Transportation Schedules

*(READER'S NOTE: Transportation schedules are not included in this version of the Plan but will be added to later versions.*

- Rapid Transit System (including transit priority)
- Arterial and Collector Roads
  - Existing and future
  - Urban and rural
- Right-of-Way Protection.

### 4.7 Transportation Challenges and Issues

As the population of the city grows, we face many challenges in achieving the efficient movement of goods and people in a safe, cost effective, and environmentally friendly manner. Some of these challenges include:

1. Being able to accommodate the increased peak hour traffic demands associated with a higher population and larger work force;
2. Changing existing travel patterns in the face of: increasing automobile ownership and higher trip volumes per household; the decentralization of the City's population and

## 4...TRANSPORTATION

- employment locations; and an aging and more mobile population;
3. Securing sustained funding for the ongoing maintenance of the existing transportation system infrastructure and delivery of additional system capacity;
  4. Maintaining or improving on existing environmental quality while accommodating travel needs; and
  5. Changing people's travel behaviour to be more supportive of a sustainable transportation system.

While the ultimate goal is to create a city less reliant on individual automobile ownership, the greatest impact in this direction will be achieved in addressing travel needs during weekday peak hour travel periods. Land use policies that encourage mixed use will enable some shift in personal travel from cars to walking or cycling, however, in order to address peak hour demand the City must encourage increases in the use of public transit. Land use policies and City initiatives that balance the provision of roads and public transport services must seek to capture a higher proportion of transit commuters than we do today.

## 4...TRANSPORTATION

## 5...HERITAGE RESOURCE MANAGEMENT

### 5.0 Heritage Resource Management

The City will continue to preserve its heritage resources in a manner which respects their architectural, historical, cultural and contextual significance and ensures their future viability as functional components of Ottawa's urban and rural environments. In undertaking public works and reviewing development proposals, the City will provide for the conservation of the Heritage Resources recognized by the City and the Federal Government, including buildings, structures, sites, archaeological resources, urban and rural landscapes, areas and environments, for the benefit of the community and posterity. Integrating the conservation of heritage resources into the City's comprehensive planning and environmental design activities will achieve these objectives.

#### 5.1 Built Heritage

**Readers Note:** *The approach taken with built heritage is similar to that taken by the former City of Ottawa. The effect would be to continue the heritage procedures and programs already in place and to expand the area in which they would apply to the entire City. Do you agree with this approach?*

#### 5.1.1 COMPONENTS OF A HERITAGE PROGRAM

1. Heritage resources will be identified by:
  - a. Researching the history, architectural, cultural and contextual merit of potential heritage resources
    - i. on an area or neighbourhood basis in conjunction with Heritage Conservation District studies, Community Design Plan studies or other special studies, or
    - ii. on an individual property basis, as may be appropriate;
  - b. Documenting and evaluating potential heritage resources in accordance with Council's *Handbook for Evaluating Heritage Buildings and Areas*; and
  - c. Maintaining and updating the inventory of evaluated heritage resources known as the *Heritage Reference List*.
2. Heritage resources will be recognized by:
  - a. Designating individual buildings, structures, sites and landscapes as heritage properties under Part IV of the *Ontario Heritage Act*;
  - b. Designating groups of buildings and areas of the city as Heritage Conservation Districts under Part V of the Act;
  - c. Endeavoring to identify and protect building interiors of significant heritage merit;

## 5...HERITAGE RESOURCE MANAGEMENT

- d. Maintaining a list of properties designated under the *Heritage Act*;
  - e. Entering into heritage easement agreements with owners of designated heritage properties or properties eligible for heritage designation; and
  - f. Commemorating heritage resources with heritage plaques and architectural conservation awards.
3. A heritage grant program will be maintained for owners of designated heritage properties, in accordance with Council's *Handbook for the Administration of the Heritage Grant Program*; and will participate in financial aid programs of other levels of government or of non-government organizations where appropriate.
  4. A Local Architectural Advisory Committee (LACAC) will be maintained by the City and comprised of local citizens to advise and assist City Council on heritage matters under the *Ontario Heritage Act*, and also maintain a citizens advisory committee known as the Heritage Advisory Committee to advise and assist City Council on all other heritage matters.

### **5.1.2 DEMOLITION AND ALTERATION OF HERITAGE PROPERTIES**

1. Any person who proposes to add to, alter, or partially demolish a designated heritage property will require the approval of City Council and will be required to prepare a heritage impact statement that will demonstrate to the satisfaction of Council that the proposal will not adversely impact the heritage significance of the property and/or its Heritage Conservation District, and will submit plans to be reviewed under the *Ontario Heritage Act*;
2. The City will give immediate consideration to the designation of any heritage resource under Part IV of the Act if that resource is threatened with demolition.
3. Any proposed alteration and/or reuse of designated heritage properties will be evaluated based on criteria established by the heritage significance of the particular property, properties or sites.
4. Demolition control provisions of the Planning Act and the City of Ottawa Act will be used to assist in the protection of heritage buildings or structures.
5. Where an owner of a heritage property applies for approval to demolish a designated heritage property or properties, the owner will be required to provide evidence to the satisfaction of the City that demonstrates that rehabilitation and reuse of the property is not viable.
6. Where an owner of a heritage resource applies for approval to demolish, the City may consider acquisition of the property where it determines that it is in the public interest to do so, and the property is considered to be of sufficient heritage merit to the community.

## 5...HERITAGE RESOURCE MANAGEMENT

7. Any designated heritage property which is to be demolished or significantly altered, will be thoroughly documented for archival purposes with a history, photographic record, and measured drawings, in accordance with accepted heritage recording guidelines, prior to demolition or alteration, at the expense of the applicant, for deposit in the City of Ottawa Archives.
  - f. Have minimal impact on the heritage landscape qualities of the street as a public place in heritage areas; and
  - g. Minimize the loss of landscaped open space.

### **5.1.3 DEVELOPMENT IMPACT ON HERITAGE RESOURCES**

1. In reviewing applications for zoning amendment, site plan control approval, demolition control and cash-in-lieu of parking which may impact heritage resources, the City will have regard to the General Design Criteria in Section 3.4 of the Plan and to the matters below:
  - a. Respect the massing, profile and character of adjacent heritage buildings;
  - b. Approximate the width of nearby heritage buildings when constructing new buildings facing the street;
  - c. Approximate the established setback pattern on the street;
  - d. Be physically oriented in a manner similar to the orientation of existing heritage buildings to the street;
  - e. Minimize shadowing on adjacent heritage properties, particularly on landscaped open spaces and outdoor amenity areas;
2. The comprehensive zoning by-law will include heritage overlay provisions to ensure that the development of heritage resources and the development of properties adjacent to heritage resources, achieves the objectives of Sub- section 1 above.
3. Residential infill in heritage areas and Heritage Conservation Districts will be sensitive to the existing scale and pattern of those areas and districts, which maintains the existing landscape and streetscape qualities of those areas and districts, and which does not result in the loss of any heritage resources.
4. In the preparation of Community Design Plans, heritage resources will be considered in accordance with Section 3.3. When considering Heritage Resources, a Community Design Plan shall also consider the following matters:
  - a. Identify heritage resources and propose means to protect and enhance those heritage resources;
  - b. Develop plans and programs for areas and neighbourhoods designated as Heritage Conservation Districts to assist in the conservation and enhancement of their heritage resources, in co-ordination with the

## 5...HERITAGE RESOURCE MANAGEMENT

- comprehensive planning needs and requirements of those areas and neighbourhoods;
- c. Ensure that the heritage resources identified in the various Character Areas and Theme Streets of the Central Area are protected and enhanced in accordance with the policies of the Central Area section of this Plan and the Central Area Secondary Policy Plan;
  - d. Protect and enhance the distinguishing qualities and character of heritage landscapes;
  - e. Encourage the retention of the yards, gardens, trees and landscaped grounds associated with designated heritage properties and districts which contribute to their integrity and sense of setting on their own lots as well as on the public street;
  - f. Regulate, as appropriate, the environs of heritage resources to enhance those heritage resources, and to maintain, enhance or create views and vistas of those resources; and
  - g. Identify how the approval processes of site plan control, zoning amendment, cash-in-lieu and demolition control can facilitate the retention of heritage resources, and can facilitate compatibility between heritage resources and new development.
5. City Council may, when appropriate for specific development proposals, permit the transfer of density (i.e., floor space index) from one site to another to facilitate the retention of particular heritage resources in those areas which have an established floor space index under the zoning by-law, subject to:
- a. A concurrent, equivalent down-zoning and up-zoning of donor and recipient sites respectively;
  - b. Maintaining compatibility of scale and architectural treatment between the heritage resource(s) and the new development; and
  - c. Where a density transfer is to take place in the Central Business District, of the Central Area, conformity will be required with policies regarding building heights, as referred to in the Central Area section of this Plan and which relate to the visual integrity and symbolic primacy of the Parliament Buildings and other national symbols.
6. Development plans shall ensure that parking facilities (surface lots, residential garages, stand-alone parking garages and parking components as parts of larger developments) are compatibly integrated into heritage areas, and/or are compatible with adjacent heritage resources, having regard to the parking criteria in Section 3.2.12 of this Plan.
7. Local utility companies (hydro, gas, telephone, cable) will be required to place metering equipment, transformer boxes, powerlines, conduit, equipment boxes, piping, wireless telecommunication towers and other utility equipment and devices in locations which do not detract from the visual character of heritage resources, and which do not have a negative impact on the architectural integrity of those resources.

## 5...HERITAGE RESOURCE MANAGEMENT

### **5.1.4 CITY INITIATIVES TO SUPPORT THE PROTECTION OF HERITAGE RESOURCES**

1. The Maintenance and Occupancy By-laws will be utilized to facilitate the maintenance and conservation of heritage resources, and to ensure that the application of these by-laws is not detrimental to their conservation, by periodically inspecting those resources to determine when enforcement of such bylaws may be necessary.
2. The servicing of planning and building permit approvals for developments which include heritage resources will be expedited, and the Building Code and other related codes and regulations will be administered to permit maximum conservation and reuse of heritage resources while still ensuring the health and safety of the public.
3. The City supports the preservation of, and respect for, the heritage character of a community where Heritage Act designation of buildings may or may not be appropriate. An example of this is in the core areas of rural villages where design guidelines may be prepared to help private and public landowners construct new buildings, or additions or renovations to existing buildings, to better reflect the identified architectural heritage features of the community. The preparation of Community Design Plans referenced in Section 3.1 should also assist in this regard.
4. City-owned heritage resources will be protected, improved, and managed in a manner which furthers the heritage objectives and policies of this Plan, and which sets an example of leadership for the community in the conservation of heritage resources.
5. When undertaking capital works and maintenance projects, such measures as tree planting, landscaping, street improvements, underground wiring, and the provision of street furniture, lighting, signage and other streetscape components will be used to enhance the environs of heritage resources.
6. The City may participate in the development of significant heritage resources through acquisition, assembly, resale, joint ventures, or other forms of involvement that will result in the sensitive conservation, restoration and/or rehabilitation of those resources.
7. The National Capital Commission and the federal government will be encouraged to respect the local community's heritage interests, as well as the federal heritage interest, when acquiring, redeveloping and disposing of lands and buildings within the City of Ottawa.
8. The City may pursue special legislation and/or legislative amendments from the Province of Ontario in order for the City to enact necessary and appropriate by-laws for the conservation of heritage resources in those cases where the City does not have jurisdictional authority to take such action or make such demands as may be required to carry out any of the heritage objectives and policies of this Plan.

## 5...HERITAGE RESOURCE MANAGEMENT

### 5.2 Archaeological Resources

1. When reviewing development proposals for Plans of Subdivision and Condominium, site specific Official Plan Amendments and Site Plans involving large parcels of undisturbed land, the City and the landowner shall determine whether any portion of a proposed development application or a public work has the potential for the discovery of archaeological resources. This work shall be carried out in accordance with the City's "Implementation Guide to the Protection of Archeological Resources." The City's Archaeological Resource Potential Mapping Study shall form the basis for determining this archaeological potential.
2. When reviewing consent applications (and/or part lot control applications), the City will consider that archaeological potential exists only when the application would:
  - a. Contain or directly affect a registered archaeological site, or directly affect a federal, provincial, or municipal historic landmark, monument or designated property; or
  - b. Lead to impacts (any soil disturbance) upon undisturbed lands (woodlot, pasture, ploughed land) that are located within 100 metres of the top bank of the Ottawa, Rideau, Carp, Mississippi, or Jock Rivers when two or more new building lots are created.
3. When a consent application is severing existing units there is no requirement for an archaeological resource assessment.
4. The City will advise development proponents in the City's historic core area, that if archaeological resources are discovered during the course of construction, the site should be protected from further disturbance until a licensed archaeologist has completed an archaeological resource assessment and any necessary mitigation has been completed. While the Archaeological Resource Potential Mapping Study shows the historic core of the City of Ottawa (as defined by the city limits at the time of its incorporation in 1855) as having archaeological potential, an archaeological assessment will not be required as part of the development approval process.
5. Where development is proposed on land where archaeological potential exists based on Policies 1 and 2 above, the City shall require an archaeological resource assessment to be conducted by an archaeologist, licensed under the *Ontario Heritage Act*, as a condition of development approval. Archaeological assessment reports shall:
  - a. be carried out to the satisfaction of the Ministry of Tourism, Culture and Recreation;

## 5...HERITAGE RESOURCE MANAGEMENT

- b. include conservation-related recommendations such as documentation, removal and/or preservation *in situ* for heritage integrity purposes, if significant archaeological resources are discovered on a subject property; and
- c. ensure that a plan for protection or salvage of any significant archaeological site(s) found during the course of the assessment will be implemented prior to land disturbance.

Where marked and unmarked cemeteries and burial places are encountered during assessment or any excavation activity, the provisions of the *Cemeteries Act* and its regulations shall apply.

### **The Arts and Heritage Plan Addresses Heritage by:**

Identifying essential directions for Ottawa, leading to new initiatives and actions in areas of heritage preservation and reclaiming older buildings. The Plan will promote heritage organizations and projects to create a richer community life that reinforces our commitment to place.

## **5...HERITAGE RESOURCE MANAGEMENT**

## 6...PUBLIC ART



### 6.0 Public Art

#### 6.1 Public Art

Public art is a crucial aspect of the City's planning and infrastructure. It has the power to transform our daily experiences. It has the ability to turn public spaces into more human, social places. Public art is also a visual representation of Ottawa's unique spirit. The 1% for Art Program pertains to the commissioning of site-specific works of art in municipal public buildings, open spaces, pedestrian corridors, roadways, and transitways in Ottawa. Through the compelling integration of art in the design of public spaces, landmark structures, or gateways, we can revitalize the way we interact and change the way the world sees us.

Ottawa was one of the first cities in North America to adopt a Public Art Policy (1985). In keeping with similar programs, which distinguish major cities worldwide, Ottawa seeks to incorporate contemporary art practices into city planning and development. The establishment of a Master Site Plan for Public Art will emphasize the relationship of public art to the whole city.

1. The City shall integrate the placement of public art within civic building and infrastructure projects including capital improvements, new construction and restoration, (parks, roads, open spaces, bridges, utility works, plazas, transitways and buildings). To accomplish this, the City

will set aside 1 to 2 % of its total capital works budget into a Public Art Reserve Fund.

#### **The Arts and Heritage Plan addresses the Arts by;**

Creating a bold, contemporary strategy for Public Art in Ottawa that will:

- Give the City a healthy, vibrant sense of place, contributing to its prestige as the nation's capital;
- Foster civic identity by reflecting and/or interpreting the local history, traditions, culture and values of Ottawa's citizens;
- Provide citizens and artists with a means for dialogue, through involvement in the public art process, from selection process to dedication;
- Involve private sector developments in public art;
- Ensure that public art is an integral part of the design and cost of the City's infrastructure.

2. Appropriate cultural facilities are essential to any community and key to the social and economic health of Ottawa. These facilities serve residents, attract tourists and businesses, and enhance quality of life. The City shall explore opportunities to provide more incentives and financing tools for developers and others to reclaim older buildings or build needed new facilities (e.g. live/work housing/artists' studios, concert hall, rehearsal and production spaces, training opportunities, etc.).

## 6...PUBLIC ART

3. The City will take measures to support cultural facilities through zoning changes, tax remissions, waiving of development charges, capital grants, rental forgiveness, and a density bonus program where the City, in partnership with private developers, creates affordable cultural facilities at no cost to taxpayers

## 7...HOUSING

### 7.0 Housing

Council recognizes the importance of housing as a fundamental building block for healthy, liveable communities. By fostering complete communities, which provide suitable housing choices to meet varying needs over time, the quality of life for residents will be enhanced.

To achieve these objectives, Council will continue to ensure that an adequate supply of housing units is available to provide quality accommodation for a diverse and growing population. To assist in providing the broadest range of opportunities, each community will contain a range of housing options to meet the needs of all residents.

Council acknowledges the need for a responsive housing market that has flexibility to adequately meet housing needs as they change over time. Providing a sufficient supply of designated land is key to meeting this need. Within the housing market, the City also has a role to foster, encourage and facilitate the supply of housing through partnerships with government and the private sector.

Four priority issues need to be addressed: choice, affordability, special needs and maintaining stock.

*Choice:* In a healthy housing market, sufficient choice exists to meet the needs of a growing and diversifying population. This issue is magnified for those constrained by economic means. The minimal production of housing affordable to lower income

households and the lack of rental housing production make choices quite constrained. The supply of affordable rental housing, social housing, and housing for people who have special needs is equally constrained.

*Affordability:* A growing number of households of all ages are paying in excess of 30 percent of total annual income on shelter costs at a time when social housing production is negligible. Likewise, a tight rental market has increased problems of affordability as rents rise for scarce vacant units. At the same time, house prices continue to rise with sustained local growth.

*Housing for People with Special Needs:* People with special needs include those with physical, mental or emotional support requirements and who generally need a variety of options, ranging from independent living to supervised group living arrangements. These groups include seniors who wish to remain independent and to age in place, or who would benefit from a supported living arrangement. Our aging, diversifying population has emerging housing requirements, although current options remain limited. Community resistance to these housing forms only exacerbates the supply issue, as does the growing plight of the homeless, and those hard to house.

## 7...HOUSING

*Maintaining Stock:* As the City's population grows, the pressure for suitable accommodation will increase. This is particularly evident in terms of tenure, where conversions from rental to ownership serve to tighten an undersupplied rental market. In addition to conversion, the demolition or loss of affordable housing is also an emerging issue. While the majority of housing stock in the city is relatively young, as it ages there will be a need to preserve adequate, affordable stock.

### **AFFORDABLE HOUSING STRATEGY**

The most compelling housing problem confronting the City is the shortage of affordable accommodation and the lengthy waiting list for assisted housing. To address this critical situation, City Council recently approved an affordable housing strategy and adopted a Municipal Housing Facilities By-law. The City will now be able to convey a variety of benefits to developers and other individuals (e.g. waiving of development fees and a reduction in property taxes) in exchange for commitments to provide affordable housing.

### 7.1 Housing Policies

*Readers Note: Are there other ways to achieve the affordable housing target in major development projects? How else can affordable rental and ownership housing be defined? Certain policies in this Section may be shifted to the Human Services Plan as that strategy evolves over the coming months.*

#### **7.1.1 MAINTAIN AN ADEQUATE SUPPLY OF DWELLING UNITS**

1. The City will ensure provision of a 5 year supply of vacant serviced land (trunk, sewer and water capacity) designated for residential purposes.
2. All major development projects will provide a mix of housing types, density and scale except where servicing constraints make provision for a variety of housing types unacceptable. A major development project is defined as containing a minimum of 4 hectares of land or 150 new housing units.
3. At a minimum, 40% of new housing developed in the urban area will be in the form of townhouses, stacked townhouses and apartments.

#### **7.1.2 ACHIEVE GREATER AFFORDABILITY**

1. The City will establish affordable housing targets for annual residential construction across the City based on the income mix and population profile of the City, to be monitored on an annual basis.
2. A minimum of 25% of all housing built each year will be affordable. Affordable housing is defined as housing, either ownership or rental, for which a household will pay no more than 30% of its gross annual income. Affordable home ownership will be targeted to households up to the

## 7...HOUSING

60<sup>th</sup> income percentile and is calculated on the basis of a three-year average of the three-year mortgage rate, taxes at 1.5 percent of house price and a down payment of 10 percent. Affordable rental housing will be targeted to households up to the 30<sup>th</sup> income percentile.

3. A minimum of 25% of the total units in major development projects will be affordable housing. Each major development application will be evaluated based on the 25% affordability requirement in an effort to encourage well balanced communities, recognizing that the 25% requirement may not be appropriate for each and every development and that the distribution of lands to be used for affordable housing purposes may be flexible. Where required, these lands could be retained by the developer and developed as affordable housing or sold to non-profit producers.
4. The City will support the development of affordable housing through such means as infill construction, conversions, adaptive re-use of buildings and small-scale development proposals.
5. The City will provide flexible zoning for residential development that can be altered to create additional units in the future, as needs change.

### **7.1.3 PROMOTE AFFORDABLE HOUSING**

1. The City will provide flexible zoning to support reduced municipal infrastructure and development standards for all housing forms (such as reduced road right-of-way width, utility trenching requirements and reduced parking standards in areas serviced by public transit) on a site/area specific basis in accordance with good planning, environmental and engineering practices.
2. A “Housing First” surplus land policy will recognize “housing” as a City mandated program and provide the opportunity for City property to be utilized for affordable housing purposes.
3. The City will work with other levels of government, non-profit housing providers and the private sector on joint ventures to create affordable housing. This may involve transfer of development rights, for example, at transitway stations, and other planning mechanisms.
4. The processing of development applications by non-profit housing corporations, intended for persons of low or modest incomes, will be given priority by the City.
5. The City will encourage the distribution of non-profit housing throughout all neighbourhoods of the city, and where feasible, assist non-profit providers to locate or acquire new housing in neighbourhoods where affordable housing is limited.

## 7...HOUSING

6. The City will, where appropriate, provide assistance to interest groups, special needs groups, non-profit groups and the private sector to provide affordable housing. Such assistance may include technical assistance, the provision of subsidies and incentives, programme information, partnership arrangements and leasing of land.
7. Secondary suites are permitted in all parts of the city in accordance with Section 8.1. Such units must comply with building and fire code regulations.

### **7.1.4 SUPPORT SPECIAL NEEDS HOUSING**

1. The City will continue to provide and seek support for community services that enable persons with special needs to live independently in residential communities throughout the city.
2. Housing for people with special needs may be located in all areas of the city in accordance with Section 8.1.
3. Support services, programs, pilot projects and innovative housing designs, which increase the opportunities for senior citizens to live independently and age in place in their communities.
4. Retirement homes are permitted in all areas of the city.

### **7.1.5 PROTECT AND CONSERVE THE HOUSING STOCK**

1. The conversion of rental housing to condominium ownership and to freehold ownership as a result of applications such as, but not limited to, applications for severance, is considered premature and not in the public interest unless the following two criteria are satisfied:
  - a. The rental vacancy rate by dwelling/structure type for the City of Ottawa as defined and reported yearly through the Canada Mortgage and Housing Corporation (CMHC) Rental Housing Market Survey has been at or above 3% for the preceding year reporting period;
  - b. The existing market rents of the units proposed for conversion are above the average market rent levels for the City of Ottawa as reported yearly by the CMHC Survey for rental units of a similar dwelling/structure and bedroom type.
2. Tenants in units approved for a conversion will be notified of their rights under the provincial *Tenant Protection Act* or any successor legislation.
3. Heritage buildings individually designated under Part IV of the *Ontario Heritage Act* and Category 1 and 2 buildings designated under Part V of the Act, which contain rental units, are exempt from the above policy.

