



Building a Liveable Ottawa 2031 Preliminary Policy Proposals

Official Plan
Transportation Master Plan
Infrastructure Master Plan
Cycling Plan
Pedestrian Plan



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1. Affordability

What is this?

Many Canadians and all levels of government are concerned about the affordability of our lifestyles and the rising costs needed to maintain them. As a result, governments are struggling to balance their budgets in the face of increasing spending pressure and the need to keep taxes affordable for the average household.

The need to achieve value for money is clear. Ottawa is responding to this need by ensuring that assets such as roads and water mains are well maintained before investing in new assets. The City also makes sure that infrastructure investments achieve multiple benefits. Ottawa's investment in light rail transit, for example, will not only provide needed transportation capacity, but will also create opportunities for affordable, fiscally responsible growth in new communities around transit stations that will be cost-effectively serviced largely with existing infrastructure.

Indeed, the development of a compact city rather than a sprawling one makes best use of existing infrastructure, makes the provision of sustainable transportation more efficient, reduces the reliance on automobiles, limits the need for increased taxation, spreads out the tax burden amongst more people, and is therefore, the key to creating an affordable City for citizens and their municipal government.

The Official Plan and related Master Plans work together to direct how the city will grow, what infrastructure is needed to support that growth and how the City will pay for the infrastructure. The Official Plan sets out the broad pattern of future growth, including limiting the expansion of the suburbs at the edge of the city and bolstering redevelopment around rapid transit stations and along busy mainstreets. Both the Transportation Master Plan and the Infrastructure Master Plan show the new infrastructure projects needed to support future growth, their cost, and priorities for completion.

It is clear, growth through intensification at medium and higher densities is less expensive to service than lower-density development. It also results in a more compact city where the cost of providing other municipal services such as garbage collection, snow-clearing and emergency services is less.

For the reasons listed above, and working from the same planning horizon of the city in 2031, an affordability lens will be applied to the Official Plan for the City and each master plan will look at affordable ways of servicing it. This is because the number one criteria of a liveable city is that it has to be affordable for citizens and the municipal government that serves them. The decisions we make today will have financial and affordability impacts for generations to come.

Why change the policies?

Both the Infrastructure Master Plan and the Transportation Master Plan identify comprehensive approaches for new infrastructure and services to support growth in the city until 2031. In the five years since the current plans were approved, both infrastructure needs and costs to fulfill these needs have changed as a result of population growth, expansion of the City's urban area, and rapidly progressing high density development.

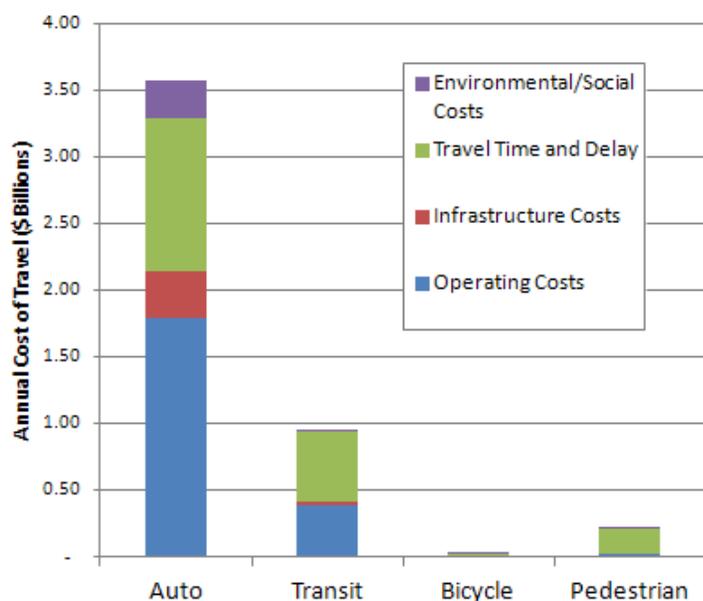
The review of the Infrastructure Master Plan will update its policies, major projects and the associated financial plan. The paper on the [Infrastructure Master Plan](#) discusses the scope of studies considered in the plan review.

It was estimated that the 2008 Transportation Master Plan would cost \$8.3 billion, including \$7.2 billion for capital costs and \$1.1 billion for operations and maintenance. The Plan also recognized the issue of affordability and highlighted the fact that the capital works identified over the long term were not affordable in terms of the City's financial resources at the time.

In addition, there is a growing backlog of transportation infrastructure that needs upgrading. It is estimated that approximately 25 per cent of the City's roads are in need of resurfacing or reconstruction. Accordingly, there is a need to ensure that every dollar spent on transportation is put to the best use possible.