## 7...HOUSING



4. The City will ensure the maintenance and rehabilitation of the existing housing stock through enforcement of the Property Standards By-law. This shall not preclude the demolition of existing housing that has deteriorated to the point where it represents a safety or fire hazard.
5. The City will prohibit the loss of housing units through conversion to other uses, demolition, or reduction of units within a structure, unless replacement units are provided. Exceptions to this policy may be permitted, provided that other Official Plan policies are being met and that the loss of housing is outweighed by the positive effects of the development proposal.

## 7...HOUSING

## 8...COMMUNITY DESIGNATIONS

### 8.0 Community Designations

**Readers Note:** *Do you agree that fewer land use designations, each with a more generalized range of permitted uses, is desirable? Fewer designations:*

- *avoids the duplication and extra time spent by the City processing both an Official Plan and a zoning amendment when one application would do;*
- *permits City staff to concentrate more on the detailed evaluation and design of proposed developments.*

The Official Plan designates six land use categories specifically related to communities on Schedules A and B. They are as follows:

General Urban Area  
Central Area  
Community Cores  
Enterprise Areas  
Villages  
General Rural Area

They are collectively referred to as Community Designations or Community land use designations.

The decision to designate the foregoing specific categories of land use on a schedule was based on one or more of the following general considerations:

- The category in question consists of more than just a single use area and is, in fact, usually a complex combination of several uses and issues;
- There is a desire on the part of the City to concentrate a number of its efforts and initiatives in a specific area;
- It is a location requiring more detailed planning;
- It is an area where the City deems it is necessary to exert a high degree of control through its zoning by-law.

The land use designations are to be read in conjunction with the associated text in this and other sections of the Official Plan. An amendment to the Plan will be required to make a change in land use designation as shown on Schedules A and B. The designations featured on the Schedules are intended to show general use areas, the boundaries of which are flexible and subject to minor variation without amendment to the Plan, except in the case of the Central Area and Villages or where they coincide with major roads, railways, hydro transmission lines, rivers and other clearly recognisable physical features.

#### 8.1 Uses Permitted Generally

Within these six land use categories noted above, certain uses can be considered to be supportive and characteristic of the life and functioning of the community overall and which, as a result, are to be generally permitted, subject to the policies set out below and in other applicable sections of this Plan. Furthermore, the principle of “A City of Distinct, Liveable Communities” expressed through *Charting a Course*,

## 8...COMMUNITY DESIGNATIONS

encourages an approach of inclusiveness and completeness, rather than exclusion. Allowing a diversity and variety of use will provide for a range of choice and activity that promotes community interaction and that is adaptable to the changing needs of its citizens.

Unless otherwise noted, the following uses will be permitted in all Community land use designations and Agricultural Resource Areas.

### **8.1.1 HOME-BASED BUSINESSES**

A home-based business is a business operated by a resident from the premises of his or her home and includes the practice of ‘tele-work’, or working from home. This has proven to be a viable and popular option for many throughout the city. A home-based business is permitted where housing is allowed. The Zoning By-law will contain appropriate provisions to ensure compatibility of home-based businesses with residential areas so that the home-based business does not adversely affect its neighbours. These provisions may address such matters as:

1. Limiting the impact of the home-based business on the character of the dwelling unit;
2. Prohibiting any home-based business that is or is likely to become a hazard or nuisance by reason of noise, odour, vibration, traffic or parking generated or other like concerns;
3. Prohibiting any home-based business that is considered to be or likely to become a health or fire hazard;

4. Outdoor storage;
5. Outdoor signage or other like means of advertising the presence of the home-based business;
6. The number of clients or customers that may be served at any one time;
7. Home-based businesses shall be conducted by the occupants of the house.

### **8.1.2 ADDITIONAL RESIDENTIAL LIVING SPACE IN EXISTING HOUSES**

The creation of additional residential living space, either as a distinct dwelling unit incorporated by interior renovation within an existing detached or semi-detached house or within an accessory garage, or as an exterior addition to the house or accessory garage is permitted in all land use designations where housing is permitted. Standards may be set out in the zoning by-law to govern compatibility in matters such as parking requirements and exterior amenity areas where appropriate. Where the additional residential living space is provided through an exterior addition, regard will be had for the provisions of Section 3 of this Plan.

### **8.1.3 GARDEN SUITES**

A garden suite is a small, portable, detached house originally conceived and designed to accommodate an elderly person(s) on the same lot as the home of the host family. It provides a housing option that enables aging family members to remain in close physical proximity to their family while by and large

## 8...COMMUNITY DESIGNATIONS

maintaining an independent living arrangement. Garden suites are no longer restricted to seniors, but now also anticipate others, for example adult children. Garden suites are permitted in land use designations where housing is allowed. The Zoning By-law will generally allow garden suites only as a temporary site-specific use and will establish development standards to govern such matters as location on the lot and building setbacks. The City may require an agreement with the owner of the garden suite or any other persons, consistent with the provisions of the *Planning Act*.

### **8.1.4 CARE FACILITIES**

A care facility is an establishment where daily temporary care of children, senior citizens, the disabled or people of other like characteristics or circumstances is provided for remuneration.

Where a care facility is private home-based care (involving a small number of people), it will be allowed in every dwelling and will be regulated in the Zoning By-law in a manner similar to home-based businesses. When occurring as a principal use in its own single purpose building or in combination with another non-residential building (e.g. licensed day nurseries, subject to provincial legislation and licensing), care facilities are encouraged to locate within employment areas, where appropriate, as well as commercial districts and main roadways in residential areas. The integration of care facilities within new and existing schools, including those not being used for educational purposes, is supported. A care facility is permitted in all Community land use designations. Regulations in the

Zoning By-law will minimize impacts of care facilities on adjacent uses, particularly those of a residential nature. Such regulations may deal with:

1. The provision of on-site parking for staff;
2. Vehicular lay-by spaces or on-site parking spaces for the drop-off and pick-up of people; and
3. Fencing and/or landscape buffering to reduce adverse effects of noise and visual intrusion on adjacent land uses.

### **8.1.5 ROOMING HOUSES**

A rooming house is a residential building containing a number of rooms or suites of rooms that constitute separate, independent living quarters in which a person sleeps and which may or may not contain a kitchen or washroom, but not both. Rooming houses are permitted in all Community designations except the General Rural Area. The Zoning By-law will establish limits to the number of rooms permitted and may identify which zones will permit rooming houses. Smaller sized rooming houses will be located in areas of low residential density and larger sized houses will be directed to areas with high residential density.

### **8.1.6 SPECIAL NEEDS HOUSING**

A group home is a residence accommodating a limited number of people, exclusive of staff, in a group living arrangement who, as a condition of their residency (emotional, mental, social or physical condition or legal status), require and receive

## 8...COMMUNITY DESIGNATIONS

support and/or supervision on a daily basis such that, at a minimum, staff is responsible for providing or supervising the preparation of meals. Group homes occur at a scale that is not of an institutional size (like a nursing home). It permits residents a degree of independent living in a residential setting that ensures that their specific physical or mental needs are provided for.

The Zoning By-law will permit group homes in all residential zones and will establish criteria and regulations relating to such matters as type, location, number of residents, staff, parking requirements and amenity areas. The intention will be that smaller-sized homes will be located in areas of low residential density and larger sized homes will be directed to areas of high residential density and appropriate employment and/or institutional areas. Separation distances between existing and new homes for people with special needs will be used to encourage a distribution of homes in any particular area. Parking requirements will be established on the basis of floor area and will ensure that on-site parking supply meets the needs of residents, support staff and visitors.

### **8.1.7 SHELTER ACCOMMODATION**

A crisis shelter (safe house, hostel, emergency shelter) provides housing accommodation for people who for reasons of domestic or family upheaval find themselves temporarily homeless and require some form of emergency or crisis shelter. The accommodation provided is typically of an institutional or hotel nature. Notwithstanding the general nature of the uses

described in this section of the Plan, it is considered that shelter accommodation is most appropriately situated on lands designated General Urban Area, Central Area, and Community Core where the proximity of support services and public transit are greatest. The Zoning By-law will direct larger shelter accommodation to areas of high residential density or commercial areas, preferably on the edge of residential communities and will contain regulations with respect to parking requirements and size restrictions, as appropriate.

### **8.1.8 WIRELESS TELECOMMUNICATION TOWERS**

Fast, reliable access to a broadband communications network and Internet services is considered critical to competitive economies. Connecting the city through broadband infrastructure and services enables new companies to build, test and bring to markets new high bandwidth applications and services. The licensing and operation of towers associated with such activity lies within federal jurisdiction. The wireless telecommunication towers that are used for these purposes are usually privately owned, single-purpose structures. It has been suggested that the City has a role in coordinating the variety of stakeholders in this market, one aspect of which could include facilitating multi-user access to individual or networks of towers.

However, from a land use perspective, the erection of the towers that serve or could serve this purpose is regarded in a manner similar to other public utilities. Wireless telecommunications towers are permitted except where

## 8...COMMUNITY DESIGNATIONS

impacted by environmental constraints such as Flood Plains or Unstable Slopes (shown on Schedule D) and subject to policies of Section 13.6, Other Utilities and Municipal Services. Where there are buildings accessory to the tower, the General Design Criteria contained in Section 3 of this Plan will apply.

### **8.1.9 WAYSIDE PITS AND QUARRIES**

A wayside pit or quarry is not permanent. It consists of an “in situ” collection of gravel or other road building material, including a portable asphalt plant that exists only for the period of a specific contract for road construction that has been authorized by a permit issued to a public authority or any person who has a contract with a public authority. Wayside pits and quarries and portable asphalt plants used on public authority contracts will be permitted, without the need for an Official Plan amendment or rezoning under the *Planning Act* in all land use designations except Natural Environment Areas, Significant Wetlands and areas of existing development.

## 8.2 Location of Major Facilities of City-Wide Influence

Certain types of uses, while constituting a legitimate and in most cases essential component of the community, share characteristics the nature of which require special land use considerations. Not all land use designations are considered appropriate for the location of all of these uses. The types of uses that fall within this category include:

1. Hospitals,

2. Universities and community colleges,
3. Major sports, recreational and cultural facilities,
4. Major shopping centres (over 35,000 sq. metres gross leasable area) and
5. Industrial uses that exhibit noxious or offensive traits.

In many cases, these uses service the entire city and may even draw from beyond the boundaries of the City of Ottawa. Large numbers of people require convenient access to these facilities. Some exert a concentrated demand on the transportation, water and wastewater systems that may peak at particular “event” times, while others operate more or less continually over a 24-hour period. They typically require and occupy large sites that may, represent a significant source and supply of open space in the city. All have the potential to exert varying degrees of impact upon neighbouring residential areas.

Occasionally, there may be merit in combining these uses with ancillary uses on the same site in recognition of the potential for achieving mutually supportive relationships with other parts of the community, while considering the complementary nature of the main use and the ancillary use and the potential to satisfy other policies of this Plan. The Zoning By-law will contain regulations to address the foregoing matters as appropriate and necessary. The following table provides an indication of the land use category in which these types of uses should be located and an indication of the nature of conditions that may apply when the City is considering associated development applications. These are in addition to the requirements summarized in Table 3.2.

## 8...COMMUNITY DESIGNATIONS

<b>Table 8.1 - Guidance in locating major land uses</b>					
<b>Conditions</b>	<b>Hospital</b>	<b>University/College</b>	<b>Major Sports, Recreation, Cultural Facility</b>	<b>Major Shopping Centre</b>	<b>Industry with Noxious Characteristics</b>
Community Designation in which Use is Permitted	General Urban Central Area Community Core Villages (of a scale compatible with the village)	General Urban Central Area Community Core	General Urban Central Area Community Core General Rural (subject to the provisions of Section 8.8)	General Urban Central Area Community Core	General Urban General Rural (subject to the provisions of Section 8.8)
Comprehensive list of site selection criteria	✓	✓	✓		
Rational for any special requirements, including site area	✓	✓	✓	✓	✓
Location at Transitway Station	✓	✓	✓	✓	
Direct access to arterial road	✓	✓	✓	✓	
Direct access to designated truck route					✓
Min./Max. site area	✓	✓			
Site development impact and servicing studies	✓	✓	✓	✓	✓
Zoning restrictions on density, height, set backs, parking and compatibility criteria	✓	✓	✓	✓	✓
Minimum separation distance from residential area(s)					✓
Ancillary uses permitted	✓	✓	✓	✓	
Health, safety & pollution issue resolution					✓

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### 8.3 General Urban Area

***Readers Note:** Many areas previously designated in Official Plans for the former municipalities have not been designated separately in this draft Plan. Things like shopping centers, commercial areas, hospitals, industrial and other uses are part of the General Urban Area along with residential and other community uses. It is intended that new uses will be permitted, but only if they successfully address the evaluation and compatibility criteria in this Plan.*

#### **8.3.1 ACHIEVING LIVEABLE COMMUNITIES**

In all cases in the General Urban Area, regard must be had for the provisions of Section 3, Building Liveable Communities, of this Plan.

In keeping with the vision for liveable communities, the General Urban Area designation on Schedule B is intended to allow for and encourage development of a full range and choice of housing types to meet the needs of all age, income and lifestyle groups that, in combination with conveniently located shopping, service, cultural, leisure, entertainment and institutional uses, produce complete and sustainable communities. A sampling of the types of uses to be found in the General Urban Area include:

- All types and densities of residential dwelling units;
- Special Needs housing;
- Retail and service uses;

- Schools, universities, libraries, museums, galleries;
- Office buildings;
- Restaurants;
- Stores and commercial uses with residential dwelling units above;
- Parks, leisure centres;
- Industry.

The Plan supports general infill throughout the city; and intensified infill and mixed use development along arterial roads, mainstreets, at major transit nodes, on brownfield and greenfield sites, and on vacant lands. The Zoning By-law will regulate the compactness of form and determine parking requirements in consideration of the availability of public transit.

The Zoning By-law will also allow for a variety of uses supplying everyday goods and services in the General Urban Area, particularly where they can be conveniently located with respect to concentrations of residential development. Examples of uses providing everyday goods and services include an automated teller, convenience store, small medical or dental office, gas bars and personal service business. The Zoning By-law will permit the clustering of uses supplying everyday goods and services with other community-oriented land uses, such as parks, pedestrian linkages, community centres or leisure facilities, subject to appropriate regulations that will ensure that the uses complement adjacent residential land use and are of a size and scale oriented to servicing the nearby residential area.

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Where the scale and operating characteristics of a use are such that impacts inconsistent with the scale and character of the adjacent residential area may be anticipated (e.g. traffic generation originating from points outside the affected residential area), the Zoning By-law will direct such uses to the perimeter of concentrations of residential uses and/or to locations where the anticipated impacts can be adequately mitigated or otherwise addressed. For example, major concentrations of employment are intended to occur within designations other than the General Urban Area (5,000-10,000 jobs in Community Cores and the primary employment focus of the Central Area). However, nodal development oriented to highly visible and accessible locations along the City's transportation corridors is anticipated within the General Urban Area provided it occurs in concentrations of less than 5,000 jobs.

### 8.4 Community Core

*Readers Note: Community Core Areas were previously called Primary Employment Centres and Town Centres in the former Regional Plan.*

#### **8.4.1 INTRODUCTION**

The Community Core designation applies to lands shown on Schedule B that are strategically located as focal points of employment within their respective communities.

Development is to occur at relatively high densities. The Community Core designation applies in areas with the potential to be well-served by transit for both internal and external commuting, are easily accessed on foot and by cycle and that, by virtue of careful attention to design, orientation and a mix of uses, will develop into vibrant, 18 hour centres of activity, particularly within the Urban Areas outside the Greenbelt. This Plan establishes minimum targets of employment for Community Cores of 5,000 jobs while requiring concentrations of residential and community-serving facilities to locate in association with the employment base. In the case of three specific Community Cores, identified by the symbol "TC" on Schedule B, the employment target is 10,000 jobs.

#### **8.4.2 COMMUNITY DESIGN PLAN**

A Community Design Plan will be required for each Community Core based on the criteria contained in this Section and in Section 3 of this Plan. A necessary component of each Community Design Plan will be the completion of a transportation study of sufficient scope to assist in addressing matters such as the appropriate intensity and mix of uses and/or phasing of development at each Community Core from a transportation system perspective.

#### **8.4.3 CRITERIA FOR DEVELOPMENT OF COMMUNITY CORES**

Accordingly, areas designated Community Core will develop in accordance with the following criteria and will:

1. Be located at a transitway station if available;

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2. Be located within walking distance of as many residences as possible and at points that are accessible by all modes of transportation;
3. Be zoned to enable the potential to accommodate at least 5,000 jobs (10,000 jobs in the case of Community Cores identified by the symbol “TC” on Schedule B);
4. Develop as a compact, mixed use node;
5. Be zoned so that, while allowing for a range of complementary uses, the ability to achieve the employment targets of 5,000 or more jobs is not compromised;
6. Contain high and medium density residential uses, with medium density occurring in locations where it can act as a transition to adjacent lower-density residential neighbourhoods;
7. Contain a range of community facilities, especially schools, libraries, day care centres;
8. Contain substantial, usable areas of public space that support and encourage informal social activity, recreation and civic gatherings;
9. Contain retail uses;
10. Locate the highest density development consisting of offices and other employment-generating uses (minimum floor space indices will be established that enable employment targets to be met) closest to a transit station (within 400 metres distance) and arterial roads with all-day, frequent transit service;
11. Allow lands beyond 400 metres distance of a transit station or arterial road with all-day, frequent transit service to develop at lower densities, while still being sufficient to enable the achievement of employment targets;
12. Only permit variation in the minimum density and/or distance targets where a Community Design Plan or other site-specific study establishes that greater flexibility is appropriate and justifiable;
13. Be designed in a manner that allows for flexibility in uses, road patterns and linkages over time as the Community Core develops.

### 8.5 Enterprise Area

#### **8.5.1 INTRODUCTION**

*Readers Note: What do you think of the idea of permitting business parks to evolve into mixed use, residential neighbourhoods? This represents a major policy change and is part of our strategy to promote intensification. We are looking for creative ways to make this happen.*

The Enterprise Area designation applies to lands shown on Schedule B that were initially conceived as business parks, but which remain substantially undeveloped or under-developed for the purpose for which they were originally intended.

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Lands that have been essentially fully built-out for business park purposes are designated General Urban Area in this Plan. The intent of the Enterprise Area designation is to enable a comprehensive planning review and assessment of these lands for the purpose of determining if and under what circumstances, mixed use and/or residential development could be introduced.

Accordingly, the preparation and approval of a Community Design Plan as set out in Section 3 of this Plan will be required prior to the rezoning of lands in an Enterprise Area for non-employment purposes. A component of the Community Design Plan must be the demonstration of how the employment targets as originally anticipated when the lands were zoned for business park (or other similar employment) purposes can be achieved while accommodating the proposed non-employment uses. In the absence of a Community Design Plan, only business and related convenience and service uses are permitted in the Enterprise Area.

### 8.6 Central Area

*Readers Note: These policies are a condensed version of Central Area policies in the former City of Ottawa and Regional Official Plans.*

The Central Area is the symbolic heart of both the City of Ottawa and the nation, based on its unique combination of employment, government, retail, tourism, housing, entertainment and cultural activities. These policies promote

the Central Area's distinct identity and historical character evident in the site of Parliament Hill and other areas. The Plan also aims to enhance the diversity and attractiveness of the Central Area by encouraging a broad range of land uses, and day/night, year-round activities. This aim will be supported by an increasing number of downtown area dwelling units, including a vibrant urban community on LeBreton Flats.

Walking, cycling and transit to and in the Central Area have priority, particularly during peak traffic periods. Pedestrians can move safely and comfortably on all streets. The Central Area policies address the needs of all users for usable open spaces, pocket parks, pedestrian amenity areas and other leisure resources that enhance the downtown experience. Quality urban design of buildings and spaces are promoted through the implementation of a downtown urban design strategy. Improved access to water-oriented facilities on the Ottawa River and the Rideau Canal is achieved while protecting the waterways' unique environmental qualities.

The boundaries of the Central Area are shown on Schedule B. References to the downtown include the Central Area and the residential neighbourhoods adjacent to it.

#### **8.6.1 LAND USE AND DEVELOPMENT**

1. The City will support the Central Area shown on Schedule B as the major focal point of government activities,

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- tourism, business, retail, housing, entertainment and cultural activities.
2. The Central Area Secondary Plan or equivalent document will protect and enhance the physical character, identity and unique heritage resources of the Central Area by identifying Character Areas, Theme Streets and Distinctive Streets.
  3. The outer boundary of the Central Area, as designated on Schedule B, shall not be subject to variation without a comprehensive review of and amendment to this Plan. Such review will entail consideration of a range of factors similar to those for an urban area or village expansion request as provided for in Section 3 of this Plan.
  4. The City will encourage a range of day/night and year-round activities through such means as extended transit service and supporting the staging of festivals and other special events.
  5. Building heights in the Central Area will be limited to ensure the visual integrity and symbolic primacy of the Parliamentary buildings or other National Symbols as seen from both key viewpoints and view sequences shown in Appendix 1 (*Note: not attached in this preliminary draft version of the Plan*), and determined by maximum building heights/angular planes in the Zoning By-law.
  6. All utilities in new developments and in areas or streets of identified historic merit will be placed underground. Priority shall be given to Heritage Conservation Districts, Theme Streets, Gateways, Nodes and Distinctive Streets and pedestrian corridors as identified in the Central Area Secondary Plan.
  7. The provision of temporary surface parking lots within the Central Area will be discouraged, particularly abutting pedestrian corridors or Theme Streets, to ensure a more vibrant pedestrian environment. Where temporary surface parking is permitted, The City will require that the visual appearance of such parking areas is enhanced and screened through the use of substantial vegetation while ensuring adequate public safety.
  8. Adequate off-street loading facilities and services will be provided, subject to constraints imposed by unique circumstances such as heritage considerations.

### **8.6.2 URBAN DESIGN STRATEGY**

1. The City will implement a downtown urban design strategy that helps to enhance the liveability of the Central Area.
2. In all cases in the Central Area, regard must be had for the provisions of Section 3 of this Plan and for the following design criteria:

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- a. Provide outdoor/indoor green open space and pedestrian amenity areas (including interim green spaces on vacant lands) such as pocket parks, plazas, green rooftops and/or indoor winter gardens.
- b. Provide soft and hard landscaping elements, including tree plantings, which contribute and are sensitive to the character of the area.
- c. Provide sheltered and sunlit seating areas and comfort stations where appropriate.
- d. Protect and enhance established public courtyards, pedestrian malls and circulation systems in the Central Area.
- e. Create streets and public spaces that are safe, lively and comfortable for people through implementing measures in partnership with the National Capital Commission and others, such as widening of sidewalks as part of a pedestrian surface easement policy outlined in the Section 4, Transportation, and promoting mid-block pedestrian connections.
- f. Preserve the established architectural integrity of existing buildings, streets and areas.
- g. Design and site buildings to minimize sun shadowing and provide appropriate wind attenuation, where

required, on public open spaces and pedestrian corridors.

- h. Provide at-grade street-oriented uses with their principal entrances fronting on the sidewalk and providing a continuity of weather protection.
- i. Consider appropriate safety and public security measures, including, design for safety, lighting and site visibility for all development proposals and public improvements.

### **8.6.3 MIXED USE, PEDESTRIAN-FRIENDLY ENVIRONMENT**

1. The City will provide a transportation system that encourages the use of walking, cycling and public transit (especially for commuting) as the principal means of access to and mobility within the Central Area, particularly between east and west of the Canal, and reduces the number of automobiles through such potential measures as a fare-free transit zone, shuttle bus and/or a shared-ride taxi service.
2. The addition of dwelling units in the Central Area and adjacent neighbourhoods will be supported by providing financial incentives such as exemptions from development charges, building permit fees and 5% parkland levies for residential development (subject to having an increase in private amenity space). Further support for residential use

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may involve innovative partnerships arrangements for retention of schools, community centre and day care facilities.