Increasingly, decision-makers are looking into the total costs of travel, and to a degree, who pays for these costs. Total costs include infrastructure costs, operating costs (including subsidies), travel time costs, societal costs (such as accident costs and health costs), environmental costs and direct user costs. It is estimated that the annual cost of travel in Ottawa is as much as \$2.9 billion without including personal travel costs and as much as \$4.8 billion when the costs of travel time and auto ownership/use and transit fares are included. The largest proportion of these costs is attributable to the private automobile. Therefore, as the graph below shows, the best way to keep the cost of transportation affordable for both citizens and government over the long term is to find ways to reduce the use of private automobiles.

Ottawa Annual Total Cost of Travel per Mode



Source: Ottawa Cost of Travel Model (2011 Update)

In 2012 Council adopted a Comprehensive Asset Management Program that sets out its objectives for infrastructure decisions:

- Improve customer service and strive to deliver services at an agreed upon level of service;
- Enhance decision-making accountability and transparency;
- Demonstrate the long-term impact of short-term decisions;
- Reduce life-cycle costs while maintaining assets in safe condition; and
- Enhance justification of infrastructure investment decisions and link these decisions to service outcomes.

These objectives will be included in the master plan reviews and will help set priorities for new infrastructure. By maximizing use of existing infrastructure, the City will be better positioned to achieve its renewal investment targets as outlined in the Comprehensive Asset Management policy.

What is proposed?

The City proposes to build upon the 2008 plans with growth and new infrastructure that is environmentally, socially, economically and culturally sustainable. Proposals for the Official Plan will seek to reduce automobile use by strengthening the linkage between intensification and transit, building complete communities with a mix of uses in the suburbs and in villages, and reducing development on scattered lots in the rural area. These proposals are aimed at allowing people across the city to live, work, and play within their communities.

Proposals for new projects and their relative priority will be based on the City's financial model. The model provides a long- term financial outlook that accounts for all capital and operating costs as well as revenue sources. Revenue sources are primarily taxes, sewer and water rates, development charges, the gas tax and senior level government support for specific projects. The long range financial plan will be used to assess the proposed infrastructure needs. Where necessary, the levels of service could be revised to reduce infrastructure cost and timing to make the services affordable.

The Infrastructure Master Plan will propose two distinct scenarios. The first will demonstrate how much growth can be supported with the existing infrastructure. The second will identify the needed infrastructure to support projected growth and, through the affordability analysis, determine the funding that will be necessary to provide all the infrastructure required to support this growth.

The Transportation Master Plan model will examine three distinct scenarios built around the issue of affordability and the policy framework:

- An unconstrained funding scenario, which identifies all appropriate infrastructure to serve the needs of existing and new development
- A constrained funding scenario, which limits the provision of infrastructure to within projected future funding envelopes based on current practices (i.e. no new revenue sources and constrained property tax increases). This could result in decreasing service levels or controlling development.

- A hybrid scenario, which attempts to prioritize investments based on value for money, while also looking to new revenue sources such as user pay approaches or adjusting development charge rates and sewer and water rates.

In the Transportation Master Plan, the cost of travel by different modes (i.e. walking, cycling, transit, and car) will also inform the development of network scenarios and the trade-offs between investments in each mode.

The suite of investments in the transportation system may be different for the first 10 years of the Plan compared to the second 10 years and beyond. Investments that have a big impact on accelerating progress towards the system the City needs in the long term will be given priority. For example, transit projects could be prioritized based on the number of new riders each dollar of investment will attract. Similarly, road projects that have system-wide impacts on reducing congestion might be given priority over those where the only objective is to facilitate development.

What is the impact of the changes?

Through the reviews of the [Infrastructure Master Plan](#) and the Transportation Master Plan, the City will determine an affordable option for building the infrastructure needed to support, in particular, intensification and suburban development up to the year 2031. The Master Plans will also propose prioritization (e.g. short term, medium term or long term) for new City projects reflective of where new development through intensification or building on greenfields will occur.

Policies and decisions around affordability and priorities are sure to emerge as some of the most challenging in the review of the Official Plan and Master Plans. This is because decisions on growth and how it will be supported with municipal services have an impact on the financial health of the City and its residents over multiple generations.

2. Safe and Efficient Transportation Infrastructure

What is this?

Ottawa's Transportation Master Plans have long given priority to walking, cycling and transit. Although travel in the downtown and surrounding communities is already shifting towards these sustainable options, the majority of travel in the city will likely still rely on automobiles in 2031. The infrastructure provided to accommodate that travel, namely roads and parking facilities, should be as safe and efficient as possible. Overbuilding roads and parking facilities encourages excessive travel by car, which is unhealthy, economically inefficient, and negatively impacts both individual and municipal affordability functions over the near and long terms. Recognizing this, the Transportation Master Plan review will provide stronger guidance on managing roads and parking facilities.