3. The City will adopt the principles of multi-use, multiple-time/season and multiple function for the use and development of leisure resources in the Central Area, particularly those located within and adjacent to schools, churches and offices by entering, where appropriate, into joint use agreements.
4. The City will ensure a compact, pedestrian-oriented mixed-use (residential, office, cultural and institutional and retail) development on LeBreton Flats, including an open space network linking with existing communities to the south and west.
5. Pedestrian movements will be accommodated primarily at grade along public streets and limited above and below grade to strategic locations that ensure the prominence of at grade movement and that:
  - a. Create direct access to grade due to topographical features;
  - b. Provide direct and identifiable access to transitway stations and major public short-term parking facilities;
  - c. Provide mid-block connections to pedestrian corridors.

### **8.6.4 STRATEGIES TO PROMOTE THE CENTRAL AREA**

1. The City will upgrade water and wastewater services to provide capacity for development in the Central Area.
2. The City will:
  - a. Work with federal agencies to encourage the federal government to maintain its concentration of administrative functions in the Central Area.
  - b. Work with the public and private sectors to encourage the location in the Central Area of major public facilities in a way, which enhances existing retail areas, tourist amenities, pedestrian, and transit travel.
  - c. Work in partnership with the National Capital Commission and other stakeholders to provide public open space and amenity areas, including improved access to the Rideau River and Canal, which address the needs of Central Area employees, residents, shoppers and visitors.
  - d. Together with other levels of government, investigate and pursue the eventual removal of through truck traffic (exclusive of local goods and services delivery) from the Central Area as alternate routes are established.
3. The City will improve the image of and assist in visitor orientation to the Central Area by identifying and

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enhancing major gateways into and nodes within the Central Area, as shown in the Central Area Secondary Plan.

4. The City will facilitate, potentially with partners, the provision of moderately priced, short-term parking to serve the retail and commercial sectors and limit the provision of long-term parking attractive to commuters.

**The City shall undertake and implement the following studies:**

- A pedestrian circulation plan to designate pedestrian corridors and create predominately at grade pedestrian links between different parts of the Central Area and leisure shopping, employment and transit facilities.
- A master lighting plan to identify lighting requirements for public and private lands.
- A downtown urban design strategy to provide urban design guidelines for both public and private development
- Leisure resource needs and opportunities, including a strategy that will result in an enhanced distribution and variety of leisure resources in the Central Area.
- A multi-jurisdictional transportation strategy for the Central Area, including traffic measures in residential areas.

### 8.7 Villages

**Readers Note:** *Should every village be allowed to expand as-of-right even if the costs are high? We need a strategy to focus rural growth in a few select villages satisfying criteria such as:*

- *Capable of servicing growth economically and safely;*

- *Performing a service center function today;*
- *Located within the General Rural Area;*
- *Supported by the local community.*

More than two-dozen villages are scattered throughout the City's rural area and are shown on Schedule A to this Plan. These villages vary in size and character and have populations ranging from as little as 300 to over 5,000. Villages play a significant historical role and typically developed on major transportation routes, at the junctions of major roads and railways where they provided for the more efficient provision of stores, schools and other services to the surrounding rural communities. Development traditionally occurred on smaller lots serviced inexpensively by private wells and septic systems. Today these communities mainly attract development comprising residential subdivisions accompanied by modest employment opportunities, in the form of commercial, tourism and small-scale industrial developments.

A characteristic of the centre or core of the villages is the mixture of small commercial businesses, apartments and single detached dwellings. A compatible mixture of such uses has existed side-by-side throughout the history of the villages.

#### **8.7.1 VILLAGE POLICIES**

1. In order to reduce demand for scattered development throughout the rural area it is the City's policy that rural development will be focused in villages.

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2. Villages and village boundaries are designated on Schedule A. Boundaries may be further refined through a Community Design Plan and will be reflected in the Zoning By-law. Where a Community Design Plan for a village proposes a change to a Village boundary, an amendment to this Plan shall be required.
3. Most villages will still rely on private well and septic systems. Certain villages, however, do have communal services. Section 13.2 of this Plan sets out the City's overall policy for water and wastewater services in the rural area.
4. The City will preserve and enhance the mixed-use characteristics and the architectural heritage of village centres by encouraging a mix of development on a scale compatible with existing buildings, and by minimizing the removal of existing structures.
5. Villages will provide a wide range of housing forms and a variety of services and facilities required by all age segments of their population. The form and scale of development will be to a large degree influenced by limitations of the available servicing methods.
6. Buildings, structures or streets proposed to be developed in any village shall comply with the General Design Criteria in Section 3 of this Plan.
7. When considering development proposals in villages, particularly adjacent to ongoing farming activities, regard shall be had to the Minimum Distance Separation.

### 8.8 General Rural Area

In the General Rural Area one traditionally finds a variety of land uses: farms, rural housing, wood lots and forest, small industries, golf courses, etc. This mixture of uses helps distinguish this part of the rural area from the other large defined areas where one land resource has prominence, such as the Agricultural Resource Area, Limestone Resource and Sand and Gravel Resource Area or Significant Wetlands. In those areas resource protection is important and land use policies are more restrictive.

This varied landscape of the General Rural Area has in recent decades been subject to significant amounts of residential development that accommodate people who choose not to live in villages or the urban area. This rural housing may be on larger sized lots along existing concession roads or in estate type subdivision developments. Land division approvals have resulted in a large supply of vacant lots scattered throughout the rural area or in partially developed or draft-approved subdivisions.

This continual increase in non-village rural housing has led to more conflicts between land uses that located in the General Rural Area. Kennels, golf courses, farm machine repair shops,

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and other types of uses that require a large land area or a rural location do not always mix with an increasing amount of housing development.

It is the City's objective to permit an amount and distribution of development that is consistent with maintaining rural character. The existing supply of rural residential units, in conjunction with the potential units on vacant lots, provides the opportunity for many households to live in the rural area outside of villages.

### **8.8.1 POLICIES IN THE GENERAL RURAL AREA**

*Readers Note: current estimates place the number of existing residential land supply in the rural area at over 2000 lots. Draft approved plans of subdivision in the rural area and in villages will provide a further 2900 lots and the Villages contain designated land that can accommodate over 10,000 lots. Given the supply of lots for now, does the City need to approve more subdivisions or grant further severances in the rural area? The preliminary draft Official Plan does not permit the creation of residential lots and this is a departure from previous plans.*

1. The creation of new rural residential lots, by severance or subdivision, is not permitted.
2. Uses permitted in the General Rural Area are:

- a. Agricultural uses, forestry and conservation and natural resource management activities;
  - b. Residential uses on existing lots of record and on new lots created as farm related severances or as severances in infill situations pursuant to the provisions of Section 10 of this Plan;
  - c. Wayside pits and quarries and portable asphalt plants subject to the provisions of Section 11.
3. Uses permitted in the General Rural Area subject to rezoning and locational criteria may include:
    - a. Industrial and commercial uses such as: farm equipment and supply centres, machine and truck repair shops, concrete plants, building products yards, landscape contractors, nurseries, and salvage and recycle yards;
    - b. Recreational commercial uses such as: golf courses, driving ranges, mini putt operations, small-scale campgrounds, outdoor theme parks;
    - c. Sand and gravel pits subject to the policies of Section 11;
    - d. Other non-residential uses in keeping with the rural character or meeting the needs of the travelling public such as a restaurant, gas station or motel.

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4. Any of the uses in Subsection 3 above, shall only be permitted subject to a Zoning By-law Amendment. Zoning applications for new uses shall demonstrate the following:
  - a. The use would not be better located in a Village or the Urban Area;
  - b. The site can support private water and wastewater systems consistent with Section 13.2;
  - c. If the use is to be located on a local road it must be demonstrated that the volume and pattern of traffic flow anticipated from the development will not interfere with the proper functioning of the local road network. All large developments must be supported by a Transportation Impact Study;
  - d. The privacy of adjacent landowners or the amelioration of potential adverse impacts from lighting, noise, odour, dust or traffic can be achieved by separation, buffering or other measures as part of the development.;
  - e. The design of the development can meet the design with nature and other environmental related policies of Section 9 of this Plan, including stormwater management requirements and, if applicable, impact studies if an environmental feature is present;
  - f. All those matters considered in site plan control, including provisions for screening and buffering of storage areas, building orientation, grading, drainage, parking requirements, access and egress control and signage control can be addressed;
  - g. Consideration has been given to reducing possible impact on neighbouring agricultural uses or nearby rural residential or village communities, where relevant.
5. Buildings, structures or streets proposed to be developed shall comply with the General Design Criteria in Section 3 of this Plan.
6. All non-agricultural development and any expansion or change to existing agricultural uses must have regard to the Minimum Distance Separation criteria.

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### 9.0 Environmental Protection & Greenspace

*Readers Note: This section pieces together all the components of a comprehensive Greenspace Network, including accessible urban and rural open space and protected natural environmental areas. Policies address the maintenance and enhancement of the Greenspace Network.*

#### 9.1 Greenspace Network

Greenspace is highly regarded for its contribution to the quality of life enjoyed in Ottawa. Communities carefully plan the upgrade and maintenance of municipal infrastructure systems to support the day-to-day activity and future growth of the city. In the same way, cities need to preserve and enhance their 'green' systems:- their network of greenspaces comprised of open spaces, woodlands, wildlife habitats, parks, rivers and streams and other natural areas. Cumulatively, these greenspaces enrich the quality of life of citizens by sustaining clean air, water and natural resources and by providing such benefits as leisure and recreational activity.

No single park or natural area can hope to provide people with all the beneficial influences of nature, and then networks of natural areas are reduced to isolated parcels, their ability to function as part of an integrated conservation and/or leisure system is lost. The pattern followed by increased urban expansion and growth in Ottawa must not result in the wholesale fragmentation of natural systems. Similarly, careful attention to community design and planning activity can realize

numerous advantages by linking parks to one another and to surrounding residential neighbourhoods.

#### What is Greenspace?

'Greenspace' in the Official Plan not only includes sweeping irreplaceable natural landscapes, such as rivers, forests and various landforms, but also urban parks, pathway systems and woodlots. It thus exists at many scales. It is viewed both from its critical role in the health and maintenance of ecosystems and its different, but equally critical role of maintaining healthy communities and lifestyles. Some greenspace must be viewed entirely from the perspective of protection because of its fragility, uniqueness and contribution to biological diversity. Other greenspace will be valued primarily for the accessibility it provides to open areas where people can run and play and explore. Still others will provide a quiet retreat from the bustle, noise and pace of our daily lives or a link to important neighbourhood destinations and gathering spots like schools, local convenience stores or community centres.

#### What is a Greenspace Network?

A Greenspace Network is a connected and protected network of natural environment areas and accessible open spaces throughout the urban and larger rural context of the City of Ottawa that structures the urban area; strengthens distinct communities; respects natural features; improves environmental quality, and enhances the accessibility of open air recreation.

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### *Some Mechanisms to Secure Lands in the Greenspace Network*

- Encouraging donations of covenants and easements to land trusts or the City;
- Acquisition
- Protective policies and regulations
- Encouraging donations of land to Land Trusts or the City.
- Purchasing covenants and easements;
- Agreements with the landowner for land management or access.
- Strategically reviewing City owned lands for opportunities to trade parcels.
- Strategically targeting parkland dedication *i.e.* along shorelines

*Physically*, the Greenspace Network addresses the tangible elements of the natural environment and open spaces systems and how they relate to one another. It is a physical continuum of greenspace as described above.

*The natural environmental* aspect of the Network is a system of significant natural areas and linkages intended to maintain natural features and ecological functions and aid the movement of wildlife. *The accessible open spaces* create a system of publicly accessible destinations and connections including parks, community woodlots, waterfront open spaces, recreational pathways, scenic routes and parkway corridors.

*Conceptually*, the Greenspace Network constitutes a way of thinking – it constitutes the permanent, defining feature of how we view the physical form of Ottawa – where we may grow

and where we must not. As such, it represents a frame of reference for comprehensive land use decision-making. It also helps us define our individual sense of place within the city, even to the point of how we perceive ourselves as a community.

The Greenspace Network is not a formal land use designation in the Official Plan. It actually represents a composite of specific policies and designations of the Plan in an effort to ensure that the whole is greater than the sum of its parts. The land use designations address the Greenspace Network at a city-wide scale. However, the system also operates at a community level through pathways and corridors that link communities to each other and to urban natural areas.

Various policies in this Section, and throughout the Plan, address components of the Greenspace Network, such as open space and recreational pathways that are both city-wide and community scale.

This strategic way of thinking will assist the City in identifying the inherent qualities of areas to be conserved or preserved for the future benefits of the citizens of Ottawa. The Greenspace Network is a way to organize our planning of new communities and of ordering change within existing ones by making the best of opportunities to sustain continuity, protect nature, find opportunities for public access, and understand the context of our actions.

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### Example of the Range of Greenspaces in Community Design Plans

- City-wide Greenspace Network elements
- River or creek waterfronts and corridors
- Links to city-wide Greenway Network
- Any greenspace identified as significant in subwatershed study and/or in an environmental analysis
- Recreational pathways, foot paths between uses and links to Major Recreational Pathways
- Stormwater management facilities and overland flow corridors
- Streetscaping and boulevard planting and site furnishings
- Recreational areas parks, playgrounds and sportfields
- Public squares, civic spaces
- Community gardens
- Site planning and landscaping requirements for individual projects

### **9.1.1 MAINTENANCE AND ENHANCEMENT OF THE GREENSPACE NETWORK**

1. The City will work to achieve a continuum of connected open spaces that remains a permanent, protected feature defining the physical structure of the City of Ottawa. This continuum will range from urban parks and natural areas to the Greenbelt and to the larger ecologically-viable natural areas in the rural area.
2. The City will actively pursue means to secure these lands and will prepare and implement a greenspace network securement strategy to guide City efforts, including acquisition priorities.

3. The City will undertake an in-depth inventory of existing and proposed open space components and supporting network requirements to ensure continuity of the system.
4. The City will implement the policies for Environmental Protection and Greenspace in this Section of the Plan.

## 9.2 The National Capital Greenbelt and Central Experimental Farm

The National Capital Greenbelt and Central Experimental Farm are large federally owned landscapes defining the physical character and the image of our city and the capital. These landscapes have significant historic and cultural meaning to our citizens and visitors. They are major greenspace destinations that structure and define our communities, and contribute to the environmental quality of the city. The following policies work in coordination with federal land use policies to preserve and protect these landscapes.

### **9.2.1 THE NATIONAL CAPITAL GREENBELT**

The National Capital Greenbelt, a 20,000-hectare rural landscape, assembled and managed by the federal government as a result of the 1950 Gréber Plan, is a distinguishing feature of Ottawa. Its predominantly rural character creates a separation between the urban areas within the Greenbelt and

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the urban communities that have been established just beyond it

The objectives and policies of this Plan are generally in harmony with the 1996 *Master Plan for the National Capital Greenbelt* prepared by the National Capital Commission.

The Greenbelt is a large complex landscape that needs to be treated as a whole and understood as one of the most significant landscapes in the region. Among the greatest potential impacts on the integrity of this landscape are land use planning and servicing aspects, several of which can be addressed through the Official Plan and related municipal documents. These include: expansion of arterial roads, rapid transit routes, the development of the airport, and the pressure to use the lands for such non rural uses as park and rides, sport fields and utilities. The rural character of the Greenbelt is impacted by the quality of development adjacent to it.

The Greenbelt contributes to the environmental quality of the area, accommodates community leisure activities, and is a National Capital attraction for visitors. Many residents and visitors enjoy the conservation, recreation, and camping facilities in the Greenbelt and develop a better appreciation of Ottawa's rural heritage.

The Greenbelt contains significant natural areas and provides important opportunities for the continued restoration and enhancement of a linked natural system. These areas play a critical role in meeting the natural environment objectives of

this Plan and link Natural Environment Areas in the urban context to the larger system in the rural area beyond the Greenbelt. Agricultural resources in the Greenbelt merit protection in the same way these resources are protected elsewhere in Ottawa.

The Greenbelt is a mosaic of land uses and facilities that contribute significantly to the economy of the Ottawa area. The Ottawa Macdonald-Cartier International Airport is regarded as a major catalyst for industrial and commercial development within the airport boundaries and in urban areas in its vicinity. Other government and private sector research and development facilities in the Greenbelt are essential elements of Ottawa's high-technology employment base. The Greenbelt also contains large-scale facilities such as the Nepean Sportsplex, the Queensway-Carleton Hospital and the Ottawa-Carleton Detention Centre. The Greenbelt also includes a number of small-scale community facilities, such as schools and churches. In future, such facilities should be located in the communities they are intended to serve, rather than in the Greenbelt.

1. The Greenbelt is identified on Schedule B. Lot creation is not permitted in the following land use designations in the Greenbelt: Natural Environment Areas, Significant Wetlands South and East of the Canadian Shield, and Agricultural Resource Areas
2. Lands designated Greenbelt Rural on Schedule B are to be used for farming (including hobby farming), forestry,

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- recreational activities (including a limited number of more intensive facilities such as golf courses, sportsfields, and equestrian facilities) and small-scale commercial uses directly related to rural activities within the Greenbelt such as bed and breakfasts, farm gate sales, farmer and artist markets, home-based businesses, etc.
3. Infill development is permitted in Ramsayville, Blackburn Station and Burkes Settlement in accordance with the policies for rural residential development set out in the General Rural Area designation of this Plan.
  4. Lands designated Greenbelt Facilities on Schedule B permit institutional, cultural, recreational and research activities and facilities provided that:
    - a) The programming, land use, and landscape character of these facilities shall respect the Greenbelt's rural character and benefit from an extensive open area, isolation, or a rural environment;
    - b) Activities without special locational requirements as set out in a) above, such as office employment, will only be permitted as uses accessory to the primary use;
    - c) Grounds surrounding such facilities permit activities such as permitted in Policies 1 and 2 above; and
    - d) Municipal central water and wastewater services are allocated to support these facilities, in accordance with the municipal servicing and growth strategies.
  5. Development proposals, proposing public works in or adjacent to the Greenbelt, must demonstrate how programming, land use, and landscape character reinforces a distinct edge between the Greenbelt and the adjacent urban area.
  6. When providing roads and other infrastructure in or adjacent to the Greenbelt, the City will maintain the rural character of the area, minimize the fragmentation of farming areas and adverse impact upon Significant Wetlands South and East of the Canadian Shield and Natural Environment Areas by:
    - Combining infrastructure in a limited number of corridors, or
    - Using existing rights-of-way, whichever best achieves the intent of this policy.
  7. Lands designated Natural Environment Area (B) immediately south of the Ottawa Macdonald-Cartier International Airport are intended to reflect a continuous open space corridor. The specific location, extent and nature of this corridor will be defined when proposals for any infrastructure in this area of the airport are being considered.

### **9.2.2 THE CENTRAL EXPERIMENTAL FARM**

The Central Experimental Farm is a National Historic Landscape that is owned and operated by the federal government. It is unique, being a farm with associated research facilities, entirely surrounded by urban development.

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It also contains a complex of laboratories, offices, greenhouses and farm buildings, as well as public gardens and museums. A great many of these buildings and sites have national and local heritage value. Together, the elements of the Central Experimental Farm contribute to the scientific and research community and to the cultural heritage and community identity of the National Capital Region.

1. Lands designated Central Experimental Farm on Schedule B are to be used for farming and associated research, public gardens, agricultural or nature museums and other related uses which conserve the open space character of the farm.
2. Proponents of development proposals or public works in, or adjacent to, the Central Experimental Farm, are required to prepare a Heritage Impact Statement as described in this Plan. Reference to the Heritage Integrity Statement prepared by Parks Canada will be made to ensure that those features and characteristics that contribute to the Farm's heritage value are not compromised.

### 9.3 Parks and Open Spaces

Parks and Open Spaces are key building blocks of a Greenspace Network. While their contribution to the Greenspace Network, and hence the overall city, is common, each may play a different but complementary role. They are very diverse landscapes. They may be appreciated by people within a neighbourhood, in a community, or from across the

city; they range in size, scope of uses and activities, and in landscape character. They include lands in public, private and institutional ownership. What these lands do have in common is that they are places where we can appreciate our Green City.

#### **9.3.1 MAJOR OPEN SPACE**

Public agencies in Ottawa have made a significant commitment to the preservation of large areas of land for public use and enjoyment by both residents and visitors, with particular emphasis on lands along the waterfront. Major Open Spaces often include sport, leisure, and cultural facilities to meet the needs of our citizens and provide venues for provincially and nationally significant events. For the urban area inside the Greenbelt, the majority of lands along the waterfront is already open space in public ownership and is one of the primary elements of the Greenspace Network.

Major Open Space, along with the lands in environmental designations, is linked by watercourses, recreational pathways, and scenic routes into a Greenspace Network. As part of an overall network, Major Open Spaces are linked to smaller green corridors, recreational pathway and local parks that provide linkages and contribute to the quality of life in neighbouring communities, as well as to the overall integrity of the natural environment.

As part of the Greenspace Network, Major Open Spaces not only provide leisure and natural environmental benefits, but

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also they contribute to the continuity of other networks in the city. Many urban open space areas already contain existing or planned roads, rapid transit corridors or underground services, yet their recreational, environmental, and open space functions remain an important aspect of their contribution to the community.

This commitment to Major Open Space will be extended to the growth centres beyond the Greenbelt. Major Open Space land in the rural area is also identified by this designation.

1. The Major Open Space designation shown on Schedules A and B is applied to the larger open space areas in Ottawa that are in, or intended to be in, public ownership, and are, or will be, generally available for public use and enjoyment, environmental conservation and education/interpretation uses. Minor revisions to the boundaries of lands designated Major Open Space are permitted without amendment to this Plan, if based on more detailed studies carried out by the City, other public agencies or as part of development agreements.
2. A range of activities and uses are permitted within Major Open Space, including the following:
  - a. Open-air recreation, including water-oriented activities along shorelines; any development associated with these uses should not adversely affect the natural environment and cultural heritage characteristics of the area or require or result in landform modifications;
  - b. Uses that conserve, interpret and restore elements of the natural and cultural heritage of the landscape and waterways;
  - c. Uses that promote the conservation of the natural environmental values of the lands;
  - d. Uses involved in the scientific or educational study of the natural or cultural heritage characteristics of the area;
  - e. Recreational facilities, commercial activities, and institutional uses which contribute to, or are ancillary to, but do not detract from the above uses and are not more appropriately located in another area designated in this Plan; and
  - f. Scenic Routes and other transportation and utility corridors proposed on Schedule E when they do not detract from the above uses.
3. When designing or reviewing public works or reviewing development proposals, or managing Major Open Space lands in its ownership, the City will:
  - a. Maintain and enhance natural features and ecological functions and open space character through planning design and programs such as naturalization of vegetation;
  - b. Provide opportunities for recreational pathways and active and passive recreational activities in an attractive, green setting;
  - c. Maintain the open space character of the land, and
  - d. Enhance the City's contribution to the overall green image of the National Capital.

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4. To ensure that adequate lands are identified for future designation as Major Open Space to meet the needs of a diverse and growing community, the City shall review open space needs and refine overall park and open space targets, and access to the waterfront, for each community, and prepare plans and implementation and acquisition strategies. Particular attention will be placed on the urban centres and rivers including:
  - a. Kanata Urban Centre and Stittsville along the Ottawa River, Carp River and Poole Creek;
  - b. The South Urban Centre (South Nepean and Gloucester) along the Jock River, Rideau River and Mosquito Creek; and
  - c. Orléans Urban Centre along the Ottawa River, and Cardinal Creek.
5. Public access to lands designated Major Open Space may be restricted for reasons of safety, security and environmental protection.

### **9.3.2 PARK AND LEISURE AREAS**

***Readers Note:** This Plan contains targets for the provision of park and leisure areas. Many previous local plans had such targets in the past, but not all of them.*

Park and Leisure Areas are an important part of the Greenspace Network that provide places for formal and informal, active and passive recreational activities, and address land requirements for recreation and leisure programming. Park and leisure areas can be in City or other public ownership. Due to their diversity in size, they are not specifically designated on a schedule, but are identified in Community Design Plans.

Park and Leisure Areas, including playgrounds, neighbourhood parks, and community sport fields, provide people with the greatest and most immediate contact with the open spaces of our community. They contribute to the quality of life. In order to meet community needs, Park and Leisure Areas should:

- Be accessible;
  - Be of sufficient size, shape, and quantity;
  - Contain landscape amenities; and
  - Be equitably distributed and well integrated with the community.
1. The boundaries of Park and Leisure Areas will be delineated on such plans as Community Design Plans and plans of subdivision.

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### Components of an Integrated Recreation and Community Service Plan

A Parks & Leisure Area Strategy which could address such aspects as:

- the refinement and application of a hierarchical park system;
- how to meet the recreational needs of residents by providing active and passive parkland with a variety of recreational and cultural facilities identified in City studies;
- the means to secure interest in land, including acquisition, lease, etc. to meet the demand for park and leisure areas;
- how to provide a wide range of leisure opportunities that meet the diverse interest of all residents;
- acquisition strategies as it related to community development;
- the land's function, role and relationship to other park, open space and environmental lands in the Greenspace Network, and in the community;
- coordination with other plans and studies such as the Facilities Needs Study.

**A Facility Needs Study:** A three phase study to assess the current supply of recreation, arts, heritage, child care and library facilities across the city and to identify facility service gaps, to determine the highest priority needs and develop a strategy for providing these facilities in the future.

2. Recreational needs will be met by providing active and passive parkland with a variety of recreational and cultural facilities through such means as:
  - a. Developing a hierarchy of well linked and adequately distributed parks and recreational facilities;
  - b. Developing parkland and leisure facilities based on documented needs of individual neighbourhoods, communities, districts and the City as a whole; and
  - c. Securing interest in a diversity of lands through the land development process or other means such as: shared use agreements, leases, covenants, and donation.
3. A Parks and Leisure Area Strategy will be prepared by the City to fulfil the above.
4. Park and Leisure Area opportunities will be maximised and connectivity of the Greenspace Network enhanced through such means as:
  - a. Developing parks and open spaces in conjunction with other facilities such as schools, and other institutional lands, federal open spaces, stormwater management facilities, public lands and private lands; and
  - b. Reviewing the management, acquisition and divestment of municipally owned lands, infrastructure or utilities.
5. To the greatest extent possible, the City will continue to secure park and leisure areas and overall community open

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space, in new urban growth areas and villages to meet the following targets:

Overall publicly-owned Park and Leisure Areas in new urban growth areas and villages:

- Minimum average 2.0 ha/ 1000 population (or approximately 8% to 10% of developable land)

Overall Open Space in new urban growth areas and Villages:

- 4.0 ha/ 1000 population (or approximately 16–20 % of overall gross community area) to include publicly-owned Park and Leisure Areas above and such lands as: stormwater management areas; hazard lands; environmental lands, Major Open Space, recreational pathway corridors; conservation lands; infrastructure and utility corridors; and other lands in public or institutional ownership such as; school grounds; provincial parks; conservation authority lands; NCC parks and parkways; publicly accessible Greenbelt and federal employment campus lands; and lands dedicated for public access such as those owned by land trusts.
6. To the greatest extent possible, Park and Leisure Areas in new growth areas and Villages will be secured to meet the overall targets established in this Plan. Where the quantity of land falls short of these targets, the City will seek various means to enhance Park and Leisure Areas. This may include securing land through acquisition, lease, and/or improving the quality of the existing Parks and

Leisure Areas and facilities to improve the carrying capacity and the ability to meet the community's needs.

7. Through Park and Leisure Area Strategies, the City will refine these overall targets to reflect the particular characteristics of a community based on the type and mix of parks, and other lands that contribute to open space, existing natural and cultural features, demographic mix, accessibility of other institutional lands and relationship to the overall Greenspace Network.
8. The City will plan, design, develop and promote the establishment of Community, Neighbourhood and Sub-neighbourhood level park and leisure areas in all communities as defined in such plans and strategies as a Park and Leisure Areas Strategy or a Community Design Plan.
9. Park and leisure areas will be acquired by the City through the parkland dedication provisions of the Planning Act, as amended from time to time, in a way that meets community park and leisure requirements. Where the lands to be dedicated are not the right kind of land, or are not located in the best place, or where open space and parkland targets have already been met, the City may require a cash-in-lieu payment of the parkland dedication that shall be used for the acquisition of parkland and /or the development of recreational facilities.

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**Table 9.1 Example of the range of Park and Leisure Areas within the City of Ottawa**

- a. City or capital level parks and leisure areas and facilities are city-wide, regional or nationally significant destinations that meet the needs of residents and are of potential interest to visitors, such as fair and festival grounds, waterfront open spaces, etc. These facilities are often associated with major cultural, historic, recreational education or leisure activities and or have natural or historic features. They range greatly in size and in types of access.
- b. Community level parks and leisure areas and facilities serve more than one neighbourhood, but are not intended to serve the city as a whole, such as: swimming pools, arenas, major sportsfields and community centres. These facilities shall generally be sited on parcels 10 hectares in size or smaller, have good transportation access and transit services via adjacent arterial and collector roadways and provide adequate parking, to meet the anticipated demand.
- c. Neighbourhood level parks and leisure areas and facilities serve primarily the immediate neighbourhood, such as small parks, minor sportsfields, outdoor rinks, tennis courts and small community centres. The sites may vary in size, but are generally smaller than those required for Community Level leisure facilities. Adjacent collector and local roads should provide good vehicular, cycle and pedestrian access and, with minimal parking requirements.
- d. Sub-Neighbourhood level parks and leisure areas and facilities are primarily small landscaped areas that serve the adjacent neighbourhood, such as pocket parks, which are characterized by play equipment and quiet seating areas. The sites may vary in size, but are generally smaller than the sites required for neighbourhood level facilities, and are easily accessible by foot from local roads and pathways.
- e. Various specialized parks and leisure areas and facilities including linear parks, urban squares, and community woodlots that serve a particular function in the community and /or have unique natural, historic or cultural attributes. The size, shape, street frontage, and terrain are based on their unique attributes and characteristics.

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### **9.3.3 OTHER OPEN SPACE**

The urban area, villages and the Ottawa and Rideau River shorelines feature many important open spaces and recreation areas that are not publicly owned. These Other Open Spaces provide a diverse range of uses and activities to appreciate the natural environment, the scenic character, cultural heritage, and recreational opportunities of the city. The size and character of these areas help structure urban form, have significant impacts on the surrounding community, and contribute to the continuity of the Greenspace Network in the urban and rural area. Other Open Space Areas include such uses as school grounds, golf courses, cemeteries, marinas, commercial park, exhibition and fair grounds, beaches and campgrounds.

These Other Open Spaces have a strong relationship to public lands identified as Major Open Space, Parks and Leisure Areas, River Corridor, Major Recreational Pathways, Scenic and Entry Routes and environmental lands. While the City's interest in these lands does not imply free and clear public access, it is important that these lands are not lost to other uses.

1. As the open spaces associated with these uses is accessory in nature and solely an extension of the principal use, they will be zoned as part of the principal use.
2. Upon application for a change in zoning, the City will consider opportunities for continued public access and use and the contribution of these lands in the context of the

surrounding community, relationship to nearby environmental lands, and relationship to River Corridor, Major Open Space and Parks and Leisure Areas, Major Recreational Pathways, Scenic and Entry Routes polices, and the overall Greenspace Network vision of this Plan.

## 9.4 Public Pathways and Connections

Public Pathways and Connections are the publicly accessible connections that make greenspaces into a network. They contribute to a complete greenspace experience and to the overall integrity of the network. They also enhance the accessibility of the Greenspace Network to the places where we live, work and recreate in our communities.

### **9.4.1 MAJOR RECREATIONAL PATHWAYS**

Major Recreational Pathways provide space for the safe enjoyment of pedestrians, cyclists, and other non-motorized users. They are the primary routes of a system that links communities as well as major tourist, recreation, cultural heritage and natural environmental features, open spaces, and destinations in the urban and rural areas. Most Major Recreational Pathways are off-road. Where they are not part of larger parks and open spaces, they are intended to be in corridors that form part of the Greenspace Network and enhance the continuity of the open space experience and natural environmental functions. This system is based on the

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1994 study, *Integrated Network of Recreational Pathways for the National Capital Region*, as updated from time to time.

1. Major Recreational Pathways are designated on Schedule (to be determined) subject to the application of Policy 2 below.
2. An amendment to this Plan is not required for revisions to the system as shown on Schedule (to be determined) provided that the continuity of the network is maintained in the same general location and accessing the same destinations.
3. The City will protect and enhance the system by placing conditions on the approval of development proposals in and adjacent to the designated corridors to ensure continuity of the Major Recreational Pathway within a green and open corridor.
4. When the City is constructing or rehabilitating roads, the Transitway or other infrastructure adjacent to a Recreational Pathway identified on Schedule E, that part of the pathway or a link to the pathway will also be constructed.
5. The continuity of national, provincial and locally significant trail systems such as the Trans-Canada Trail, the Trillium Trail and the Rideau Trail will be supported by the City when reviewing and approving development proposals or providing infrastructure.
6. Recreational Pathways will be constructed, operated and maintained for the safety and convenience of all users, through means such as the provision of alternative routes to enable users to avoid isolated or unlighted areas.
7. The City recognises that some Recreational Pathways may be in corridors reserved for other uses such as utilities or transportation. Development of a Recreational Pathway within such a corridor will not compromise the long-term potential for these other uses. Opportunities to ensure compatibility will be addressed in the design and implementation of the pathway and of the primary use within the corridor.
8. The City will work in partnership with the National Capital Commission, adjacent municipalities, other agencies, and appropriate interest groups, to provide for the extension, continuity and standardisation of the Recreational Pathways by updating and implementing the *Integrated Network of Recreational Pathways for the National Capital Region*.
9. The opportunities to provide recreational pathways and refine their location and requirements will be included as an objective in studies for neighbourhood, community and city-wide recreational pathways, open space and leisure areas, as well as Watershed and Subwatershed plans and Community Design Plans.

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### **9.4.2 PUBLIC ACCESS ALONG RIVERS**

Ottawa's defining natural features are its rivers. The Ottawa River, the Rideau River and their tributaries have historically determined the location of communities and continue to define their boundaries. In the past, the Ottawa River served as the principal highway into the Canadian Shield for aboriginal people, explorers, loggers and settlers. Its cultural heritage and natural environment resources and its recreational opportunities contribute to the tourism potential for the communities along its shore. The Rideau Canal and River is a national historic site and navigable historic waterway. Its value lies in the combination of historic engineering works and buildings, open spaces, natural features, the canal itself, and adjacent diverse landscapes, which together constitute a cultural heritage resource of outstanding national significance.

The City will ensure that rivers and shorelines remain accessible and that the river landscape is maintained and improved, in terms of its cultural heritage and natural environment elements, scenic quality, and recreation and economic benefits. At the same time, the Plan aims to minimise the impact from new development and reduce the impact from existing development on the water quality and on aquatic and shoreline habitats.

1. Where development proposals abut watercourses, the proponent will be encouraged to transfer the hazardous areas (such as flood plain lands, and steep or unstable slopes) along rivers and creeks, with sufficient lands for

environmental land management, to the City, the relevant Conservation Authority or other public agency. These areas will not be considered part of the public parkland dedication under the *Planning Act*.

2. The City will secure public access to the shoreline along the entire length of the Ottawa River, Rideau River and Rideau Canal and along the Jock, Carp and Mississippi Rivers and Mosquito, Cardinal, Sawmill, Bearbrook, McKinnon, Shaw, Poole, Feedmill and Stevens Creeks (and other waterways if identified as requiring access in an approved subwatershed plan) in the following ways:
  - a. When reviewing development proposals for land abutting the shoreline:
    - i. Require that lands dedicated for public purposes be located at the shoreline (or adjacent to a buffer area of hazardous areas that have been transferred to a public agency) and be accessible from a public road unless there are compelling reasons to the contrary. When acquired, these lands will be subject to the policies for Major Open Space in this Section;
    - ii. Ensure opportunities for a continuous public pathway be reserved along each shoreline in urban area and Villages. Such opportunity may be secured through: public ownership, conservation easements, public land trust, restrictive covenants, bonusing or other means deemed appropriate on a site-by-site basis. A possible location for such

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- opportunities is in the setbacks required along watercourses.
- b. Retain opened and unopened road allowances to maintain the potential for public access to the shoreline, unless a suitable alternative access exists in the same general area;
  - c. When designing bridges or public works, such as stormwater management facilities, at the shoreline, or providing input on those designed by other public bodies, provide public access to the shoreline; and
  - d. When applying the above policies, consider such issues as proximity to residential development, quality of the shoreline, and the water, ease of access, traditional use patterns, views, natural and cultural heritage features, potential for expansion and future development and relationship to other parks, open space and publicly accessible lands.
3. For development proposals along other watercourses in urban areas, and Villages, the proponent will be encouraged to dedicate lands for public purposes at the shoreline (or adjacent to a buffer area of hazard lands that have been transferred to a public agency).
  4. Where existing development or sensitive environmental areas separate two or more areas of accessible shoreline, and there is no opportunity or it is environmentally inappropriate to provide public access, the City will identify alternative linkages back from the shoreline to maintain a continuity of public access.
  5. Where public access is not possible, the City will encourage the continuity of land management for natural and cultural values through such means as promotion, education, and management agreements among private landowners and agencies such as the Conservation Authority, Parks Canada, and the City.
  6. The City will protect and conserve the natural environment and cultural heritage resources, the scenic value and the recreational potential of the Ottawa River, Rideau River and Rideau Canal by:
    - a. Reviewing development applications within these river corridors to ensure that the visual quality of the waterway and from the waterway, as well as the natural and cultural features are evaluated and enhanced and in this regard any proposed building, structure or street will be required to comply with the General Design Criteria set out in Section 3.2 of this Plan;
    - b. Prohibiting pits and quarries along the Ottawa and Rideau Rivers;
    - c. Prohibiting land uses that could impair the scenic quality, the natural environment features, or recreational value of the river corridor, such as commercial or industrial uses with outside storage or

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large paved areas, or those which produce noise, fumes and dust;

- d. Notwithstanding policy c) above, permit infrastructure associated with wastewater treatment and water supply along the Ottawa and Rideau Rivers; and
  - e. Permitting tourism, recreation and cultural uses that enhance public use and access to the shoreline if they are not prohibited by the underlying designation.
7. In co-operation with the Rideau Valley Conservation Authority and other agencies, the City will investigate opportunities such as management agreements, stewardship initiatives, conservation easements, financial incentives, and public education to meet the objectives of this Section.
8. The City will develop plans and implementation strategies in co-ordination with the National Capital Commission, Parks Canada, Conservation Authorities and other parties for a continuous public access along the shoreline connecting parcels of Major Open Space. Any decision to acquire land to link Major Open Space will be made within the context of such a plan, once completed, and be supported by a strategy identifying responsibilities for its development and maintenance. Until such a plan is completed, Council may acquire lands deemed necessary to fulfill these policies.

### **9.4.3 SCENIC AND ENTRY ROUTES**

Ottawa is known for its scenic parkways and driveways. Scenic and Entry Routes form a network that links major tourist, recreation, heritage and natural environment destinations in and beyond Ottawa. Some of them follow historic routes; others follow rivers. Sensitive treatment and promotion of Scenic and Entry Routes can provide economic benefits to adjacent communities through tourism. Scenic and Entry Routes include highways, arterial roads, parkways, driveways, secondary roads, and streets in the urban and rural area. This system of Scenic and Entry Routes is under various jurisdictions and is part of an inter-provincial network, including the Outaouais, that creates an integrated National Capital Region experience.

Scenic Routes are to be enjoyed by a variety of modes including bus, bike, and in many areas of the network in urban areas and villages, by foot. Entry Routes are the principal roads used by visitors and business travellers to arrive to Ottawa and the National Capital Region. Signage and development along these roads must orient travellers, provide direction to attractions and destinations and create a favourable first impression of Ottawa.

1. Scenic Routes and Entry Routes are designated on Schedule E.
2. Guidelines for Scenic Routes and Entry Routes that elaborate on the more general *Design Guidelines for*

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*Regional Road Corridors* as updated from time to time will be developed and implemented by Council. While respecting the primary function of the road, the guidelines will promote:

- a. The creation of a safe and attractive environment for travellers including, where appropriate, such amenities as lay-bys, scenic lookouts, and roadside vegetation;
  - b. The provision of information and directional signs to important urban and rural cultural, heritage, environmental and tourism destinations;
  - c. The appropriate use of mitigation measures, such as streetscaping, noise attenuation walls, street lighting, and roadside vegetation;
  - d. Any other items considered by Council.
3. Development proposals adjacent to Scenic Routes will:
- a. Identify locations for elements such as orientation maps, special signage and lay-bys for tourists;
  - b. Coordinate or locate such elements as planting, pathways or grading on adjacent lands when the existing or protected right-of-way is insufficient to fulfill the requirements;
  - c. Evaluate the design compatibility of adjacent developments and the protection of views to features and roadside vegetation along and beyond the right-of-way; and

- d. Assess the appropriateness of site features and proposed mitigation measures, such as building orientation, outside storage, access and egress, landscaping, noise attenuation walls and street lighting and signage.

### 9.5 Landscape Heritage

Landscape heritage may include geomorphic, geological and other landform features that are distinctive in Ottawa or are provincially significant Earth Science Areas of Natural and Scientific Interest. An example of such features is the escarpments in the Orléans and Cumberland area which have been preserved from quarrying and development, and which form a major area landmark.

1. The City will maintain a publicly accessible record of locally and provincially significant landscape heritage features.
2. Geomorphic, Geological and Landform Features may be identified and protected through zoning regulations.
3. When reviewing development proposals or when designing or reviewing public works, the City will ensure that the educational, scientific and landscape value of the Geomorphic, Geological and Landform Features will not be impaired. Only permitted development that is sympathetic to the unique characteristic of the resource, its setting and its interpretation value shall be considered.

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4. The City will encourage the protection of other significant landform features, such as rock outcrops, escarpments, knolls, valley or other features identified in such studies as Provincial ANSI studies, sub-watershed studies, community design plans, park and open space studies, where they would contribute to the landscape character of an area or development.
5. When considering subdivision or site plan applications the City shall ensure the protection of landscape heritage features by encouraging owners or developers to implement such measures as:
  - a. Selective grading to minimise topographic change,
  - b. Orienting buildings and roads parallel to topographic contours,
  - c. Setting back development from the bottom and top of steep slopes,
  - d. Flexible setbacks, and
  - e. Road layouts and right-of-way requirements.

### 9.6 Natural Environment Protection

Protection of the natural environment relies on protection of natural areas, features and functions through specific designations and the application of sound environmental principles and design approaches in areas undergoing some development. These two types of policy combine to protect natural areas, maintain and enhance linkages such as streams and woodland corridors, and sustain ecological processes such

as groundwater recharge and wildlife movement across the rural and urban areas of the city.

Protection of important natural environment areas and environmental features is also one of the basic building blocks of the Greenspace Network. These areas support the core environmental functions of the Greenway by providing habitat, sustaining biodiversity and, in the case of publicly owned and accessible land, destinations providing passive and environmentally sustainable recreation.

#### **9.6.1 ENVIRONMENTAL DESIGNATIONS**

Significant environmental areas generally exhibit some combination of the following values at the provincial or City scale in a rural or urban context:

- A high level of natural community or species diversity;
- Representative examples of large, high-quality vegetative communities;
- Rare or uncommon vegetative communities;
- Endangered, threatened, vulnerable and other rare species;
- Significant habitat for seasonal wildlife concentrations and fish habitat;
- Important hydrological features.

Natural areas have been placed in five categories based on provincial policy, relative significance as established through a variety of natural area evaluations, and the rural or urban

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context of the area. This is summarized below and in Table 9.2.

### **9.6.1.1 Significant Wetlands**

Wetlands include lands that are seasonally or permanently covered by shallow water as well as lands where the water table is close to, or at the surface. The four major categories of wetlands are swamps, marshes, bogs, and fens. Wetlands control and store surface water to assist in flood control, act as sediment traps to improve water quality, and provide habitat for a wide variety of plant and animal species.

The Ministry of Natural Resources has developed a system that evaluates the biological, social, hydrological and special features of wetlands to determine their relative significance in Ontario and has identified certain areas as Significant Wetlands south and east of the Canadian Shield. In this Plan, references to significant wetlands means as defined by the Ministry.

### **9.6.1.2 Natural Environment Areas A**

Natural Environment areas A have been assessed as having high significance in the City of Ottawa. The intrusion of development will pose a severe risk to their continued health, and the achievement of the City's objectives will require long-term management, restoration and enhancement. They also include significant natural areas where continued public acquisition will lead to the consolidation of lands already in public ownership. Finally, the designation includes other

natural areas of high significance which are currently in public ownership and managed for protection of natural environment values.

### **9.6.1.3 Natural Environment Areas B**

Natural Environment Areas B have a high level of environmental significance based on Provincial Evaluations or City-wide assessments. These areas include significant wetlands (Class 1-3) and related complexes on the Canadian Shield as evaluated by the Province. They also may be Provincially Significant Areas of Natural and Scientific Interest (Life Science) or a component of the National Capital Greenbelt natural system, as well as additional areas that have been assessed as acting as corridors or links between other significant areas.

### **9.6.1.4 Urban Natural Features**

Urban Natural Features are natural areas falling within the urban boundary. They have been either 1) assessed through a comprehensive or area specific study as having environmental value worthy of protection within an urban context, or 2) are areas currently in public ownership and managed for conservation. Additional areas will be included in this designation through completion of a comprehensive evaluation and comparison of urban natural areas.

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### **9.6.1.5 General Rural (Natural Feature) Area**

General Rural (Natural Feature) Areas are located within the General Rural Area of the City of Ottawa. They are natural areas, some of which are quite large, that contain significant woodlands, wetlands, and wildlife habitat within broader forested or natural landscapes. These areas have been identified through a systematic review of the larger remaining natural areas in the city and where these areas are found outside of the urban area boundary in areas which could otherwise be subject to some form of rural development, they have been designated as General Rural (Natural Feature) Area. Those areas supporting significant natural environment features and functions will be protected, while recognizing that, subject to further study and definition of significant features and functions, some forms of rural development may be appropriate in some areas.

### **9.6.1.6 Additional Policies for Environmental Designations**

1. Minor revisions to boundaries, through more detailed studies are permitted without amendment to this Plan (consultation with the Province required for wetlands and ANSIs).
2. A single detached dwelling and accessory buildings are permitted on each lot existing and fronting on a public road that is maintained year-round, if permitted in a zoning by-law. Approval authorities should ensure that new

dwellings and buildings, including individual on-site sewage systems, are located outside of the significant feature and that disturbance of the natural features is minimized. This will be accomplished through preparation of a scoped EIS.