Why change the policies?

The current Transportation Master Plan called for the City to prepare several strategies to improve efficiency and safety. Since the plan's adoption by Council in 2008, these strategies and additional research have been completed and can now be reflected in the plan. Proposed changes will help to:

- Reduce road fatalities and serious injuries;
- Set priorities for new technologies to manage the transportation system over the next 10 to 15 years ;
- Make strategic decisions about City-owned public parking and parking provided in new development; and
- Revise the way that the traffic impact of new development is calculated, to make more efficient use of roads.

Many of these changes will serve to increase the City's ability to support walking, cycling and transit.

What is proposed?

Road safety

New policies will be drafted to address the four critical areas identified in the Strategic Road Safety Action Plan (2012): distracted driving, vulnerable road users (including pedestrians and cyclists), aggressive driving leading to different types of collisions, and age-specific issues related to children, young and senior drivers. Additional policies regarding roadway design and its impact on road safety will also be reviewed as part of the focus on [Complete Streets](#).

Managing the system

The plan review will incorporate the Transportation System Management Action Plan (2012) which included the following initiatives:

- Advanced Traffic Management Systems that use computing and communications technologies, including new technologies for the City's traffic management centre and systems, and priority signals for pedestrians, cyclists and transit vehicles;

- Systems that provide information on travel conditions and options to help people plan before travelling and while en route (a web-based information system, possibly for the whole of Canada’s Capital Region, is under consideration); and
- Technology to build and maintain innovative systems to collect data on traffic and travel in the city.

The review will also seek to provide policy focus on person capacity instead of the vehicular capacity, including the allocation of road space to different modes of travel in an effort to reallocate that space in a way that supports sustainable transportation. For example, traffic lanes that are effectively unused due to upstream or downstream bottlenecks could be converted to walking, cycling or transit facilities that attract more users and, in fact, help to mitigate the bottlenecks.

Parking

The City has two tools for managing parking. First is the development and operation of City-owned public parking facilities (on-street and off-street), and second is the City’s Zoning By-law and practices regarding parking in new development.

The review will include policies that help implement the City’s 2009 Municipal Parking Management Strategy, including:

- Support for sustainable transportation (e.g. by providing parking spaces for bicycles, carpools and Carshare vehicles) and greater intensification;
- Guidelines for setting parking rates that are based on cost-recovery and utilization data, and that vary by location, time of day and day of week; and
- Targets, indicators and reporting procedures for monitoring parking.

The City’s Zoning By-law has already been used to limit car parking around rapid transit locations and other areas where the City’s policy is to encourage walking, cycling and transit use. The review will give direction on zoning for long-term and short-term bicycle parking. It will also encourage developers to make space for car-sharing services in new developments in exchange for reduced parking requirements.

Assessing transportation infrastructure needs

Historically, transportation infrastructure has been based on predicting the highest level of demand—called the “peak hour travel demand”—and identifying changes to the road network required to accommodate that demand at an acceptable, minimum level of service. In recent years, requirements for additional infrastructure or services for transit users, pedestrians and cyclists have also been considered.

Other municipalities in North America, including Vancouver and San Francisco, have taken the lead in more efficiently and equitably serving users of all modes when planning new transportation infrastructure. The review will consider how Ottawa can do the same in ways that best suit local conditions and expectations.

One approach to explore includes using a peak period of two to three hours rather than a single peak hour when projecting travel demands and establishing minimum service levels. This approach reflects travellers' response to congestion, which is to shift their travel outside of the peak hour. As roads and transit become more congested, travellers change their travel times. Roads and transit are used more intensively for a longer period and the need to add new facilities is delayed.

A second approach is to establish more clear guidelines for accommodating the needs of transit users, pedestrians, cyclists and carpoolers. This would help to reduce automobile trips.

A third approach is to only permit development that does not generate more traffic than the surrounding road network can handle. Where roads are close to capacity, the City would expect most travel created by new development to be served by transit, walking, cycling or increased automobile occupancies.

A fourth approach is to build in some flexibility in how the transportation demands of new development are met. For example, analysis of a new building may indicate that the road needs to be changed to increase its capacity for cars. However, the City may decide that the change is not in the public interest or does not support its planning policies. Such might be the case where a double-left turn lane is needed to handle more cars, but would make walking and cycling more difficult if it was built. A solution is to require the developer to contribute the cost of the road change to a fund for transit, walking or cycling improvements and perhaps other roadway modifications. This situation is similar to the City's approach to cash-in-lieu-of-parking for developments that require new parking spaces, but the new spaces are not feasible or desirable. This approach may require a change in provincial legislation.

What is the impact of the changes?

Safe and efficient transportation infrastructure means not overbuilding roads and parking facilities to encourage excessive travel by car which is environmentally and socially harmful, economically inefficient, and negatively impacts affordability. This may result in slower moving traffic using fewer lanes for longer periods of time unless people shift their travel outside of the peak hour or change to more sustainable modes of travel. Roads and transit would be more intensively used for longer periods of the day and the need to add new facilities would be delayed. It would also help to make active transportation more comfortable and attractive resulting in a larger share of trips.

3. Sustainable Transportation

What is this?

Ottawa’s Transportation Master Plan provides a vision for how people will travel in the future. The plan does not simply predict what people will want and try to provide it. Rather, the plan shapes options for how people travel in favour of sustainable transportation—walking, cycling and transit. The plan also needs to provide just enough roads and transit and other facilities to meet demand and avoid excessive congestion. Finally, transportation infrastructure and services planned for the future need to be economically affordable, socially equitable and environmentally sustainable.

Why change the policies?

Current trends are creating opportunities to increase walking, cycling and transit use. These trends include

- People no longer want to rely on cars for most of their travel. They want to have options and make choices depending on the purpose of the trip, the time of year, or even the day’s weather.
- New technologies are making it easier to use transit and other travel options. Conveniences like online trip planning and real-time information on bus schedules are making transit travel more efficient. Carpooling, carsharing and bikesharing can be arranged on the internet. Cell phones can be used to coordinate pick-ups or transit trips.
- More people are adopting lifestyles that make less use of private automobiles. Young adults throughout North America are buying fewer cars than their parents, while seniors are seeking independent living in the community.
- Health-conscious citizens at all stages of life are looking for ways to make walking and cycling part of their daily routine.

The City has new information about how people travel today that will be used to update the Transportation Master Plan. The plan has objectives for “modal shares” that summarize future travel behaviours. Simply put, modal shares represent the proportion of trips that people make using different modes of travel—walking, cycling, transit, or automobile. The 2008 plan has the following objectives for modal shares, measured during the busiest hour of weekday mornings:

- Walking – 10% of all trips in 2031, up from 9.3% in 2005;
- Cycling – 3% of all trips in 2031, up from 1.7% in 2005;
- Public transit – 26% of all trips in 2031 (or 30% of motorized trips), up from 21% in 2005; and
- Automobile drivers and passengers – 61% of all trips in 2031 (or 70% of motorized trips), down from 68% in 2005

The City has new survey information about residents’ travel as well as updated transit ridership figures and traffic, bicycle and pedestrian counts. Rapid progress towards these objectives indicates that more ambitious goals are appropriate. An overriding objective for the City is to limit the growth in car usage, which means minimizing the share of driving trips and maximizing the share of trips by all other modes.

Key to this objective is the recognition that sustainable modes of travel are more efficient than personal automobile use, as illustrated in the following picture which shows the same number of people and the road space they require for different modes of travel.

Space Required to Transport Seventy-Five People in Different Modes



The plan review will look at new or improved tools to increase use of sustainable transportation. Council has approved new policies on incentives to change travel behaviour that can be supported in the plan. Also, the plan needs to consider new approaches to having users of services pay for them —“user pay” systems.

What is proposed?

Modal shares

The plan review will set higher objectives for walking and cycling in 2031. Also, an objective will be proposed for the share of trips by all non-drivers—pedestrians, cyclists, transit users and car passengers together. This objective would overcome issues around seasonality—namely, that cycling levels are far higher in the summer than in the winter—and would also recognize that many non-drivers (and even drivers) use all of these modes for different purposes at different times.

Market-based transit targets

The Transportation Master Plan review will likely propose objectives for transit on individual corridors (e.g. across the Greenbelt to Orleans), travel between origin-destination pairs (e.g. Barrhaven to Kanata), demographic groups (e.g. young adults aged 16 to 24), or multiple modes (e.g. cycling and transit in combination). Monitoring of these objectives would create a clear picture of residents’ travel behaviour and better illustrate areas where action is required.

Vehicle-kilometres travelled

Annual vehicle-kilometres travelled (VKT) measures the amount of travel by personal motor vehicles within the city each year. It’s an important indicator because it is directly correlated to public health,

numerous environmental impacts, social costs and personal travel costs. Dividing the annual total VKT by population gives another indicator, VKT/capita, which describes the amount of driving by the average resident each year. Targets for reducing VKT/capita and limiting growth in overall VKT could be a valuable addition to the Transportation Master Plan.