3. Any building, structure or street proposed to be developed in an environmental designation will comply with the General Design Criteria set out in Section 3.2 of this Plan.
4. Forestry uses pursuant to the Forestry Act are permitted and established agricultural uses ongoing at the time of adoption of this Plan may continue.
5. Public use and access is not permitted on private lands in environmental designations without consent of the landowner.

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**Table 9.2 Natural Environment Designations**

<b>Designation</b>	<b>Lot Creation Potential</b>	<b>Activities Permitted</b>	<b>Public Acquisition</b>	<b>Adjacent Land Provisions (must demonstrate that proposed development will not have an adverse impact on the significant features and functions of the designated area)</b>
Significant Wetland	No lot creation permitted	Generally, uses that do not adversely affect the natural characteristics of the landscape such as open space, conservation, or passive recreation. Development and site alteration are not permitted	Acquisition not contemplated	Environmental Impact Statement required for development within 120 metres (30 metres for severances or minor development)
Natural Environment Area A	No lot creation permitted	Generally, uses that do not adversely affect the natural characteristics of the landscape such as open space, conservation, or passive recreation	Council may consider acquisition from time to time.	Environmental Impact Statement required for development within 50 metres (30 metres for severances or minor development)
Natural Environment Area B	Lot Creation for residential use in accordance with General Rural Policies but subject to an EIS which must demonstrate that there is no adverse impact on significant ecological features and functions	Generally, uses that do not adversely affect the natural characteristics of the landscape such as open space, conservation, or passive recreation Limited residential uses as permitted in the general rural area subject to an EIS which demonstrates no adverse impact on significant features and functions	Council may consider acquisition from time to time.	Environmental Impact Statement required for development within 50 metres (30 metres for severances or minor development)
Urban Environmental Feature	No lot creation permitted	Generally, uses that do not adversely affect the natural characteristics of the landscape such as open space, conservation, or passive recreation	Council may consider acquisition from time to time.	Environmental Impact Statement required for development within 30 metres on directly abutting properties
General Rural (Natural Feature) Area	Lot creation permitted in General Rural Area is permitted subject to an EIS which demonstrates no adverse impact on significant features and functions	Generally, uses that do not adversely affect the natural characteristics of the landscape such as open space, conservation, or passive recreation Uses permitted in the general rural area subject to an EIS which demonstrates no adverse impact on significant ecological features and functions.	Council may consider acquisition from time to time.	No specific adjacent land provisions but boundary interpretation required as per policy 9.6.1.6.

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### 9.6.1.7 Environmental Impact Statement

In the City of Ottawa, Environmental Impact Statements will be used to assess development adjacent to or, in some cases, within, different environmental designations. These requirements are listed in Table 9.2.

There are three general types of Environmental Impact Statements

- Comprehensive impact studies in support of large-scale planning studies, such as watershed studies, which are generally completed by the municipality or other public agency;
- Full site impact studies to assess the effects of large-scale development proposals, such as a subdivision proposal, which are prepared by the proponent but reviewed and approved by the municipality
- Scoped site impact studies to assess the potential impacts of minor development proposals, such as single lot severances, where impacts would be minor. A scoped impact study can be as simple as a checklist of matters to be addressed as part of the application process that can be completed by the applicant. Scoped site studies may also be appropriate to address the potential impacts of larger proposals if more detailed studies, such as a comprehensive impact study, are available.

Environmental Impact Statements will include:

1. A map identifying the location and extent of the feature and a description of the environmental values within the environmental feature or designation which could potentially be adversely effected by the proposed development;
2. A description of the proposed development;
3. a description of the impacts on the environmental feature that might reasonably be expected to result from the proposed development;
4. A description of the actions that may be reasonably required to prevent, change, minimize or mitigate impacts on the environmental feature as a result of the proposed development, including the identification of opportunities for ecological restoration, enhancement and long term conservation of the feature;
5. An assessment of the impact on wildlife as per Section 9.8.3; and
6. A monitoring plan aimed to ensure that the mitigation measures are functioning as intended, and that they address requirements for all stages of development and beyond.

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### 9.7 Watershed and Subwatershed Planning

One of the key ways in which additional environmental protection measures are developed in more detail, including more precise definition of designated areas and more detailed development guidelines, is through watershed/subwatershed planning.

Watershed/subwatershed planning is an integrated, ecosystem approach to land use planning using the boundaries of a watershed. It attempts to balance environmental protection, conservation and restoration with development and land use practices to ensure long-term ecological sustainability of the watershed and its significant natural resources.

*A **watershed**, also known as a catchments or basin, is the land drained by a river and its tributaries. It is separated from adjacent watersheds by a land ridge or divide. A **subwatershed** is the land area that drains to a single tributary of a major river (e.g. Poole Creek).*

The environmental features and functions of the watershed, such as the creek system, groundwater resources and the aquatic and terrestrial (woodlands, wetlands) habitats, are investigated in order to determine:

- The existing state of the natural environment within the watershed;
- The significant natural features and linkages within the watershed that need to be conserved;
- The potential impacts of existing and future land use activities;
- Measures or activities can be implemented to effectively address these impacts;
- The opportunities to restore and enhance the natural system and promote compatible uses.

Priorities will identify the need for watershed and subwatershed planning studies based on such factors as the environmental condition and health of the creek and natural system, development pressure or changing land use activities and community support. The recommendation of the watershed and subwatershed plans will be implemented through this Plan or other appropriate mechanisms by the City and other parties.

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**Table 9.3 Hierarchical Approach to Watershed Planning**

Plan	Scope	Co-ordination and participation:
Watershed Plan	Broad issues that affect the large watershed area. Usually undertaken to support a comprehensive official plan or amendment a addresses general watershed wide objectives, identification of significant features and functions, and direction for sub-watershed planning priorities and needs	Conservation Authorities co-ordinate in accordance with priorities established jointly with City. Study is a joint effort (City, CA, Provincial Ministries and other private and public interests as may be required). Approval is the responsibility of the City of Ottawa.
Sub-watershed Plan	Greater depth for small drainage areas within the watershed. Sub-watershed plans will be required for new development areas, or subdivisions in locations which are largely undeveloped Will be used to guide planning decisions at a community design plan scale by providing moiré specific direction for protection of the natural environment system within the sub-watershed, surface water quality, treatment of creek corridors, and conceptual approaches to development issues in the area such as storm water management and natural area buffers, and opportunities for restoration and enhancement	City of Ottawa co-ordinates but study is a joint effort. (City, CA, Provincial Ministries and other private and public interests as may be required). Approval is the responsibility of the City of Ottawa.
Environmental Management Plan	Specific environmental and stormwater management requirements for several development sites within a subwatershed. Include details such as: <ol style="list-style-type: none"> <li>1. Delineation/confirmation of creek corridor width.</li> <li>2. Specific mitigation measures to ensure protection of significant features identified for preservation at the subwatershed level.</li> <li>3. Conceptual/functional design of stormwater management facilities and creek corridor restoration and enhancement.               <ol style="list-style-type: none"> <li>a. Approve Environmental Management Plans.</li> <li>b. Recommendations from Environmental Management Plans will be implemented largely through development approval conditions and stormwater site management plans.</li> </ol> </li> </ol>	<i>City of Ottawa in cooperation with Conservation Authorities, landowners, community stakeholders. Approval is the responsibility of the City of Ottawa.</i>
Stormwater Site Management Plan	Prepared for individual development parcels based on the recommendations of higher level plans. Where higher level plans do not exist, Council shall ensure that: <ol style="list-style-type: none"> <li>a. Watercourse flows are not altered in a way that would increase the risk of downstream flooding or channel erosion;</li> <li>b. Base flow in the watercourse is not reduced;</li> <li>c. The quality of water which supports aquatic life and fish habitat is not adversely affected;</li> <li>d. Natural habitat linkages that are located in or traverse the site are maintained or enhanced;</li> <li>e. Groundwater is not negatively impacted.</li> </ol>	Undertaken by proponent of plan of subdivision. Approval is the responsibility of the City of Ottawa.

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### 9.8 Natural Environment - General Policies

Preservation of environmental quality relies on more than simply protecting specific features and areas. Ongoing environmentally sound development practices that incorporate environmental objectives into all planning and development activities and decisions are also important. These policies address general objectives which apply equally across the city and include:

- Increasing forest cover across the city;
- Maintaining and improving water quality;
- Maintaining base flows and reducing peak flows in surface water;
- Protecting and improving the natural habitat along and within stream corridors;
- Identifying and protecting significant hydrological areas such as springs, recharge areas and headwater wetlands; and
- Applying low-maintenance, natural solutions in resource management.

Taken together, they establish an integrated environmental approach whereby the consideration of environmental concerns is one of the foundations for site design and subdivision planning. This is a key component to the integrated review requirement outlined in this Plan.

These general policies also begin to define an approach of “Designing with Nature”. The City requires, where

appropriate, that development proposals incorporate methods of “Designing with Nature”, including ways to maintain and use the natural characteristics and features of a site and provide protection of adjacent natural areas.

#### **City Initiatives outside of the Official Plan - Tree strategy**

The City will work with Conservation Authorities, other organisations working with urban forestry or private land forestry, and the development community on a strategy to manage and protect the rural and urban forest. This will include:

- A review of current tree cutting bylaws and consideration of a bylaw regulating tree cutting under the provisions of the Municipal Act;
- Continuing to naturalize City owned open spaces (i.e., to increase the amount of urban forest);
- Revising and developing environmental and forest management plans for City owned forests;
- Develop guidelines for City owned property and rights of way that will outline tree replacement policies and corridor requirements during road design;
- Maintaining and increasing the urban forest inventory on City road rights-of-way; and
- Promoting the use of native species in public projects and private tree planting and land conservation plans, wherever appropriate.

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This consideration should precede decisions about the location of roads and other infrastructure. Details on Designing with Nature are included in the Section 3.2.4 of this Plan.

The City can also make a direct contribution to environmental quality through programs or regulations, which are not governed by the Planning Act or land use planning process. Initiatives related to stewardship, tree preservation on City projects, and tree cutting bylaws are examples.

### **9.8.1 PROTECTION OF VEGETATIVE COVER**

Currently, forest cover in woodlands (areas greater than 2 hectares) in Ottawa is approximately 28 percent, although this number varies widely depending on the area of the City. Forest cover will be monitored and targets to increase forest cover will be established through community design plans, sub-watershed plans, or other opportunities which allow analysis of forest cover and setting of objectives within a more specific geographic context (rural or urban, agricultural or forested landscape)

1. When considering plans of subdivision or site plans, applicants will be required to submit a tree retention/planting and land conservation plan that will:
  - a. Determine which stands of trees or individual trees warrant retention based on a preliminary assessment;

- b. For those trees or stands of trees being retained, outline measures for their protection during construction and over the long term;
  - c. Describe the area and nature of tree loss and compensation measures proposed;
  - d. Indicate tree planting or vegetative cover required to provide protection for stream courses or steep slopes and to improve the aesthetics of the urban or rural landscape;
  - e. Investigate the appropriateness of the use of native species in tree planting strategies; and
  - f. Provide a reference document for future residents on the importance and care of trees on their property.
2. When a subdivision or site plan application has been received within the urban area where the woodland is of a significant size and/or contains other environmental features or likely provides environmental functions that have not been evaluated through other studies or planning processes, then an Environmental Impact Statement as described in this Section will be required.
3. It is not possible to preserve the forest in all situations. Any loss of forest as a result of development should be offset by plantings and compensation elsewhere on the property, or, where on-site compensation is not practical, through contributions to forest enhancement or protection on alternate sites.

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### **9.8.2 PROTECTION OF SURFACE WATER RESOURCES AND EROSION PREVENTION**

1. Cover on Steep Slopes – When considering development proposals adjacent to steep slopes, wherever feasible, vegetative cover shall be maintained along the slope during and after construction. This is in addition to any other requirements for unstable slopes in Section 12.2 and shall be included as a condition of development approval.
2. Setback From Water – When considering development proposals (including buildings, structures, pavement, parking lots, and septic systems) adjacent to lakes, rivers and streams, all such structures and septic systems shall be set back a minimum of 30 metres from the normal high water mark as determined in consultation with the Conservation Authority, or, where there is a defined bank, 15 metres from the top of the bank, whichever is greater. Every effort will be made through development conditions and land stewardship programs and initiatives to preserve, enhance or establish appropriate (e.g. native) vegetative cover within setback areas along watercourses.

Exceptions to this setback will be considered if specific measures are provided in an approved watershed, sub-watershed or environmental management plans, or in the case of existing lots where, as a result of the size or location of the lot, other physical constraints, or nature of the proposed/existing use (e.g. Marinas) it is unreasonable or not possible to achieve the minimum setback distance.

In site-specific cases such as these, any proposed reduction will be evaluated using such factors as slope, natural vegetation and nature of the setback area, and the nature of the abutting waterbody and will require consultation with the appropriate Conservation Authority. Minimum setbacks may also be influenced by requirements related to flood plain and geotechnical considerations related to unstable slopes as outlined in this Section and the need to demonstrate that there will be no negative impacts on adjacent fish habitat.

3. Erosion Control – When considering development proposals, during construction, erosion on the site must be minimised through application of current standards and practices as documented in an erosion and sediment control plan, which is to be provided as a condition of approval and implemented through subdivision or site plan agreements.
4. Alteration to Waterway – As a general approach, natural watercourses will be maintained in their natural condition. If this is not feasible, any alteration of a natural watercourse shall be consistent with an approved sub-watershed plan, environmental management plan or a stormwater site management plan prepared in accordance with the provisions outlined in this Section, or, in the case of public projects, through a Class Environmental Assessment Watercourse alterations must meet any other applicable provincial and federal regulations, as amended from time to time, such as the Lakes and Rivers Improvement Act, Public Lands Act and Fisheries Act and

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may require written approval from the Conservation Authority under the Fill, Construction and Alteration to Waterways Regulation.

### **GOOD LAND MANAGEMENT PRACTICES**

In support of the policies of this Plan, the City will:

- Support initiatives of the Ministry of Agriculture, Food and Rural Affairs, other provincial ministries, farming organisations, local municipalities, Conservation Authorities and others, which encourage sound agricultural land management and soil conservation practices and other measures that minimise or eliminate the amount of pesticides, nutrients, silt and other contaminants that can enter ground and surface water systems of Ottawa;
- Investigate means to control land alteration in significant wetlands and natural areas, and the removal of top soil and peat extraction, by applying the provisions of the *Top Soil Preservation Act*, the *Conservation Authority Act*, or the *Municipal Act* as amended from time to time, in partnership with the Conservation Authorities.;
- When reviewing its own practices, serve as a model and ensure that the development of its properties and the provision of its infrastructure take advantage of opportunities to design with nature, where appropriate; and
- Initiate an annual recognition program to recognise innovative projects that design with nature.

5. Protection of Fish Habitat - Development will not generally alter, disrupt or destroy fish habitat, and will respect the no

net loss of productive capacity of fish habitat policy as required in the *Fisheries Act*. Fish habitat refers to those areas on which fish depend directly or indirectly to carry out their life processes, such as spawning grounds, nursery and rearing areas, and those areas that supply food or allow migration. Development proposals shall be required to demonstrate that they will not have a negative impact when fish habitat is on or in the vicinity of a site. In the event that a negative impact is unavoidable, the proposal must be reviewed and authorized by the Federal Department of Fisheries and Oceans, who may or may not, under the Federal *Fisheries Act*, authorize the work depending on development circumstances and type of habitat.

### **9.8.3 WILDLIFE**

Critical wildlife habitat areas are protected through the various environmental designations in the Resource Protection section.

1. When an Environmental Impact Statement or Wetland Impact Statement is prepared, the issue of wildlife habitat and potential impacts will be dealt with explicitly during the assessment of the suitability of the site for development, and the basic proposed development pattern.

However, as development occurs on approved development sites, it is also important to minimize any impact on local wildlife populations.

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2. The City shall require, as part of integrated environmental review, a description in the preliminary tree saving plan of potential for conflict with wildlife on a development site, and a description of measures such as the timing and staging of site preparation that will be used to minimize impact on local wildlife breeding or using the site on a regular basis.

### Urban Wildlife

*The City, in partnership with others, will actively encourage research, public education and awareness program to generate understanding and appreciation for urban wildlife and their needs and to promote a harmonious coexistence between urban residents and wildlife.*

Endangered and threatened species are those species either listed under the regulations of the *Ontario Endangered Species Act* or are considered by the provincial government to be at risk of becoming endangered through all or a portion of its Ontario range.

3. The City will, when considering development proposals, notwithstanding any policies elsewhere in this Plan, not permit development or site alteration in significant portions of endangered and threatened species habitat as identified by the Ministry of Natural Resources. Development and site alterations on lands adjacent to the significant portions of the habitat of endangered and threatened species may be considered if it has been demonstrated that there will be no negative impact on the natural features or on the ecological functions for which the area is identified.

### SUPPORT FOR STEWARDSHIP

Ways that the City can support private landowners, in co-operation with the Conservation Authorities, to manage property to maintain or enhance environmental values include:

- a) Encouraging publicly-funded programs, such as reforestation and stream improvement, to focus on measures which enhance the natural environment system including:
  - i. Increasing connectivity between natural habitat areas;
  - ii. Increasing native vegetative cover within and around environmental policy areas; and
  - iii. Increasing vegetative cover on steep slopes or adjacent to watercourses.
- b) Encouraging initiatives in the agricultural community to develop environmental farm plans and other programs to support farming practices that maintain or enhance environmental quality;
- c) Making available any information to landowners on natural values;
- d) Pursuing opportunities to combine education and communication on natural values with other City activities.

The City will continue to develop incentive programs to support private land stewardship, including the rural clean water program, and rural reforestation programs.

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### **9.8.4 PROTECTION OF GROUNDWATER RESOURCES**

*Reader's Note: Once the Groundwater Management Strategy has been completed, the intent is to apply the following policies.*

Groundwater plays an important natural resource function. It also has an important economic resource function in Ottawa for such uses as potable water supply, watering of golf courses, etc.

1. A Groundwater Impact Statement will be required when considering a land use change where the City has identified that the lands play a role in the natural or economic functions of the groundwater resource.
2. Where monitoring and characterization of the groundwater resource has indicated degradation of the resource function, development may be restricted to such uses that are shown, through a Groundwater Impact Statement, not to have further impacts on the resource function.
3. Where monitoring and characterization of the groundwater resource has indicated that a significant resource function exists, development may be restricted to such uses that are shown, through a Groundwater Impact Statement, to protect the groundwater resource function.
4. Conditions related to the installation of water supply and septic disposal systems may be applied to the approval of subdivisions pursuant to the results of a Groundwater

Impact Statement where special requirements for protection of the groundwater functions have been indicated.

### **Groundwater Management Strategy**

A Groundwater Management strategy is under development, to define the City's role in managing this important natural resource. It will address, but is not limited to, such matters as:

- Establishing roles and responsibilities in groundwater management;
- Reviewing all existing data sources pertaining to groundwater;
- Public education programs;
- Scientific groundwater monitoring;
- Land use strategies to protect groundwater; and
- Policies associated with well installation.

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### 10.0 Agricultural Resource Areas

*Readers Note: There is a Provincial Policy Statement that requires the City to protect prime agricultural land from development. The following policies provide this protection. They differ little from what was contained in the official plans from the former Region and rural municipalities. The agricultural lands designated on Schedules A and B are the same as the lands designated on the former Regional Official Plan.*

Farmland is a predominant land use in the city, occupying about 40% of all rural lands. Located on these extensive areas of good soil – totalling more than 120,000 hectares – are a mixture of cash crop and livestock farms producing agricultural products whose value in 2001 was over \$150 million. The approximately 1300 farmsteads in Ottawa also create economic activity for related businesses, such as agricultural supplies and equipment stores and processing plants for farm products.

Prime agricultural areas will be protected from loss of lands to other uses so that this natural resource of productive soil is available for future generations. This protection entails applying policies that strictly limit permitted land uses and lot creation on all lands identified as Agricultural Resource Areas. These lands are shown on Schedules A and B based on the LEAR evaluation system, the Ottawa-Carleton Land Evaluation and Area Review (January, 1997). LEAR uses four factors to determine the agricultural potential of land:

- Soil capability for agriculture (large areas predominantly of soils of Classes 1, 2 and 3);
- Land use (existing use of individual properties);
- Parcel size (size range for viable farm operations); and,
- The presence of conflicting land uses in the area (e.g. adjacent to village or residential uses).

Farm operators need to be assured that their investment in and commitment to agricultural production will not be adversely affected by conflicting land uses that are established in productive farming areas. For example, non-farm residences in agricultural areas may create problems for farmers such as unleashed dogs, increased traffic volumes conflicting with slow moving farm machinery or noxious weeds not being controlled. Conversely, non-farm households may find farm odours and noises objectionable. While it is recognized that there is a right to farm on farmlands, certain types of intensive livestock operations will be subject to a greater degree of regulation due to their potential impact on the land.

### 10.1 Permitted Land Uses

For those lands identified as Agricultural Resources on Schedules A and B to this Plan, the primary land use will be agriculture. Farm uses, in particular intensive livestock operations, must respect the provincial *Guide to Agricultural Land Use*, comply with any nutrient management by-law of the City and follow all applicable provincial regulations governing farm operations. Also permitted in this designation are similar soil or natural cover-based uses such as forestry and those

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activities related to the conservation or management of the natural environment.

Residential uses are allowed either as a farmhouse on an agricultural parcel of land or a detached dwelling on an existing lot fronting on a public road that is maintained year-round. Additional new housing is also permitted on a new lot severed as a farm retirement lot or when there is proven need on a farm property for new housing for full-time farm help. In general any detached second dwelling for farm help should be located on the same lot as the farmhouse and should take the form of a mobile home that can be removed once the farm help is no longer required. Should more than one farm help dwelling be required, the additional dwelling(s) must be in the form of a mobile home.

In addition to a house and accessory building, further secondary uses to the principal use of the property will be permitted provided they are compatible with, and will not adversely affect, surrounding agricultural operations. Secondary uses include home-based businesses, home industries, and uses that produce value-added agricultural products. Policies for generally permitted uses are found in Section 8.1 of this Plan.

In the Agricultural Resource Areas, pits, wayside pits and quarries and portable asphalt plants are permitted provided, if established on land that is of high capability for agriculture, they have a rehabilitation plan showing how the site will be rehabilitated for productive agricultural use. The policies of Section 11.0 Mineral Aggregate Resources shall apply.

Small areas of poor soils also exist within the larger prime agricultural areas. On such lands small-scale industrial and commercial uses that are directly related to agriculture may be established. These uses must be of the type that needs to locate close to farm operations, such as livestock assembly points, grain drying, storage for farm produce, and custom machinery operators. Furthermore, these uses shall not adversely affect agricultural operations in the general vicinity.

### 10.2 Farm Related Severances

#### **10.2.1 GENERAL SEVERANCE POLICIES**

1. Farm related severances in Agricultural Resource Areas will be permitted subject to the requirements stated in the following subsections 10.2.1 to 10.2.5. General criteria to be considered for all proposals to create a lot are:
  - a. There will be no adverse effect on agricultural operations in the surrounding area and the proposal complies with the Minimum Distance Separation formulae;
  - b. Where possible, the lot shall be located on land of low capability for agriculture;
  - c. The lot size shall be kept to a minimum and be regular in shape;
  - d. Private individual services are in accordance with Section 13.2; and

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- e. Additional access to an arterial road shall be created only when there is no reasonable alternative location for road access.
2. All severance applications shall include a farm data sheet that details the agricultural particulars of the request. This will assist the City in its review of the application. The City will require that any new lot created within Agricultural Resource Areas have a covenant on the deed stating that such lot is in an agricultural area and may therefore be subjected to noise, dust, odours and other activities associated with an agricultural area.
3. For the purposes of farm retirement lot qualification, a Farm Holding will consist of lands of a size required for a viable farm operation. In the case of a dairy, cattle or cash crop farming this will entail ownership of a total land holding of approximately 40 hectares (100 acres), be it one parcel of land or several non-abutting parcels. For other types of farming, such as market gardening, a lesser farm size may be considered.
4. For the purposes of creation of a lot for a new Farm Holding, the minimum lot size will generally be approximately 40 hectares for each of the severed and retained parcels. These minimum areas shall consist of usable agricultural land excluding extensive areas of rock, forest, steep slopes, wetlands and other such lands.