Incentives to change behaviour

The plan now includes incentives to help change people's travel behaviour—to modify whether, when, where and how they travel. These include ways to encourage people to use sustainable transportation more often, to travel outside peak periods, to reduce the length of their trips, and to reduce the number of trips they make. These incentives are collectively referred to as transportation demand management.

In 2012, Council approved a new Transportation Demand Management Strategy based on four key goals:

- **Goal 1: Employee commuting and business travel** – Lead by example by motivating more sustainable commuting and business travel by City employees;
- **Goal 2: Communication and promotion** – Use communication and promotion to remove barriers to more sustainable travel choices by individuals;
- **Goal 3: Community partnerships** – Establish strong partnerships to engage individuals in workplaces, schools and neighbourhoods to leverage community resources; and
- **Goal 4: Internal linkages** – Integrate transportation demand management principles into a wide range of related City initiatives.

The plan review will develop transportation demand management policies to achieve these goals. It will build upon the Ottawa on the Move initiative and look at how transportation demand management can help Ottawa residents travel while the new light-rail system is under construction over the next five years. Tools could include information on how to travel using combinations of walking, cycling and transit, support for travel planning in individual workplaces, and travel for special events.

While transportation demand management incentives are important, the plan will also identify disincentives that can shape travel behaviour. Some of those are financial, such as user pay options below, and others relate to the supply and operation of parking facilities and other transportation infrastructure described in [Safe and Efficient Transportation Infrastructure](#).

User Pay

All levels of government are looking at ways to expand user fees for transportation beyond transit fares, parking charges, vehicle licensing fees and gas taxes. Not only could user fees fund more of the City's transportation expenditures, but they could also act as price signals that actively shift demand from less desirable travel behaviours to those that are more desirable and sustainable.

The plan review will identify several user pay approaches and assess their technical feasibility as well as their impact on other goals related to equity, efficiency, economic growth and public acceptance. Candidate user pay approaches could include charges for the use of roads depending on the distance travelled, road tolls, parking space levies, commercial parking surcharges, fuel surcharges, and vehicle

registration fees. Canadian examples exist for some of these approaches, but all require direct administration or special enabling legislation by provincial governments.

What is the impact of the changes?

If Ottawa residents continue to travel primarily by private automobiles, the City will need to continue building and maintaining roads to support this choice, and this will negatively impact individual and municipal affordability. Traffic congestion will increase along with pressures to widen roads throughout the city and bring more traffic through established neighbourhoods.

Sustainable transportation choices will improve the quality of life in Ottawa for current and for future generations. Walking, cycling and transit are the backbone of more liveable and affordable communities, where people can walk or cycle to nearby stores and services and take convenient transit for longer trips. [Complete Streets](#), [Active Transportation](#), [Transit-Oriented Development](#), [Intensification](#) and other planning strategies will all help Ottawa move towards more liveable communities in an affordable and sustainable city.

4. Complete Streets

What is this?

Ottawa’s streets are the largest public spaces in our communities. They are social places where people can walk, cycle, and drive, meet our friends, or enjoy a sidewalk café. They also open the front doors of local businesses, frame our parks and schools, and welcome us to our homes.

Complete streets are streets that are designed to accommodate all of their special functions and serve all of the people who use them. The term “complete streets” takes in many innovative ideas developed over the last two decades, including traffic calming measures to slow vehicle speeds, bike lanes, and green streets where landscaped areas add beauty and help manage stormwater.

Complete streets principles are not a cookie cutter approach to street design. The needs of all users—pedestrians, cyclists, transit riders and motorists—are considered first. The safety, comfort and convenience of all users, regardless of age or ability, are essential.

Under complete streets principles, the design of the road does not start at the centerline, as is customary, but starts instead at the building frontage and works inward to the centre of the road. The needs of the most vulnerable users (pedestrians and cyclists) are considered first, followed by the needs of motorists and transit users. Tradeoffs are made among competing users, guided by the intended function of the street and surrounding land uses.

Why change the policies?

Since the 1990s, Ottawa has been an early adopter of many innovative practices such as traffic calming, on-road bikeways, and measures to give transit priority over cars on our roads. Guidelines such as the Regional Road Corridor Design Guidelines (2000), Road Corridor Planning and Design Guidelines: Urban and Village Collectors, Rural Arterials and Collectors (2008) and Downtown Moves (2013) embrace many of the concepts included in complete streets.

The complete streets concept also has been used in plans for development around rapid transit stations and community groups have referred to the concept in consultation on specific road corridors. Although both the Transportation Master Plan and the Official Plan contain elements of complete streets, neither document specifically mentions them. Clearly, the review is an opportunity to position the concept of complete streets in the Ottawa context, and to give direction for tools and practices that can work for communities.