### **10.2.2 FARM RETIREMENT LOTS**

*Readers Note: The requirements for farm retirement lots have been clarified to indicate only one farm retirement lot per farm and to add further criteria as to who is a bona fide farmer and what constitutes a farm holding.*

1. A lot may be severed for farm retirement purposes for a qualified full-time bona fide farmer. Those persons who are part-time or hobby farmers shall not be entitled to a lot severance for retirement purposes. The rationale for the provisions of retirement lots is twofold: Firstly, it allows a farmer the opportunity to provide more fully for his or her retirement needs. Secondly, it allows for ease of ownership transfer of viable farm operations between farmers (often family).
2. The following criteria for a farm retirement lot severance must be met:
  - a. No retirement lot was previously severed from the Farm Holding since January 1, 1970;
  - b. A bona fide farmer is defined as someone who is at retirement age and whose primary occupation consists of working on a farm and has been involved in cropping and/or animal husbandry. The farmer shall own, operate and live on a farm, and shall be retiring or have recently retired from farming (in the last three years) at the time of the severance application, and have owned and operated for at least 20 years a farm

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that is wholly or substantially located in the City of Ottawa. His or her primary occupation is the operation of the farm where primary occupation is defined in terms of time spent farming and/or proportion of income derived from farming;

- c. Farmers who have started to farm in the City after January 1, 1994, would not qualify for a retirement lot. The intention is to gradually phase out the splitting of valuable farmland by the severance of small residential lots;
- d. The retirement lot should have a size range of 2000 m<sup>2</sup> to 4000 m<sup>2</sup>. A larger lot size may be permitted if deemed necessary or appropriate given servicing or physical features (e.g. drainage ditch location).

### **10.2.3 BOUNDARY LINE ADJUSTMENTS**

1. A severance may be granted for making boundary adjustments between farms, provided that no building lot is created and that both parcels are of sufficient size to be suitable for the types of agricultural uses in the area. Boundary line adjustments may also occur between a farm and a non-farm lot or between two non-farm lots subject to proper planning considerations.

### **10.2.4 FARM CONSOLIDATION - SURPLUS DWELLING**

1. Farm consolidation means the acquisition of additional farm parcels to be operated as one Farm Holding. A severance may be granted for the creation of a new lot on which a dwelling made surplus through farm consolidation is located. Where the property with the surplus house is abutting the main farm property, the recommended method of separation of the surplus house from the land is the use of a boundary line adjustment between the two properties since this avoids the creation of a new lot.
2. Where an application to sever a surplus dwelling is made for lands, whether they are abutting or contiguous to the main farm, the following requirements must be met to the City's satisfaction:
  - a. Demonstration that the need for severance of the surplus dwelling is a result of an expansion of an existing Farm Holding;
  - b. Applications will generally only be considered after purchase by the farm operator of the lands to be consolidated to avoid land speculation; and,
  - c. The vacant agricultural parcel so created is to be rezoned to prohibit any residential use.

### **10.2.5 NEW FARM HOLDING**

1. A severance may be granted for the creation of a new Farm Holding that will be used exclusively as an

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agricultural operation. The lot proposed to be created and the remaining parent parcel must be of appropriate sizes for the type of agricultural uses common in the city. Furthermore, the size should be sufficiently large to maintain flexibility for future changes in the type of agricultural operation.

### 10.3 Areas of Poor Soils

**Readers Note:** *In certain parts of the city, rural residential lot creation on pockets of poor land in the Agricultural Resource Area had previously been allowed. Severance for this type of development will not be permitted. Additional new non-farm related housing in farm areas goes against the long-term best interest of preserving these large areas for agricultural use.*

Areas of poor land, generally not in agricultural use, exist within Agricultural Resource Areas. These pockets, ranging greatly in size, are marginally productive or of lower priority for agriculture due to their size, shape, topography, soil class, drainage, location, access or other physical characteristics.

1. On the larger sized pockets of poor lands, subject to a rezoning, lot severances will be permitted for small-scale industrial and commercial uses directly related to agriculture provided the poor pocket of soil meets all of the following characteristics:
  - a. Has a capability rating for agriculture predominantly of Class 4 or poorer as determined from the soils maps of Ottawa as shown in Ontario Institute of Pedology,

*The Soils of the Regional Municipality of Ottawa-Carleton Excluding the Ottawa Urban Fringe - Report 58 and the Soils, Capability and Land Use in the Ottawa Urban Fringe - Report 47;*

- b. Is part of an identified poor pocket of at least 10 hectares and is identified on soils maps of Ottawa as shown in Ontario Institute of Pedology, *The Soils of the Regional Municipality of Ottawa-Carleton Excluding the Urban Fringe - Report 58* and the *Soils, Capability and Land Use in the Ottawa Urban Fringe - Report 47*;
- c. Is not being used or capable of being used as part of an adjacent agricultural operation;
- d. Has frontage on a public road which is maintained year-round;
- e. Is sufficiently wooded with trees so that development can be buffered from adjacent farm operations; if sufficient tree cover does not exist tree planting may be required as a condition of development; and,
- f. The minimum lot size in poor pockets shall be 2 hectares.

### 10.4 Infill in Areas of Clusters of Housing

Clusters of non-farm houses exist at a number of cross roads and other locations in the Agricultural Resource Area. In some cases these small size hamlet-like collections of lots with residences are identified with place names such as Leonard, Bear Brook, Dalmeny, Baxters Corner and Woodlawn. They often have histories dating back to the last century or earlier

## 10...AGRICULTURAL RESOURCE AREAS

when they originated to serve the needs of the rural population, providing not only housing but also services like a post office, school house or small cheese factory. In other locations these clusters of lots are of more recent origin and consist only of residential uses.

1. Limited residential infill in these clusters of housing will be permitted provided additional strip development does not occur. Areas of clusters of housing will be identified in the City's Zoning By-law. Only in those areas, may lot(s) be created between two existing non-farm residence,s which are on separated lots of a similar size and which are situated on the same side of the road and are not more than 100 metres apart, provided that the lot(s) complies with the *Minimum Distance Separation* and that private individual services are in accordance with the standards required. Lot creation that extends the cluster in length or depth is not permitted.

### 10.5 Land Uses at Highway 416 and 417 Interchanges

1. Commercial and industrial uses as permitted in the General Rural Area defined in Section 8.8 may also be permitted with a rezoning at Highway 416 and Highway 417 interchanges subject to a study demonstrating to the City's satisfaction the following:
  - a. That the land designated is adjacent to Highway 416 or 417 interchanges;

- b. Justification for the need for the use and the size of the area to be designated;
- c. That there is no reasonable alternative location which avoids Agricultural Resource Areas;
- d. That there is no reasonable alternative location in Agricultural Resource Areas with lower capability soils for agriculture;
- e. That adequate water and wastewater services can be provided;
- f. That the permitted uses do not conflict with existing agricultural uses, and meet local needs or the needs of the travelling public, or are related to rural resources that require large tracts of land and are therefore not suitable for a village location;
- g. That suitable design and landscaping will be provided in keeping with the role of Highway 416 and Highway 417 as entry routes to the National Capital; and
- h. Opportunities to provide tourist orientation facilities, wherever feasible.

## 11...MINERAL AGGREGATE RESOURCES

### 11.0 Mineral Aggregate Resources

***Readers Note:** There is a Provincial Policy Statement that requires the City to protect mineral resources. The following policies provide this protection in a similar manner to that stated in the former Regional Plan. There is a change related to restricting development on lands adjacent to limestone, sand and gravel areas.*

The major mineral aggregate resources in Ottawa are limestone, sand and gravel. Aggregate resources are used to build and repair houses, schools, shopping centres, factories, roads, sewers, and water pipes. They may be used in a relatively natural state for fill or a road base, or they may be manufactured into materials for the construction industry, such as concrete, asphalt, or brick.

Aggregates are a non-renewable resource that must be protected for future generations. Lands identified as Sand and Gravel Resource Area and Limestone Resource Area have deposits of aggregates that may be viably extracted because they are:

- Of a good quality and quantity;
- Located sufficiently close to local markets; and
- Situated in relation to existing residential development such that they can be extracted with minimal impacts on most residential uses.

Since hauling costs are a significant component of the price of aggregates, protecting resources close to local markets will

help ensure the availability of the resource at reasonable prices. Keeping hauling distances short will also minimise the environmental and community impacts of this traffic. Care must be taken to ensure that the environmental and social impact of mineral resource extraction is minimized. To this end, extractive operations must maintain good operating standards as well as have a viable rehabilitation plan.

Existing licensed extraction sites make up much of the future supply of aggregate. The continued operation and expansion of these operations will be protected by preventing any new development in their vicinity that would preclude or hinder aggregate extraction.

In Ottawa, sand and gravel pits are generally smaller-scale and shorter-term operations than limestone quarries. They do not involve drilling, blasting or rock crushing and therefore pits do not need to be as widely separated from incompatible uses as quarries. Sand and gravel pits are permitted not only in the Sand and Gravel Resource Areas but also in the Limestone Resource, General Rural and Agricultural Resource Areas as well. The policies of Sections 11.0 to 11.8 of this Plan will apply whenever elsewhere in the Plan reference is made to permitting mineral aggregate extraction.

## 11...MINERAL AGGREGATE RESOURCES

### 11.1 Permitted Land Uses in Sand and Gravel Resource Areas

1. For those lands identified as Sand and Gravel Resource Areas on Schedule A the main land use will be pits and wayside pits. This may include portable asphalt plants together with other uses associated with a sand and gravel extraction operation. Existing or new farming, forestry, small scale open air recreational uses and conservation and natural resource management activities are permitted provided they will not create difficulties for the future extraction of mineral aggregates from any lands in the designation. Temporary non-residential uses and recycling uses may be permitted if they too can be demonstrated to not preclude or otherwise render the site unusable for future mineral extraction.
2. In recognition of existing lots of record, the construction of a detached dwelling and accessory buildings may be allowed subject to:
  - a. The lot fronting on a public road that is maintained year-round,
  - b. The lot being created under the *Planning Act* prior to July 9, 1997,
  - c. Being shown as permitted in the zoning by-law, and

- d. Meeting all requirements for private servicing.
3. New development should be sited on existing lots in order to minimise the impact upon future extraction of mineral aggregate resources.

### 11.2 Permitted Land Uses in the Limestone Resource Areas

1. In addition to the uses allowed in Section 11.1, in Limestone Resource Areas designated on Schedules A and B further permitted uses will include quarries, wayside quarries and underground mining. Secondary uses directly related to the extraction operation are also allowed, such as a portable asphalt plant or concrete batching plant.
2. The use of space created by underground mining for storage of non-hazardous substances is permitted, subject, among any other requirements, to satisfying any concerns of the City relating to waste disposal and to the provision of water, wastewater treatment and transportation.

### 11.3 Zoning

1. All pits and quarries licensed under the *Aggregate Resources Act* shall be zoned for extraction and associated accessory uses in the City's Zoning By-law. This applies whether the pit or quarry is located in a Sand and Gravel Resource Limestone Resource, Agricultural Resource or

## 11...MINERAL AGGREGATE RESOURCES

General Rural designation. However, wayside extraction of aggregates and portable asphalt plants used on public authority contracts will be permitted without need for a rezoning in other designation as stated in Section 8.1.9. All or part of properties with a licensed pit or quarry, may also be zoned for aggregate-related uses, such as asphalt and concrete plants.

2. Lands in Sand and Gravel Resource or Limestone Resource Areas not presently licensed for a pit or quarry shall be zoned to clearly show the potential use of these lands. Prior to the establishment of a new pit or quarry the subject lands must be zoned mineral extractive (if not already so) or where a holding provision exists, it must be lifted by Council. This is a further requirement to the licensing requirements for establishing new pits and quarries detailed in Section 11.7
3. The City requires the completion of an Environmental Impact Statement as per Section 9 of this Plan prior to making a decision on any application for rezoning or commenting on a licensing request to establish a new or expanded a pit or quarry that may potentially affect the significant features or ecological functions of the Environmental Designations or Environmental Features shown on Schedule A.

### 11.4 Lot Severance

New lots may be created in the Sand and Gravel and Limestone Resource Areas under the following circumstances:

- a. To sever a lot for a home existing as of *July 9, 1997*, subject to a rezoning of the vacant parcel to prohibit the construction of a residential building; and,
- b. For farm-related severances subject to the policies of Section 10 of this Plan provided that the lands are not licensed as a pit or quarry and technical information demonstrates that the aggregate resources on the land subject to severance are not suitable for exploitation. In addition, the technical information shall also demonstrate that the use of land for rural residential purposes will not restrict the possibility of mineral extraction from other lands designated Sand and Gravel Resource or Limestone Resource Areas.

### 11.5 Rehabilitation of Depleted Sites / Sites Not Suitable for Exploitation

1. When the sand, gravel or limestone aggregate resources of a property have been fully extracted, the City will permit on the property a range of possible new land uses. Similarly if a study is done that demonstrates with technical information that the aggregate resources of a site are not suitable for exploitation, then alternative land uses will be permitted.

## 11...MINERAL AGGREGATE RESOURCES

2. In Sand and Gravel Resource Areas, the property may be used for uses listed in Section 11.1 or further new uses as follows
  - a. If the lands are predominantly surrounded by an Agricultural Resource designation, the land use policies of Section 10 for Agricultural Resource Areas are permitted. Where a pit licence has been surrendered and the pit was located on prime agricultural lands, the site shall be rehabilitated for productive agricultural use except where extraction has occurred below the water table; or,
  - b. If the lands are predominantly surrounded by designations other than Agricultural Resource, the uses in Section 8.8 for the General Rural Area, including farming, are permitted. This may include residential uses.
3. In all cases it must be demonstrated that the proposed use will not limit the possibility of mineral aggregate extraction from other lands designated Sand and Gravel Resource or Limestone Resource Area or from other licensed extraction operations. A rezoning to an appropriate zone will be required.
4. In Limestone Resource Areas the property may be used for uses listed in Section 11.1 or further new uses, other than residential, are permitted subject to the policies of Section 8.8 for General Rural Areas. It must be demonstrated that the proposed use will not limit the possibility of mineral aggregate extraction from other lands designated Sand and

Gravel Resource Area or Limestone Resource Area or from other licensed extraction operations. A rezoning to an appropriate zone will be required.

### 11.6 Development on Adjacent Lands

The opportunity to extract mineral aggregates should not be lost by approval of proposed development on lands adjacent to a Sand and Gravel Resource Area or Limestone Resource Area. The City will not approve planning applications to permit new conflicting land uses or to create new building lots on any lands within 500 metres of a Limestone Resource Area or within 150 metres of a Sand and Gravel Resource Area. In the case of an existing licensed pit or quarry the approval of such planning applications within this area of potential impact may occur if an impact assessment study is completed and demonstrates that the mineral aggregate operation will not be hampered. Under such circumstance of approval the City may impose conditions to ensure adequate buffering and/or separation.

### 11.7 Establishing New Pits or Quarries

Any new pit or quarry shall be licensed and operate in accordance with the *Aggregate Resources Act* which is administered by the Ministry of Natural Resources. Studies and the site plans required under the *Aggregate Resources Act* are reviewed to ensure that the effects on the natural environment and other resources and existing development are

## 11...MINERAL AGGREGATE RESOURCES

fully considered prior to the Ministry approving a license for the establishment of new or expanded pits and quarries and the City approving, if need be, any required zoning modifications. Such studies, as are determined to be appropriate considering the type of extraction proposed, may provide information on:

- a. Anticipated noise, dust and vibration levels that illustrate that the Ministry of Environment and Energy guidelines and criteria will be satisfied;
- b. Rationale for proposed haul routes, expected traffic volumes and entrance/exit design to show that the road system can safely and efficiently accommodate the proposed truck traffic. This may include provision for upgrading of local City roadways leading to an arterial road and on-going maintenance requirements along such route so long as the pit or quarry is in operation;
- c. Impact on neighbours from noise, dust, vibration, truck traffic, etc., due to the duration of the extraction operation in hours per day and number of days per week;
- d. The elevation of the groundwater table on the site and any existing surface water on and surrounding the site; and, any proposed water diversion, storage and drainage facilities on the site and points of discharge to surface waters. Where extraction is proposed, an impact assessment shall address the potential effects on the following features, where applicable:
  - i. water wells;
  - ii. springs;
  - iii. groundwater aquifers;
  - iv. surface watercourses and bodies;
- e. Adjacent and nearby land uses and an assessment of the compatibility of the proposed development with existing land uses;
- f. If within an Agricultural Resource Area on Schedule A, the agricultural classification of the proposed site and the proposed agricultural rehabilitation techniques if the site is Class 1, 2 or 3 soils and extraction is not below the water table; and,
- g. The proposed after use and rehabilitation.

### 11.8 Silica Sand

Silica sand is a mineral used in the manufacture of glass and artificial abrasives and in foundries and smelters. Reserves of low-grade sands from Ontario and Québec can supply most of these industries, however, most of the high-grade sand required in the glass and foundry industries must be imported from the United States.

Six deposits of high-grade silica sand have been identified in eastern Ontario. One is in the former City of Kanata (Lot 20, Concession III). At present, the need to designate the particular deposit in Ottawa is not clearly established. Nevertheless, any proposed development that would preclude

## 11...MINERAL AGGREGATE RESOURCES

the possibility of future extraction of the deposit should be reviewed before deciding whether or not development should proceed. The City shall therefore seek the advice of the Ministry of Northern Development and Mines or other appropriate agency when reviewing development applications affecting land within 450 metres of Lot 20, Concession III, former City of Kanata, notwithstanding the General Rural Area designation, to determine whether or not the proposal should be permitted having regard to the importance of the silica sand deposit on the property compared to other deposits in eastern Ontario.

## 12...DEVELOPMENT CONSTRAINTS

### 12.0 Development constraints

*Readers Note: These are the same policies in substance as those contained in the former Regional Plan.*

Environmental conditions whether naturally occurring or not, can result in hazards to human life or health and can result in damage or loss of value to property. These environmental conditions or constraints to development fall into five categories: flood plains, unstable soils or bedrock, contaminated sites, mine hazards, and land affected by noise.

Generally, lands impacted by the environmental conditions or constraints, described above, have been identified on various schedules to this Plan. This Plan includes measures to protect people and new development from the impacts of these natural and human-made conditions. The nature of the condition (i.e. noise) may have an impact beyond the site. This Plan also includes provisions designed to reduce off-site impact as much as possible. In other cases, it is necessary to buffer specific land uses, such as airports and the transitway, which generate noise or vibration, for example, from incompatible development on adjacent land in order to maintain the function of these areas.

Consideration will be given both to the site of a specific development proposal and other areas affected by the constraint when reviewing applications.

### 12.1 Flood Plains

A flood plain is the area adjoining a watercourse that has been or may be covered by floodwater generated by severe storms. For the purpose of this Plan, the flood plain is the area covered by water in the event of the 100-year flood. Flood plains, which have been mapped, are designated on Schedule D. In addition, the appropriate Conservation Authority, or the Ministry of Natural Resources, where no Conservation Authority exists, may further define the flood plain as two distinct zones as follows:

- a. The floodway being that area where development would not be permitted due to depths and velocities of flood waters; and
  - b. The flood fringe being that area where depths and velocity of floodwater may be safely overcome.
1. The policies for flood plains apply to those areas designated on Schedule D as well as areas where flood plains exist but are not mapped by Conservation Authorities and are not designated.
  2. The extent of the flood hazards for the purpose of implementing these policies shall be determined by consulting flood plain maps prepared by the Conservation Authorities and, in conjunction with the Conservation Authority, considering other information, such as land surveys and engineering drawings, that may be pertinent. In

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addition, when considering an application the applicant may be required to provide sufficient information to establish whether the policies of this section are met.

3. No building or structure shall be permitted in a flood plain, regardless of the underlying designation, except in accordance with the policies that follow:

### **12.1.1 WHERE NO FILL REGULATIONS EXIST**

1. The construction of buildings or structures may be permitted, by Zoning By-law Amendment, in flood plains, which are not incorporated into Fill, Construction, and Alteration to Waterways regulations administered by the Conservation Authorities. Zoning by-law amendments to permit construction of a building or structure will be evaluated based on the following criteria:
  - a. There is sufficient information accompanying the application to show that the proposed development and its occupants will be protected from the effects of a 100-year flood;
  - b. The potential upstream and downstream impacts of the proposal will not significantly affect the hydrology or hydraulics of the flood plain;
  - c. Vehicles and people have a safe way of entering and exiting the site during times of flooding; and

- d. The site is located in the flood fringe.

2. Repairs and minor additions to buildings and accessory buildings shall be permitted where legal non-conforming development exists.

### **12.1.2 WHERE FILL REGULATIONS EXIST**

1. The Zoning By-law may permit repairs and minor additions to buildings or accessory buildings, or may permit construction of new buildings or structures in flood plains incorporated into Fill, Construction, and Alteration to Waterways regulations, where:
  - a. The Zoning By-law has been prepared in consultation with the appropriate Conservation Authority and has given consideration to the need to issue a permit under the Fill, Construction, and Alteration to Waterways regulations prior to the issuance of a building permit;
  - b. The designation on Schedules A or B permits the proposed development.
2. Public and private activities, including the construction of new roads or new structures necessary for conservation, public recreation, water supply, wastewater management or utility, subject to the approval of the appropriate

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Conservation Authority or the Ministry of Natural Resources shall be permitted.

3. Development of uses associated with substances of a chemical, hazardous or toxic nature, in the flood plain, and which could pose a threat to public health and safety if damaged as a result of flooding or the failure of flood-proofing measures shall not be permitted.

### 12.2 Unstable Soils or Bedrock

Hazardous areas are sites that could be unsafe for development and site alteration due to natural hazards. They include unstable soils (organic soils, sensitive marine Leda clays and unstable slopes) and unstable bedrock (Karst topography). Organic soils are identified on soils maps prepared by the Ontario Institute of Pedology. Unstable slopes have been identified in the report, Slope Stability Study of the Regional Municipality of Ottawa-Carleton, 1976 (Ontario Misc. Paper MP 68). Areas affected by the environmental constraints of Organic Soils or Unstable Slopes are designated on Schedule D. There are other areas where unstable soils and unstable bedrock may exist but which are not designated on Schedule D. The following policies apply in either case.

1. Development proposals, in areas designated as having unstable soils, or in other areas where there is evidence of unstable soils or unstable bedrock, will be reviewed using the following criteria:

- a. There is sufficient soils and engineering information to indicate that, although the site is identified as having unstable soils or unstable bedrock, it is in fact suitable or can be made suitable for development; and
- b. Alterations to the site will not cause adverse environmental effects.

2. Where it is not possible to determine immediately whether a lot to be created by plan of subdivision or severance lies in an area affected by unstable soils or unstable bedrock, the applicant shall be required to provide sufficient information to establish whether the policies of this section are met.

### 12.3 Contaminated Sites

Contaminated sites are sites where the environmental condition of the property and the quality of the soil or groundwater, particularly on former industrial and waste-disposal sites, may have the potential for adverse effects to human health or the natural environment. Planning applications must demonstrate that the environmental condition of the property is suitable for the intended use.

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### **12.3.1 WHERE AN ENVIRONMENTAL SITE ASSESSMENT (ESA) IS REQUIRED**

1. All applications for plans of subdivision must be supported by an affidavit from the principal consultant indicating that a Phase 1 Environmental Site Assessment (ESA), which documents the previous uses of the property and provides an assessment of the actual or potential soil or groundwater contamination on the site, has been completed.
2. The affidavit from the principal consultant shall indicate that the Phase 1 ESA included a check of the City's Historical Land Use Inventory database and has been completed in accordance with the Canadian Standards Association's Phase 1 Environmental Site Assessment, CSA Standard Z768-94. (Or alternatively, the Standard Practice for Environmental Assessments: Phase 1 Environmental Site Assessment Process (ASTM E1527-97) and Transaction Screen Process (ASTM E1528-96).
3. An affidavit from the principal consultant indicating that a Phase 1 Environmental Site Assessment (ESA) has been completed must support planning applications, other than subdivision applications, where available information indicates a potential for environmental contamination on the property.
4. A Phase 2 ESA must support applications for sites where the Phase 1 ESA reveals that the site may be contaminated. The Phase 2 ESA provides a sampling and analysis of the

property to confirm and delineate the presence of soil or groundwater contamination at the site or confirm the absence of contamination at the site. If the site is found to be contaminated the Phase 2 ESA shall:

- a. Determine potential human health and safety concerns as well as effects on ecological health and the natural environment;
  - b. Demonstrate that the site can be rehabilitated to meet provincial standards; and
  - c. Establish procedures for site rehabilitation and mitigation of the contamination.
5. A Phase 2 ESA shall be completed for planning applications within 500 metres of an existing or former landfill site.
  6. The Phase 2 ESA and site restoration must be undertaken according to the principles and procedures contained in the Ministry of Environment and Energy Guidelines for Use at Contaminated Sites in Ontario prior to development or land use change. The completion of a Record of Site Condition (RSC) as provided for in the guidelines and submission of the RSC to the Ministry of Environment and Energy shall be required to establish that the site has been restored and made suitable for the proposed use.

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### **12.3.2 WHERE A RECORD OF SITE CONDITION (RSC) IS REQUIRED**

1. All planning applications, where available information reveals the site has issues of actual or potential contamination, must be supported by a Record of Site Condition (RSC), duly completed and acknowledged by the Ministry of Environment and Energy, which demonstrates that the site is suitable for the proposed use. Vehicle Stations licensed by Ministry of Consumer and Corporate Relations shall be subject to the requirements of Policy 3 below.
2. Submission of a Record of Site Condition would occur at the conclusion of the Environmental Site Assessment review process, either after a Phase 2 ESA, or upon completion of site remediation, as set out in section 12.3.1(6) above.
3. Applications for development on sites where there is a vehicle service station, with a licence to operate by the Ministry of Consumer and Corporate Relations, will require a Record of Site Condition when the site is being redeveloped for the same use unless a letter of continued use from the Technical Standards and Safety Authority (TSSA) is provided. The TSSA letter must demonstrate the comparison between the proponent's information and the regulatory requirements of the Liquid Fuels Handling Code.

### 12.4 Mine Hazards and Abandoned Pits and Quarries

Mine hazards are any feature of a mine defined in the *Mining Act* or any related disturbance of the ground that has not been rehabilitated. Abandoned pits and quarries are defined as an area of land not previously licensed or permitted under the *Aggregate Resources Act* from which aggregate has been removed, leaving it in a form that is derelict, unproductive or incompatible with the surrounding landscape.

1. In reviewing development applications, the City will require written confirmation that the previous uses of the property have been assessed and no former mine sites or abandoned pits and quarries, on or adjacent to the site, have been found. Any assessment of the property will include reference to the Abandoned Pits and Quarries Inventory completed by the Ministry of Natural Resources and information regarding abandoned mines sites documented by the Ministry of Northern Development and Mines.
2. An application shall be supported by a study that:
  - a. Identifies any potential safety hazard;
  - b. Demonstrates that the site can be rehabilitated to mitigate the known or suspected hazard;
  - c. Establishes procedures for site rehabilitation and mitigation of the safety hazard.

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### 12.5 Land Use Constraints Due to Noise

Policies for noise in this Plan are designed to ensure that communities are not subject to an unacceptable level of noise from sources such as aircraft, roads, transit corridors, railways, and industries. Further, industries and transportation facilities that by their nature generate noise should be protected from surrounding development that could constrain their intended use and operation.

#### **12.5.1 AIRPORTS**

Airports, especially the Ottawa Macdonald-Cartier International Airport, are important to the economic development of the National Capital Region. It is therefore critical to provide a degree of protection to the airport from incompatible development, while at the same time designing new communities, in concert with relevant building standards, which will protect noise sensitive land uses from the adverse effects of aircraft noise.

Proposed developments shall comply with the provisions of the Ottawa International Airport Zoning Regulations enacted under the *Aeronautics Act*, regarding the location and height limits to which objects project into the airspace in the vicinity of the airport, as well as the acceptability of land uses likely to attract birds. Current Airport Zoning Regulations can be examined at the local Land Registry Office. Similar provisions shall apply for uses surrounding other airports in the City.

Proposed developments shall comply with the protection requirements of electronic and telecommunications facilities associated with aircraft operations. Protection criteria can be found in Transport Canada manual TP 1247 – Land Use in the Vicinity of Airports.

#### **12.5.1.1 Aircraft Noise Emanating From The Ottawa Macdonald-Cartier International Airport**

Compatibility of land uses to noise levels, in the vicinity of airports, is achieved through the implementation of federal guidelines using the Noise Exposure Forecast (NEF) and Noise Exposure Projection (NEP) system. This system uses noise contours to graphically display the expected level of annoyance within specific areas around Airports.

Noise sensitive land uses are: residential, institutional and recreational in nature, including such uses as campgrounds, hospitals, places of worship, schools, day care facilities, long-term care facilities, libraries, and community centres. Hotels and motels are a special type of noise sensitive land use – they benefit greatly from convenient access to the airport, and patrons tend to have short stays.

In order to make these noise contours easy to interpret, and to remove the uncertainty associated with the exact site location of the contours, the Ottawa Airport Operating Influence Zone (OAOIZ) (a composite of the 30 NEF and NEP contours) and the 25 Line ( a composite of the 25 NEF and NEP contours)

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were developed. These fixed lines follow physical features such as roads, creeks, rail lines, or lot lines where possible.

### **12.5.1.2 Lands impacted by Airport Noise**

Land impacted by Airport Noise is delineated on Schedule D to this Plan. All applications for development on land identified, as being impacted by airport noise shall be reviewed based on the following criteria:

1. All airport noise sources are to be accounted for. In addition to airborne aircraft noise this can include noise produced by aircraft run-ups and taxiing, the reverse thrust noise produced by landing aircraft, and helicopter noise.
2. Noise from sources other than the airport are considered and mitigated appropriately. Other sources could include roads, rail lines and industry.
3. Noise sensitive uses shall be permitted between the 25 Line and the Ottawa Airport Operating Influence Zone on Schedule D given appropriate noise attenuation measures. Applications for development require either:
  - a. A detailed noise control study for all land use development proposals at or above the 25 Line as a condition of draft approval of subdivisions or condominiums or as a condition of the granting of a severance. The study will assess all noise sources affecting the proposed lands and include details of

assessment methods, results and recommendations for noise control measures that will be secured by way of agreement with the approval authority;

or,

- b. In lieu of a detailed noise control study apply the Prescribed Measures to Address Airport Noise.
4. No noise-sensitive land uses shall be permitted between the boundaries of the Ottawa Airport Operating Influence Zone as shown on Schedule D and the 35 NEF/NEP (whichever is more restrictive) except;
    - a. The redevelopment of existing residential or other noise-sensitive land use; and
    - b. Infilling of new residential uses, and
    - c. Hotels and motels.
  5. Redevelopment of existing residential and other noise-sensitive land uses and infilling of new residential uses shall only be permitted where the development:
    - a. Does not require the approval of a plan of subdivision, or amendment to a Zoning By-law or amendment to this Plan and;
    - b. Is located on a new lot created by severance that is permitted in the zoning by-law existing as of 9 July

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1997 and is in accordance with all the provisions of this Plan; and,

- c. Is on a lot existing and fronting on a public road that is maintained year-round, provided that the lot was created under the Planning Act prior to 9 July 1997, and the use is permitted in the zoning by-law existing on 9 July 1997, and is in accordance with all the provisions of this Plan.
6. Development of hotels or motels shall only be permitted where it can be demonstrated that such land uses are highly desirable in terms of the location and the attributes of the site. A detailed noise analysis, prepared by a professional engineer with experience in environmental acoustics, will identify a full range of noise control measures that will be required to support any development application.
  7. For development applications in the Ottawa Airport Operating Influence Zone on Schedule D above the 35 NEF/NEP, no development of residential and other noise-sensitive land uses shall be permitted.

### **12.5.1.3 Noise Emanating from the Carp and Rockcliffe Airports**

1. No noise sensitive uses shall be permitted within the 30 NEF/NEP contour.

2. Development applications that propose noise sensitive land uses between the 25 NEF/NEP and the 30 NEF/NEP contour require:

- a. A detailed noise control study is to be prepared as a condition of draft approval of subdivision or condominium or as a condition of the granting of a severance. The study will assess all noise sources affecting the proposed lands and include details of assessment methods, results and recommendations for noise control measures that will be secured by way of agreement with the approval authority;

or,

- b. In lieu of a detailed noise control study, the guidelines contained in the City's "Prescribed Measures to Address Airport Noise" will apply.

### **12.5.2 ROAD, RAIL, TRANSIT CORRIDOR AND NOISE SOURCES**

Noise from roads, rail lines, rapid transit corridors and stationary sources can affect quality of life. However, the extensive use of noise barriers within or adjacent to a community can result in undesirable streetscapes.

To improve the quality of the streetscape, and communities shall be designed as much as possible to provide noise

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attenuation (where required) through methods other than through dependence on noise barriers. A reduction in the number of noise barriers will be achieved by locating noise sensitive uses away from areas likely to receive more than acceptable noise levels, having commercial and employment uses along busier roads with residential behind, or using service roads (also referred to as “single loaded” roads). Where noise barriers are unavoidable, the visual impact of the barrier shall be mitigated through the use of berms and/or landscaping.

### 1. Rail Noise and Vibration

- a. All proposed developments within 300 metres of a railway right-of-way shall require a detailed noise study to be completed to ensure appropriate noise mitigation, in accordance with the Ministry of Environment and Energy’s Guideline "Environmental Noise Assessment in Land Use Planning".
- b. In addition, a vibration study shall be required for all proposed developments within 75 metres of a railway right-of-way.

### 2. Road and Rapid Transit Corridor Noise

- a. Where the City builds or widens an arterial, major collector road or Rapid Transit corridor (as shown on C), the noise impacts of the undertaking and potential noise attenuation requirements will be examined in

accordance with the City’s "Noise Control Guidelines for New Construction, Reconstruction and Widening of Regional Roads and Transitways".

- b. Where new development is proposed adjacent to an existing or proposed highway, arterial, major collector road or Rapid Transit corridor a Noise Control Feasibility Study will be submitted with the development application to demonstrate that acceptable noise levels can be achieved without the extensive use of noise barriers unless it is unfeasible to do so. A detailed noise study, satisfying the City’s “Noise Control Guidelines – New Developments Adjacent to Existing and Proposed Regional Roads and Transitways” shall required prior to final approval.
- c. Where a new development is an infill project, for example a new apartment building adjacent to an arterial road within an urban area, higher than normally acceptable noise levels may be unavoidable. Internal courtyards, air-conditioning (window units are not acceptable) and warnings on title are to be used to achieve appropriate noise levels and advise occupants of the expected noise levels. Noise barriers will not be permitted unless they can be made to improve the streetscape.
- d. Where there is existing development and no new road or Rapid Transit infrastructure is planned to be constructed within a two year period, but the

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community raises the issue of noise as a concern, the process set out in the City's "Noise Barrier Retrofit Policy for Residential Developments Adjacent to Existing Regional Roads and Transitways" shall apply.

### **12.5.3 NOISE FROM STATIONARY SOURCES**

Where noise levels above accepted standards comes from stationary sources such as industry or car washes, the Ministry of Environment and Energy's Environmental Noise Assessment in Land Use Planning Guideline shall apply. If noise attenuation measures are required, noise barriers should only be used where other attenuation methods are not feasible. If noise barriers must be used, the barrier shall be designed to complement the streetscape and community design

## 13...UTILITIES AND PUBLIC WORKS

### 13.0 Utilities and Public Works

*Readers Note: These are the same policies in substance as contained in the former Regional Plan.*

#### 13.1 Central Services for Water, Wastewater and Stormwater

The systems for water distribution and treatment, wastewater collection and treatment, and storm water collection and release will be designed, built and operated in a manner which protects public health and safety, minimizes negative impacts on the natural environment, and supports development in accordance with the vision and policies of the Plan.

1. New development in the urban area or in any village to which central services have been extended on a comprehensive basis will be on the basis of central services except for the minor exceptions for interim uses described in Section 13.2, but no commitment is made to provide connection to all properties that can be serviced by these systems.
2. Interim uses on private services may be permitted within the Urban Area shown on Schedule B, provided that it can be demonstrated to the satisfaction of the City that such development:

- a. Can be adequately serviced by private services;
  - b. Is of a minor nature, that consists of either:
    - i. A single building, comprising a commercial, institutional or public use, or
    - ii. Residential infilling within residential clusters, or
    - iii. A farm severance as provided for in Section 10 of this Plan.
  - c. Will not compromise the longer-term development of the area for urban purposes on central services.
3. Developments that are permitted on private services under this policy will be required to pay for connection to central services when they become available.
  4. All development applications will be evaluated to determine whether the City water, wastewater and storm water services are or will be capable of supporting the proposed development at acceptable levels of service as generally described in the respective Master Plans.
  5. Capacity allocation will be reviewed periodically to determine whether the capacity should remain allocated or be reallocated elsewhere.
  6. Council shall review development applications in the context of “Design with Nature” guidelines as they relate to storm water management.

## 13...UTILITIES AND PUBLIC WORKS

7. In order to promote infill and redevelopment within existing urban areas, Council shall identify and implement proactive strategies to resolve water and wastewater capacity constraints.
8. Where central services are extended to a village or specific rural facility, rural properties abutting the central service extensions and outside the village boundaries or specific facility shall generally not be permitted to connect to these services.

## 13...UTILITIES AND PUBLIC WORKS

### **Infrastructure Master Planning**

Infrastructure Master Planning directs the management and extension of public works systems, including water supply and treatment, wastewater collection and treatment and stormwater collection and release, all in an integrated manner.

The principal component of integrated infrastructure planning is the Infrastructure Master Plan. It is a comprehensive statement of the City's policies related to the provision of water, wastewater and stormwater public works. Through those policies, the Master Plan provides the criteria by which the City will assess the need for new infrastructure or the rehabilitation of existing infrastructure. The policies also indicate the direction of the City in undertaking systems management initiatives. These initiatives are generally to minimize the capital and operating costs of all infrastructure, ensure reliability and level of service and to recognize the environmental impacts of public works systems.

Other components make up the integrated infrastructure planning process:

- Operational reviews assess existing and plan for the performance of public works systems. They provide the feedback required to ensure that the City's policies are being achieved and that public works systems are being managed in a cost effective and environmentally aware manner;
- Major facilities plans deal more specifically with the City's two water treatment plants, the wastewater treatment plant and stormwater management facilities;
- Area infrastructure plans (Central, West, South and East and in conjunction with Community Design Plans) identify the specific needs for infrastructure resulting from implementation of the City policies in consideration of projected growth, system management requirements and new initiatives. The Plans identify the full capital and operating costs of the infrastructure requirements identified in the Plans;
- Design guidelines provide specific means by which the City's policies will be achieved in the construction of new or rehabilitated infrastructure.

## 13...UTILITIES AND PUBLIC WORKS

### 13.2 Water and Wastewater Services in the Rural Area

Private individual services will continue to be the preferred method of servicing development in the rural area and most villages. The City will ensure that development in the rural area has access to a potable and adequate water supply and that development be approved only where the treatment and disposal of wastewater is sustainable and does not create a risk to health or degrade the environment. The City provides communal services in some villages and has extended central services to others in the past to address health and development issues. It may be in the City's interest to allow more intensive development in some villages in future. Proposals for communal services need to be thoroughly examined and provided only in locations where immediate health concerns must be addressed or where study has identified a cost-effective, publicly accepted growth management strategy.

1. Development in the rural area will be permitted only on the basis of private individual services except where communal or central services are specifically permitted in the policies of this section. Private individual water and sewer services may include a shared well and/or shared wastewater disposal system for two to five units on the basis of a joint-use agreement (see Table 13.1). The City will have a well certification program to ensure that wells are properly

installed to safeguard the groundwater interest of the individual landowner and the greater community.

2. When considering Community Design Plans or Zoning By-law amendments proposing to expand the boundaries of a village on the basis of private individual services, the City will require a servicing study of sufficient detail to establish:
  - a. The capability of the soils and sub-soils to support the safe and long-term use of private wastewater disposal systems;
  - b. That water of sufficient quality and quantity to support the proposed development can be provided in the area without adversely affecting the operation of existing wells;
  - c. Specific requirements associated with draft subdivision approval in any sub-area of the village; and
  - d. That the proposed development will not adversely affect the quality or quantity of well water within approximately two kilometres of the boundary of the Village.
3. The City may provide public communal services in villages or the extension of central services to villages under the following circumstances:
  - a. As part of a Community Design Plan or existing secondary plan for a village that:

## 13...UTILITIES AND PUBLIC WORKS

- i. Includes a growth management strategy for the village and surrounding rural area; and
    - ii. Balances the anticipated demand for various types of development within the time frame of this Plan against anticipated costs and objectives for resource protection and sustainable development.
  - b. In a village without a Community Design Plan or existing secondary plan, where such services are identified through an environmental assessment process as the best remedy to an identified environmental or health problem. In these circumstances, system capacity will be limited to that required by existing development and infill of similar lot size between existing dwelling units.
4. Where the City provides communal services, both sewer and water services will be central and/or communal unless there are compelling reasons to the contrary.
  5. Where municipal communal services have been provided, new development on private individual services within the identified service area will no longer be permitted.
  6. Proposals for development on private communal services will be evaluated on the basis of Table 13.1.
  7. The full cost of the provision of communal systems shall be borne by the benefiting landowners. The City may decide to set water and sewer rates in communal systems

appropriate to recoup the operating and infrastructure replacement reserve costs for that system.

### 13.3 Well Head Protection

Some communities in the City are dependent on the provision of drinking water from wells that derive their water from aquifers. In the area that provides recharge to those aquifers, the City will limit land uses that commonly employ or require the use and storage of toxic material that can easily enter the groundwater since the accidental release of such toxins could cause widespread public harm and cost. Storage and dispensing of petrochemical products is an example of an activity that in the past has introduced such toxins into groundwater. In areas that the City, through study, has determined are wellhead protection areas, land uses that have potential to cause toxic contamination of the economic groundwater resource may be restricted.

### 13...UTILITIES AND PUBLIC WORKS

**Table 13.1 Servicing Requirements in the Rural Area**

Type of Rural Service	Responsibility to Own and Operate	Studies/requirements	
		For Lot Creation or Development Approval	For Building Permits
Private individual dwelling unit by severance	Owner	<ul style="list-style-type: none"> <li>Evidence of site suitability for private services</li> </ul>	<ul style="list-style-type: none"> <li>Well certification</li> <li>Septic System Approval</li> </ul>
Private individual dwelling in a subdivision – 1 owner	Owner	<ul style="list-style-type: none"> <li>Hydrogeology and terrain analysis</li> <li>Registration of each phase (no more than 40 units) supported by servicing study</li> </ul>	<ul style="list-style-type: none"> <li>Well certification</li> <li>Septic system approval</li> </ul>
2-5 dwelling units in separate ownership on shared well or septic system	Owners joint use agreement between owners	<ul style="list-style-type: none"> <li>Evidence of site suitability for private services</li> </ul>	<ul style="list-style-type: none"> <li>Well certification</li> <li>Septic system approval</li> </ul>
Private communal system - single use such as a school that uses high volume of water	Owner	<ul style="list-style-type: none"> <li>Hydrogeology and terrain analysis</li> </ul>	<ul style="list-style-type: none"> <li>MOE Certificate of Approval</li> </ul>
Private communal system - single owner, with multiple occupants such as mobile home park or seniors home	Owner Requires responsibility agreement with City	<ul style="list-style-type: none"> <li>City review and approval of design (as per City design standards)</li> </ul>	<ul style="list-style-type: none"> <li>MOE Certificate of Approval</li> </ul>
Public communal - plans of subdivision and condominium in a village	City	<ul style="list-style-type: none"> <li>City approval of design and service inspection and approval</li> <li>Environmental Assessment</li> </ul>	<ul style="list-style-type: none"> <li>MOE Certificate of Approval</li> </ul>
Comprehensive servicing of village	City	<ul style="list-style-type: none"> <li>Environmental Assessment</li> <li>Community Design Plan</li> <li>Sub-watershed study</li> </ul>	<ul style="list-style-type: none"> <li>MOE Certificate of Approval</li> </ul>

## 13...UTILITIES AND PUBLIC WORKS

### 13.4 Snow Disposal

Ottawa is a winter city resulting in the need for public and private, permanent and temporary snow disposal sites. Snow disposal sites include only those lands on which snow is placed after being brought to the site from elsewhere and not areas in which snow is simply moved to one portion of a site after being cleared from the rest of the site.

Snow disposal facilities must be located in areas that reduce trucking distances and minimise any negative impacts. Their location will be restricted in the zoning by-law to specific sites.

1. A Zoning By-law Amendment is required for any new snow disposal facility. Applications for snow disposal sites shall be evaluated based on the following criteria:
  - a) Appropriate setbacks from residential uses and neighbouring properties;
  - b) Safe and secure access which does not encourage truck traffic on local roads;
  - c) Grading and Drainage Plan that shows all melt water can be handled in an environmentally acceptable fashion; and
  - d) A study that addresses:

- i. Existing soil conditions to establish baseline levels of soil components
- ii. Presence of any contaminants that could migrate or be made more dangerous as a result of the snow disposal facility
- iii. Proximity to drinking wells and impact on them
- iv. Soil stability
- v. Sub-surface drainage and impact on surrounding properties
- vi. Proximity to any open water courses and potential impacts on them
- vii. Noise
- viii. Aesthetics

### 13.5 Solid Waste Management

The City is responsible for solid waste disposal and the collection and diversion of waste. In addition to operating its own facilities, the City has jurisdiction over private waste-management facilities. The City's criteria in granting consents for these facilities include an assessment of the impact on landfill capacity in Ottawa and consistency with the Reduce, Reuse, and Recycle (3R) Plan. The five sites in Ottawa are shown on Schedule A, because they have an impact on surrounding uses. The Zoning By-law will restrict the location of Solid Waste Disposal facilities to specific sites.

Solid Waste Disposal Sites are landfills, incinerators and any other facilities providing for the long-term storage or

## 13...UTILITIES AND PUBLIC WORKS

destruction of municipal solid waste. Composting, recycling and transfer facilities are considered processing operations.

1. A Zoning By-law Amendment is required for any new Solid Waste Disposal Site. Applications for Solid Waste Disposal Site shall be evaluated based on the following criteria:
  - a) The need for the facility;
  - b) The potential community, public health, transportation, environmental, visual and financial impacts of the facility;
  - c) The impact on the City's commitment to waste reduction, reuse and recycling;
  - d) Mitigation measures such as buffering;
  - e) Monitoring;
  - f) A plan indicating how the site will be rehabilitated when no longer in use (priority shall be given to forestry uses on the rehabilitated site);
  - g) A review of potential impacts and mitigation measures related to air traffic;
  - h) It is not intended to duplicate any requirements of the *Environmental Assessment Act*.