What is proposed?

The Transportation Master Plan review will build on Ottawa’s achievements by:

- Identifying the goals and objectives of complete streets;
- Re-emphasizing the priority of designing for vulnerable users;

- Continuing to stress the need for consistent, equitable and transparent trade-offs among competing objectives when developing plans and designs for constrained corridors and intersections; and
- Identifying tools and practices for day-to-day application, including measures of the level of service for walking, cycling and transit. These would be similar in purpose to the ones now used to measure the level of service for motor vehicles to assess road congestion.

The Transportation Master Plan will recommend that the City’s guidelines for arterial and collector roads be updated by incorporating recent advances in design for walking and cycling. It may also include examples of possible complete street designs for typical roads (e.g. urban main streets, suburban two-lane collector streets) where trade-offs among the needs of different users can be problematic.

What is the impact of the changes?

Complete streets are designed, operated and maintained to provide safe, comfortable and convenient access for all users—pedestrians, cyclists, transit riders and motorists—regardless of age or ability. Complete streets will encourage sustainable and more affordable transportation choices. Tools and practices will be developed to assess trade-offs when competing interests arise between different modes of travel to ensure the most vulnerable users are best accommodated. This will be particularly evident for the reconstruction of existing streets where residents can expect to see the complete streets approach resulting in physical changes from what previously existed.

5. Active Transportation

What is it?

Good pedestrian and cycling networks make walking and cycling more attractive as alternatives to car use. This is one more way that the City can help limit traffic congestion and its negative impacts, support healthy and active lifestyles for people of all ages, and boost affordability for residents and the municipality. The ability to walk or cycle also makes communities more liveable. It supports increased transit use and more activity on the street, but requires that communities be designed so that trips are safe, interesting and direct.

The City's detailed plans for active transportation are provided in the 2008 Ottawa Cycling Plan and the 2009 Ottawa Pedestrian Plan. Both plans are being reviewed along with the Transportation Master Plan and they will include most of the new proposed policies.

Why change policies for walking?

The vision, goals and objectives for walking in the Pedestrian Plan need to be updated to reflect a new Pedestrian Charter, as directed by Council.

The target for the share of trips made by pedestrians is increasing, as described in [Sustainable Transportation](#).

The policies on requirements for sidewalks and other pedestrian facilities in the Official Plan and Transportation Master Plan need to be clarified for easier use and administration.

There are opportunities to improve the maintenance of sidewalks and other facilities, and thus help transform Ottawa into a world-class pedestrian city.

What is proposed?

New vision, goals and objectives

To create an urban environment where walking is the first choice for short trips, the City will pursue the following objectives in the Pedestrian Plan

Provide safe and attractive pedestrian network/facilities

- Recognize that the pedestrian environment is valued (not vacant) space that should be protected when designing for other users.
- Establish a well-connected network of sustainable modes of transportation, providing residents with alternatives to the automobile.
- Establish and enhance pedestrian routes to transit, schools and parks to promote healthy, active lifestyles.
- Create complete streets that make walking trips more direct, interesting and productive, within a pedestrian scaled, permeable urban environment.

- Minimize unnecessary interruptions for pedestrians including signal delay and physical obstructions.

Measure the quality of service of pedestrian facilities

- Develop quality of service indicators for the critical elements of pedestrian facilities (e.g. separation from vehicles, intersection crossings).
- Give due consideration to the aesthetics of pedestrian space in the physical design of infrastructure.
- Enhance pedestrian facilities to reflect the intensity of pedestrian use.

Focus on the link between land use and walking

- Encourage organization of land uses to create rich detail and a mix of experiences, making walking more interesting and attractive.

Marketing and promotion

- Collect, analyze and distribute data that helps articulate the social, economic, environmental and health benefits of walking as a form of travel, exercise and recreation.
- Coordinate efforts with other levels of government and work with local citizens, community groups, and businesses toward achieving the City's pedestrian goals.

A Pedestrian Charter will also be created to reinforce the understanding that a vibrant pedestrian environment has enormous social, environmental and economic benefits for the City.

Targets for walking

By better understanding when and why people choose to walk, targets for specific areas or types of trips can be set. In addition to overall targets for walking, targets will also be related to trip distance, because walking is particularly attractive for short trips. If the walking share of short trips were to reach 60% during peak periods, then the walking share of all travel during peak periods could climb from 9.5% to almost 15% by 2031.

Because travel behaviours vary in different parts of the city, it would be helpful to set targets for walking in specific areas. Trips by residents of Orleans, Kanata and Barrhaven are typically longer than those made by residents inside the Greenbelt, and are more likely to be made by transit or by car. Targets for walking in each of these areas can help guide and prioritize investment in sidewalks and other facilities.

Requirements for sidewalks

New sidewalks are provided as part of road building or maintenance, and as part of new development. The City also builds sidewalks on a limited scale to correct deficiencies, although retrofitting facilities into the existing streets is more expensive than other approaches.

Current policies are at times unclear about sidewalk requirements in new development and are unclear about the need for sidewalks on local streets. The proposal is to clarify exceptions where sidewalks are not required, rather than detail requirements for the much larger number of situations where sidewalks

are required. Also, retrofits are to be used more strategically, to increase access to transit and improve safety at schools.

The proposed policy for the Official Plan, Transportation Master Plan and Ottawa Pedestrian Plan is that, on all existing, new and reconstructed roads, during review of development applications and during road construction and rehabilitation projects, the City requires the provision of pedestrian facilities as follows:

- Sidewalks on both sides of arterial and collector roads in the urban area and villages;
- A sidewalk or multi-use pathway on at least one side of all arterial and collector roads passing through the Greenbelt;
- Sidewalks on both sides of all roads that support transit;
- Sidewalks on both sides of all local roads unless they do not serve as a routes to transit stations and bus stops, schools, public parks, recreation centers, public buildings, neighbourhood and regional commercial/retail or employment centres;
- Wherever the Ottawa Pedestrian Plan or a Community Design Plan has identified; and
- A multi-use pathway in lieu of a sidewalk may be provided if determined to be appropriate. Such multi-use pathways will be year-round pedestrian facilities.

Priorities for retrofits are also proposed to change in the Ottawa Pedestrian Plan. The City's priority for constructing new sidewalks will be where the existing pedestrian network is discontinuous or key links are non-existent:

- In established communities that will not be subject to development/ redevelopment;
- On streets providing direct access to transit stations and transit stops; and
- On streets providing direct access to schools.

Maintenance

There is a need to identify and review winter maintenance policies and practices on walking routes. Improved practices and their costs will be estimated for the entire urban area as well as for areas with the greatest pedestrian activity. The result will provide information on the costs and benefits of changing maintenance practices.

Why change policies on cycling?

Cycling is important to many residents and more public money is being spent on facilities. Between 2005 and 2011, there was a 38% increase city-wide in the cycling share, mainly driven by gains from within the Greenbelt. Since the completion of the 2008 Cycling Plan, Council has requested a new target of 8% cycling modal share within the Greenbelt - and 5% city-wide by 2021.

The 2008 Ottawa Cycling Plan projected spending of about \$15 million between 2009 and 2014. Actual spending will be about double that figure, when additional investments for cycling are factored in with integrated road and sewer infrastructure projects.

What is proposed?

New vision, goals and objectives

Higher targets will be set for the cycling share of travel and greater emphasis will be placed on the connections among walking, cycling and transit.

Establish quality of service indicators for cycling

Cycling facility improvements often involve trade-offs of benefits for various modes, but staff lack tools to make these decisions consistently and transparently. The Cycling Plan update will recommend objective measures of impacts for cyclists along a route or at an intersection.

Improve cycling safety

Established safety programs such as the Cycling Safety Improvement Program, the Cycling Safety Awareness Program and cycling-specific safety audits will be retained and improved. A safety report that measures the rate of bicycle crashes as a function of traffic volume will be proposed. The review will also consider by-law regulations for eBikes and eScooters on different types of cycling facilities.

Update cycling facility types

- **New types of cycling facilities and traffic controls** – The update will incorporate new types of cycling facilities such as neighbourhood greenways (paths for pedestrians and cyclists through parks or landscaped areas) and pedestrian priority areas where bikes and pedestrians can mix safely. It will also look at changes to road-way cross sections that include cycling facilities, as well as new traffic devices to improve cyclists' visibility and safety.
- **Review cycling on traditional mainstreets** – Current guidelines for traditional mainstreets in older areas of the city recommend shared cycling lanes next to on-street parking, techniques for improved sharing, as well as recommended cross-sections for bike lanes will be proposed.

Refine cycling network

- **Focus on route continuity and utility** – Cycling network investments will emphasize route continuity in order to maximize increases in cycling as a transportation choice and may include a series of "cross-town bikeways" for priority implementation.
- **Routes to key employment and educational nodes outside of the Core** – Better cycling connections will be considered for locations outside of the core with high potential for cycling. Locations such as the Kanata North Business Park, Algonquin College, the Alta Vista hospital lands, Confederation Heights, and the Walkley Business Park will all be reviewed.
- **Update guidance for cycling network planning in developing areas** – Guidelines for planners and developers will be updated to include more off-road routes and more attractive facilities with better continuity, including seamless direct connections to transit stations.
- **Review cycling in Ottawa's villages and rural areas** – More emphasis on cycling requirements will be suggested for area planning initiatives for rural areas and villages.
- **Winter cycling network plan** – The Laurier Avenue bike lanes and some multi-use pathways in the central area are the only cycling facilities currently maintained during winter. A recommended winter cycling network and its costs will be developed as part of a pilot project proposal.