2. Development proposals adjacent to active waste disposal sites must demonstrate that there will be no impacts from the landfill on the proposed use. The City shall be guided by the nature of the land use and will generally consider compatible uses without the need for a study. Compatible uses include utilities, waste-processing facilities, above-grade transportation routes, forestry activities, and gravel pits, quarries and other mining activities (provided that the landfill water table is not affected). Uses for which a study may be required include those uses accommodating people or agricultural uses that include animal husbandry. The study shall address the following: landfill-generated gases, ground and surface water contamination by leachate, odour, litter, contaminant discharges from associated vehicular traffic, visual impact, dust, noise, other emissions, fires, surface runoff and vectors and vermin. Particular attention shall be given to the production and migration of methane gases.

### 13.6 Other Utilities and Municipal Services

Other utility and municipal services (those buildings, plants, transmitters or other facilities and equipment used to make or deliver products such as natural gas, electricity, public transit, telephone and other like services) are permitted in all Community land use designations described in Section 8 of the Plan, except where impacted by environmental constraints such as Flood Plains or Unstable Slopes (shown on Schedule D) and subject to the following:

## 13...UTILITIES AND PUBLIC WORKS

1. Such use is necessary in the area and adequate measures are taken to ensure land use compatibility;
2. Adequate off-street parking and loading facilities are provided;
3. The construction of permanent buildings is discouraged in all areas which have been identified as environmentally sensitive;
4. Locations fronting traditional main streets should be avoided wherever possible;
5. The provisions of General Design Criteria set out in Section 3 of this Plan are satisfied.

### 13.7 Rights-of-Way

Rights-of-way are an important concern for utilities and public works. Rights-of-way must be managed in a coordinated fashion, to meet the multiple interests of transportation requirements, land use considerations and utilities installations. Protection policies for rights-of-way are found in Section 4, Transportation, of this Plan.

## 13...UTILITIES AND PUBLIC WORKS

## 14...IMPLEMENTATION



### 14.0 Implementation

There are by-laws that a municipality can pass under authority of the *Planning Act* that can have an impact on development. Such by-laws include interim control, demolition control, maintenance and occupancy standards, extensions and enlargements of non-conforming uses, and others. The implementation tools listed below, on the other hand, must be included in this Plan, as required under the *Planning Act*, in order for the municipality to implement such measures.

In addition, the implementation of this Plan involves application of other general policies that are found in this section or those of Section 8.1, Uses Permitted Generally.

### 14.1 Implementation Mechanisms, by Authority under *The Planning Act*

#### 14.1.1 PROVINCIAL POLICY STATEMENTS

The City shall have regard to all provincial policy statements and shall ensure that the intent of any such policy statements are adequately reflected and implemented through the Plan.

#### 14.1.2 PUBLIC WORKS

The City shall not undertake any public work, nor pass any by-law for any purpose that does not conform to the intent and policies of the Plan.

#### 14.1.3 ACQUISITION/ HOLDING OF LAND

The City may acquire and/or hold land within the city for the purposes of implementing any policy of the Plan.

#### 14.1.4 HOLDING ZONE

The City may utilize a holding symbol (H), in conjunction with any use designation in the Zoning By-law, to specify the use to which lands shall be put in the future, but which are now considered premature or inappropriate for immediate development.

#### 14.1.5 COMMITTEE OF ADJUSTMENT

The Committee of Adjustment shall have regard to the policies of the Plan in their decision-making and implementation.

## 14...IMPLEMENTATION

### **14.1.6 INCREASED DENSITY, ETC., PROVISION BY-LAW**

The City may authorize increases in the height and density of development otherwise permitted by the by-law that will be permitted in return for the provision of such facilities, services or matters as are set out in the by-law.

### **14.1.7 NOTICE OF PUBLIC MEETING**

*The Planning Act* contains provisions that allow municipalities to provide notice of the required public meeting for Official Plan and Zoning By-law amendments in a different manner than those prescribed in the Act and its regulations, provided that an alternative method is spelled out in the municipality's Official Plan.

The City will avail itself of these provisions so as to ensure that notification and consultation for these types of amendments occurs prior to the required public meeting. This process will provide the public and public bodies with sufficient mechanisms and time to provide input and allow opportunities for issue resolution prior to decision-making; in a bilingual, cost-efficient, consistent and effective manner.

#### **Notification and Consultation**

The measures for informing and obtaining the views of the public and public bodies will be as follows:

- A bilingual sign will be posted on the site; and
- A notice will be sent to:
  - i. Community organizations in the area, and
  - ii. Those public bodies that are considered to have an interest in the proposed amendment.
- Alternatively if the proposed amendment affects a large area or the posting of an on-site sign is not appropriate, notification would be given to targeted stakeholders or published in a newspaper.

#### **Notice of the Public Meeting**

Notice of the public (Committee) meeting will be:

- Published in one English daily and one French daily newspaper having general circulation in the City, a minimum of five calendar days prior to the scheduled public meeting; and
- Sent to individuals and public bodies, who provided written comments, or requested notice of the public meeting, at least ten calendar days prior to the meeting by prepaid first class mail, facsimile or electronic-mail.

#### **Technical Amendments**

In the case of technical amendments to Official Plans and Zoning By-laws, notification to and consultation with the public or public bodies will not be required, however the proposed amendment will be published in the newspapers in the same manner as described above. This approach will be restricted to the following:

- Altering punctuation or language for consistency,

## 14...IMPLEMENTATION

- Correcting grammatical, dimensional and boundary, mathematical or typographical errors,
- Inserting historical footnotes or similar annotations,
- Changing the number and arrangement of the text, tables, schedules and maps,
- Adding technical information to maps or schedules, deleting redundant provisions, and
- Correcting anomalies.

### **14.1.8 COMPREHENSIVE ZONING**

Following the adoption of the Plan, as a priority the City will undertake a review of existing Zoning By-laws leading to the passage of a new Zoning By-law that implements the Plan.

### **14.1.9 SITE PLAN CONTROL**

Although the entire City of Ottawa is subject to Site Plan Control, in order to avoid undue restrictions, certain classes of development will be exempted from Site Plan Control, as defined through the Site Plan Control By-law. The City may request elevation drawings and other design-oriented studies for development applications within Urban Area and the Villages.

### **14.1.10 COMMUNITY IMPROVEMENT**

The City shall maintain the city-wide Community Improvement Project Area designation which pertains to all lands within the corporate limits. The City shall identify and establish by by-law, Community Improvement Project Areas throughout the City. Community Improvement Plans shall constitute a schedule of works for the maintenance, rehabilitation, repair and development of public and privately owned facilities and lands.

### **14.1.11 RIGHTS-OF-WAY WIDENING**

The City may require land to be conveyed to the City at no cost for the purpose of widening on existing right-of-way as a condition of subdivision, severance and site plan control approval for new development, changes of use and additions or alterations.

### **14.1.12 CONVEYANCE OF LAND FOR PARK PURPOSES AND ALTERNATIVE REQUIREMENTS**

The City may require, as a condition of the development of land uses other than commercial and industrial uses, the conveyance of either 5% of the land, or an equivalent amount of cash-in-lieu of land, to the municipality for park or other recreational purposes.

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The City may require, as a condition of the development of commercial and industrial uses, the conveyance of either 2% of the land, or an equivalent amount of cash-in-lieu of land, to the municipality for park or other public recreational purposes.

The City may require mixed-use development to convey land, or an equivalent amount of cash-in-lieu of land, calculated according to the total floor and associated site area that each use utilizes on the site, and the assignment of the 2% or 5% requirement.

Alternatively, cash in lieu of land may be accepted to the value of land that would have normally been required. The City's standard shall be a minimum of 1.2 hectares per thousand persons proposed to be accommodated within any subdivision, or a minimum of 1 hectare per 300 dwelling units proposed to be developed within any subdivision.

### 14.2 Other General Implementation Policies

#### **14.2.1 DETACHED DWELLING ON A LOT OF RECORD**

Irrespective of any other policy in this Plan, an individual has a right to develop a single-detached dwelling on a lot of record fronting on a public road that is maintained year round, if the lot was created under the *Planning Act* prior to the date of adoption of this Plan, if the zoning permits the use and if the

use can meet all the requirements for private or central servicing.

#### **14.2.2 SEVERANCE OF TWO DWELLINGS ON ONE LOT**

Where at least two detached residential dwellings existed on a property prior to adoption of this Plan one surplus dwelling may be severed on a new lot provided that all other relevant policies of this Plan are respected. Both dwellings must be occupied on an on-going basis for the use of this provision.

## 15...COLLABORATIVE COMMUNITY BUILDING



### 15.0 Collaborative Community Building

#### **WHY THIS PAPER?**

What follows does not constitute policy. Rather, it is meant to generate discussion and thought around how the City of Ottawa does business in the matter of engaging its citizens in local and citywide planning activity; indeed in all matters of civic decision-making. The creation of the new City offers us a unique opportunity to re-examine how we are doing. Do we need to make adjustments? Are there better ways?

#### **A LOT OF PEOPLE NEED A GOOD LISTENING TO...**

Through the Smart Growth Summit and the discussion surrounding the preparation of *Charting a Course* it has become apparent that in a democracy, what happens during a journey – how you get there – is just as important as the destination and that only when individuals have a real impact on decision-making will they have a sense of control over the issues that matter to them. The notion of working cooperatively with other levels of government, varied agencies, developers and residents to seek out new approaches and solutions to municipal issues was fully supported in *Charting a Course*. Respondents advocated that the city should tap into the network of excellent, well-connected agencies and groups that exist throughout the community as a means of effectively reaching out to the widest range of its citizens. A call to develop a consistent, formal process for engaging the expertise and knowledge of these groups was suggested often.

The City is committed to seeking innovative approaches to involve the public in discussion and resolution of municipal issues. Cities across North America are rediscovering the fact that all municipal services & programs benefit from the insight of community partners whose involvement increase our reach and relevance.

Anyone who has chosen to jump into the turbulent waters of municipal planning affairs as a volunteer may well have had reason to pause on occasion and reflect on their sanity. In fact even those who, by virtue of their professional careers, must regularly come into contact with the municipal planning process will at times have wondered if survival skills were somehow a vital, but missing part of their job training. This is not to say that involvement in neighbourhood planning initiatives or land development activities has been anything but a stimulating and ultimately rewarding experience for a great many people. But too many times community participation in such processes has been reactive, confrontational and based on personal agendas and narrow self-interest. Indeed, this should come as no surprise if the involvement of the community at large is restricted to and centred solely and principally upon reacting to development applications.

#### **COLLABORATIVE COMMUNITY BUILDING**

In an age when new buzzwords seem to arise daily, only to be replaced by yet another catchy phrase tomorrow, we shouldn't make a lot about the term 'collaborative community building'.

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It is a bit of a mouthful. No one is married to the term and if something more accurate and meaningful arises from discussions on this topic, then we will have another new buzzword. However, the idea behind the phrase is very fundamental. Simply put, we want to become a city where it is normal practice for developers, residents, business people and others to all play a meaningful role in the planning and development of their community. The overall goal is a better community, more creative solutions and less conflict in the planning process. Fundamental is early, knowledgeable involvement by all parties to minimize situations where participation is reactive and poorly informed.

### ***LET'S TAKE THE PHRASE APART***

Collaborative means that everyone works together toward realizing a common vision. The Official Plan will set out a long-term vision for Ottawa. As growth and change happen, how do individual parts of the city evolve toward this vision? If the community can come together in a non-confrontational fashion around planning issues (which admittedly are often controversial by nature) there will be benefits gained by all parties. The community will be stronger as trust is built, identity is strengthened, leadership is developed, and previously untapped resources of local knowledge and expertise are employed to accomplish what individuals working alone could not. Citizenship just doesn't happen. It is developed through involvement towards an end motivated by a desire to make a difference beyond the boundaries of our

personal, private or corporate lives. The process we use to plan our community must be an inclusive and broad one.

Community here is meant in its broadest sense – and this is critical – consisting of residents, landowners, businesses, developers and institutions on the human side and various levels of geography throughout the city on the physical side (for example, 'rural' and 'urban'). In short: community involves all of us, because we all live here and have a stake in making our village, neighbourhood, street and, our city, work better. Different people bring a wealth of varied experiences and perspectives to any discussion. Understanding and accommodating local preferences and priorities while mindful of the broader citywide context is a duality that need not represent two solitudes. Indeed local and city-wide community are two sides of the same coin and degeneration of one will ultimately be at the expense of the other. Similarly, allowing for differing approaches to how we realize the same goal in different parts of the City (e.g. in the urban and rural areas) should also be achievable. The process we use to plan our community must recognize and harmonize this characteristic dualism.

Building means strengthening and improving as we fashion our community. We have faced and will face again unprecedented growth in our community. People want to live here and do business here because of our wonderful quality of life. Ironically, the greatest challenges we encounter could well stem from the attractiveness of our community. The process we use to plan our community should always be done with a

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view to ‘building’ that community; making it better, both from a human perspective and from that of “place”.

### ***WHAT SORTS OF THINGS WOULD HAVE TO HAPPEN TO “GET THERE”?***

A whole raft of things coming together over time will contribute in varying degrees to make this process really work; and it will take time to tailor it for Ottawa. What are its components? Here is the beginning of a list:

City Council will have adopted a set of clear principles to guide community design / planning which will form the basis of all proposals.

There will be political buy-in to any outcome that is agreed to by all parties and meets the requirements of these principles.

There will be flexibility to determine the type of vehicle that best addresses the issue at hand – perhaps a secondary plan is appropriate, but in other instances, an implementing by-law may be sufficient, or changes to municipal practices or frequency and type of operation that characterize whatever is under discussion would be adequate.

All parties will have a good understanding of the process and of the legal rights and responsibilities of all parties.

Citizens will play a meaningful role in implementation & budgeting decisions.

There will be commitment to follow-through on recommendations.

A high level of coordination will exist among City departments & agencies and availability of resources from the City (e.g. design, legal, facilitation, etc.). There will be a commitment to developing local leadership – this speaks to something that goes beyond any “plan” or product itself – it is more of a process that will touch on all aspects of what the City does and how it delivers services. There will be recognition of the value of conducting outreach, enhancing understanding, establishing meaningful dialogue, and building consensus on issues, goals & recommendations. A commitment to maintaining efficiency of process and recognition of the time-sensitivity of, for example, development proposals. A commitment to resolution, not delay.

Information and data will be easily accessible to all in many forms at many different scales on many different subjects to help provide the foundation for planning exercises. Common and widespread understanding of planning terminology and processes. This will reduce the pressure on all parties to search out information on their own, which is time-consuming and can be stressful. Common and widespread support for, understanding and use of listening, organizing, teaching, mediation & negotiation skills. This speaks primarily, though not necessarily exclusively, to training for staff. A willingness to embrace a “bottom-up”, rather than “top-down” approach to planning.

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Tying community-based planning to the regulatory process of land development.

The ability to draw upon and communicate with a variety of interest groups and resources across the community.

### ***SOME OPPORTUNITIES***

Here are some possibilities of things that could be investigated further, but this is only meant to help stimulate discussion:

The possibility of a budget associated with each type of project to be used by the parties to, for example, hire expertise to carry out technical studies, conduct workshops or undertake research. Working with the community, to produce a guidebook to the planning process that will help everyone effectively evaluate proposed developments. To provide effective input, it is essential for the community to have an understanding of the rules, policies and processes involved. To start with, the handbook could contain information drawn from a range of city documents – for example, to help with the task of reviewing applications for development; to provide an understanding of the legal framework within which planning operates; to clarify the roles & rights of the many stakeholders; to describe the various steps of the process; and to let people know where to find more information if needed.

Providing training in the community – for example, offering courses on how things work at the City – how to read site plans, what zoning can and cannot do, budget, the role of traffic studies, environmental evaluation, community safety

audits, presentation skills for Planning Committee meetings, etc. Training in the community (remembering the community is always meant in its broadest sense) should not be a one-way street. Feedback from the community should be an essential component of any such activity carried out by the City. The City's web page – reformat it to make it more accessible, more informative. What kinds of information would be useful to the community? Some ideas: Neighbourhood mapping to show a variety of facts: Official Plan designations and other land use-based information, zoning, roads, parks & community centres, recreation facilities, libraries, schools. Basic census information on a neighbourhood or cluster of neighbourhoods - age/sex, family composition, ethnicity, mother tongue, income, rent/own, car ownership, etc. and other data such as house type, building permits issued, the amount and type of non-residential land use, etc. Perhaps significant trends could be graphed. Development application information, both current and historical - e.g. how many rezonings over "x" timeframe for what purpose, how many Committee of Adjustment decisions and for what. Links to other sites to enhance communication and information (e.g. NCC, City of Gatineau, conservation authorities, provincial agencies, school boards, the universities).

Setting up and maintaining an interactive web site – e.g. a way for people to exchange information about their neighbourhood (community bulletin board) - on what they value, local features, what is working, what is not and how to 'fix' it (this would imply a response from the City in certain cases) and to

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‘chat’ with others about possible approaches to problem solving.

Listings of the various organizations the City deals with – everything from community associations to professional organizations like the Building Owners & Managers Association, Ottawa-Carleton Home Builders Association, Canadian Institute of Planners, City Council advisory committees, farm organizations, Business Improvement Areas. Mapping current city initiatives in a neighbourhood and across the city (road and sidewalk improvements, studies underway, etc.

Partnering with the City’s Advisory Committees (there are 22 of them – Cycling and Urban Forest to name only two), for hosting workshops on broader issues of community interest would be another way to tap into expertise and allow for broader discussion.

Community-based monitoring and assessments of neighbourhoods might offer another way to keep everyone appraised of what’s going on – e.g. pedestrian issues, tree counts, park maintenance...This could be done from a variety of perspectives – how do our children see their community, what do they look for?

Developing community-based / community -developed indicators that can be used to monitor progress toward the community vision, as well as some forum for presenting the results on a regular basis.

Providing City-sponsored or contracted services to address community needs, such as facilitation, conflict resolution, design.

Providing an office, staffed on a full-time basis exclusively for the purpose of supporting a collaborative community building process.

### ***WHAT WE NEED TO DISCUSS AS A COMMUNITY***

Every time the community gets together, an opportunity exists for dialogue and to build trusting relationships. It is commonly understood that citizens are the experts in the liveability of their own neighbourhood. Similarly, only a developer can provide an appreciation of the financial risk-taking inherent in bringing a new development on stream. Learning from one another isn’t just possible; it’s essential. What can we learn from one another about what is working, what is not and further, how can improvements be made?

Ottawa can be viewed from innumerable perspectives. It has been called a community of communities, which is to say that within the political boundary there are many sub-communities, some identifiable by geography, others by common association or interest. As we become ever more multi-cultural, the early 21st century is guaranteed to see demands for bringing multiple groups of the disenfranchised and the merely-not-noticed into leadership circles.

The former municipalities that now make up the new City of Ottawa had many well-established groups that continue today.

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They represent many specific interests. The Smart Growth Summit and Charting a Course exercises provided a glimpse of the variety of perspectives held throughout the new city. Farm organizations have distinct views on the countryside that most urban dwellers (who otherwise value the countryside) do not understand. Downtown organizations view some issues differently than their suburban counterparts. Business groups and resident groups can often find themselves on opposite sides of development issues. Government is expected to lead, because it's often the only bridge between the private sector and the neighbourhood groups. Would government benefit in this role from having a group of intermediaries - call them "civic entrepreneurs" - drawn from its many communities (chambers of commerce, vice-presidents of development organizations, heads of citizens associations, directors of non-profits & foundations, heads of farm co-ops...) to advise it on specific issues? Could such a group of people leave their "official" hat at home and for the purpose of this role, come together to better understand the vision of the wider community and help move it toward the realization of that vision?

Individuals can learn to work smoothly across sectors, working to develop common approaches that encompass business success, neighbourhood goals and regional competitiveness. Facilitating dialogue and cultivating productive relationships among the varied threads of the Ottawa community is a legitimate and needed function of a process aimed at collaborative community building.

The 'product' of a collaborative community building process could be many things. While the context of this discussion has primarily been land use planning, it need not be restricted to this. In fact, the validity of extending this type of process to encompass other areas of how the City conducts its business could be a matter for community discussion. But considering for the moment a physical planning document of some kind is the goal for a defined neighbourhood, there needs to be some discussion about its form, the level of detail it should contain and how best to link such a document to the vision approved by City Council as part of its Official Plan.

There should be dialogue on how best to deliver a collaborative community building process. Cities like Calgary (Alberta) and Portland (Oregon) have established arms' length administrative structures to promote participation, coordination and communication among the various city neighbourhoods and provide support for community problem solving or mediation. We will need to examine "best practices" in place today among leading edge municipalities around the world to help us in our quest.

In light of the broad definition of "community" suggested at the beginning of this discussion piece, one of the most critical areas to be considered is how to get the various members of the community discussing issues early on – i.e. prior to a situation arising whereby one group is presented with a "fait accompli" by the other and asked to react to it (and react they will). Far more ideal would be early discussion by all parties on proposed

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changes in a neighbourhood based upon the agreed-upon principles established for that area and for the city as a whole.

Democratic planning and decision-making to maintain neighbourhood values while managing the dynamics of change implies time and effort. The expenditure of protracted periods of time understandably creates angst among those community stakeholders who shoulder the most risk at the outcome. How can we encourage creativity and reward innovation, rather than penalizing it? We need to discuss how prepared we are as a community to really adopt collaborative community building and what it really means for this community of Ottawa. We need to come to grips with what the municipal role should be – to plan or to facilitate and help others plan within the context of the rights of all stakeholders and the overall guidance of the Official Plan. Above all, what we ultimately decide must be fair to all constituents of our community.

Finally, the community must come to grips with how it intends to react to a phenomenon common to all communities facing change: “NIMBY” – not in my backyard – also known colloquially as “BANANA” (build absolutely nothing anywhere near anyone) and “LULU” (locally unacceptable land use). This discussion piece cannot begin to suggest how the negativity associated with this phenomenon will be resolved, but merely throwing our hands up in despair, exasperation or avoidance is not the answer. Nevertheless, if a community is secure in its understanding of the shared principles it has espoused in documents like its Official Plan and comparable master planning documents, it will be secure

when addressing change occasioned by the differing perspectives of its constituent members. This by no means implies that we will all agree all the time. As David Crockett, Chair of the Chattanooga City Council stated at the Smart Growth Summit:

“You may not be able to get consensus on every project, or on a building here, or on doing this...but you should be able to get consensus on what you value and what you believe...Can you agree on the principles that are to guide the community, where every time the process and the principles are the same?”

If Ottawa can work within this understanding, then we should be in good shape to begin the discussion of what a collaborative community building process means for this city based upon some old fashioned virtues that modern cities are rediscovering: shared values, mutual obligation, trust and responsibility for the community as a whole.

### ***HOW WE PROPOSE TO MOVE FORWARD***

Formal consultation on this piece and on the Official Plan as a whole will occur in the fall of 2002. Nevertheless it is intended that, along with additional research, informal discussions will take place over the summer with established groups and contacts that are interested and available to do so. How this consultation will take place has not been fully determined as yet. It may take the form of a facilitated workshop, but we will need to talk to a variety of people to figure out the best alternatives available to us.

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## SCHEDULES



## SCHEDULES

This draft preliminary Official Plan includes:

Schedule A - Rural Policy Area

Schedule B - Urban Policy Area

This draft preliminary does not include  
(Although referenced in the Plan)  
the following:

Schedules C - Transportation (several)

Schedule D - Environmental Constraints

Schedule E - Scenic Routes, Entry Routes  
and Major Recreational Pathways