- **Bike parking** – The Cycling Plan update will review the amount, location and quality of bicycle parking required through the Zoning By-law as well as proposing different requirements for short-term (visitor) and long-term (resident or commuter) bike parking. Recommendations will be made to study the provision of secure bike parking. A pilot project is proposed for seasonal conversion of some on-street parking spots to bicycle parking areas.

What is the impact of the changes?

Walking and cycling helps to create vibrant, liveable neighbourhoods and supports healthy and active lifestyles for people of all ages. They can also limit traffic congestion and reduce its various impacts. Increased walking and cycling also allows cities to meet transportation needs with lower capital and maintenance spending, which in turn contributes to making a cities more affordable for residents and municipal governments. For these reasons, throughout the city, residents and visitors can expect to see continued improvements to make all neighbourhoods in Ottawa even more pedestrian and cycling-friendly. Improvements to the cycling network also may draw more tourists, attract business, support high end employees, and help realize the goals of the City’s Plan for Prosperity. Together with [Complete Streets](#), [Transit-Oriented Development](#), [Intensification](#) and other planning strategies Ottawa will move towards more liveable communities in a sustainable city.

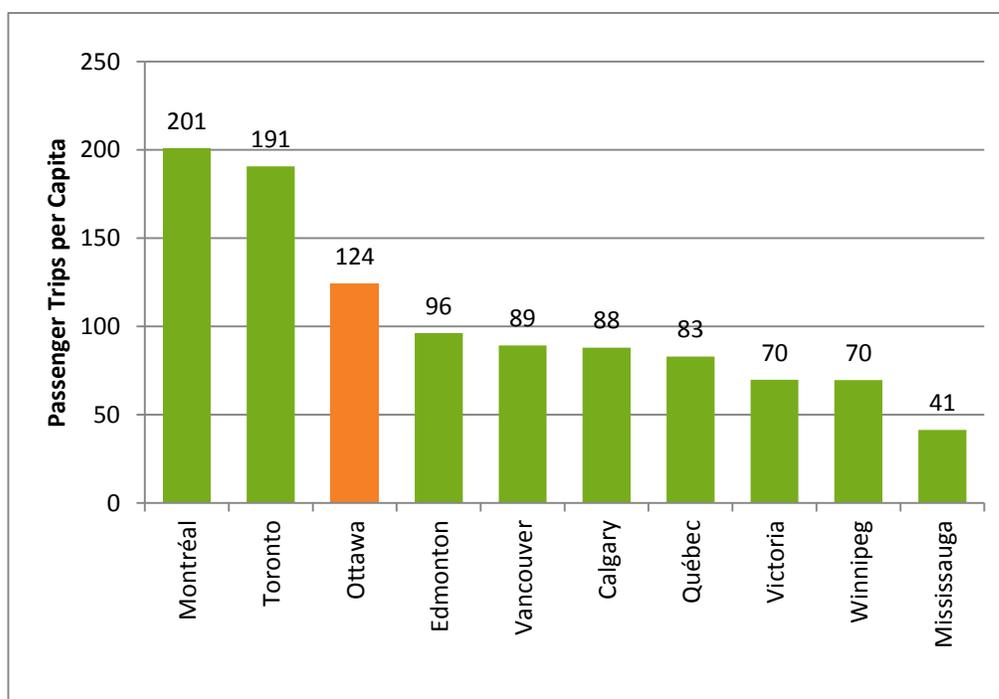
6. Public Transit

What is this?

In 2013, Ottawa will begin construction of a light rail transit system that will carry more people more quickly through the downtown and make public transit an even more attractive choice for daily travel. Light rail and planned extensions of the rapid transit system will further position transit as the most popular alternative to driving for most Ottawa residents.

Ottawa's transit system has become the most successful in North America for a city of its size. OC Transpo handles nearly 370,000 riders on a typical day. As shown on the figure below, the average Ottawa resident took transit 124 times in 2010, significantly more than the average resident of Vancouver, Edmonton, Calgary or Winnipeg. In fact, the only Canadian cities with higher per-capita ridership than Ottawa are Toronto and Montreal, both of which have extensive subway and commuter rail systems.

Annual Transit Ridership Per Capita for Selected Urban Areas in 2010

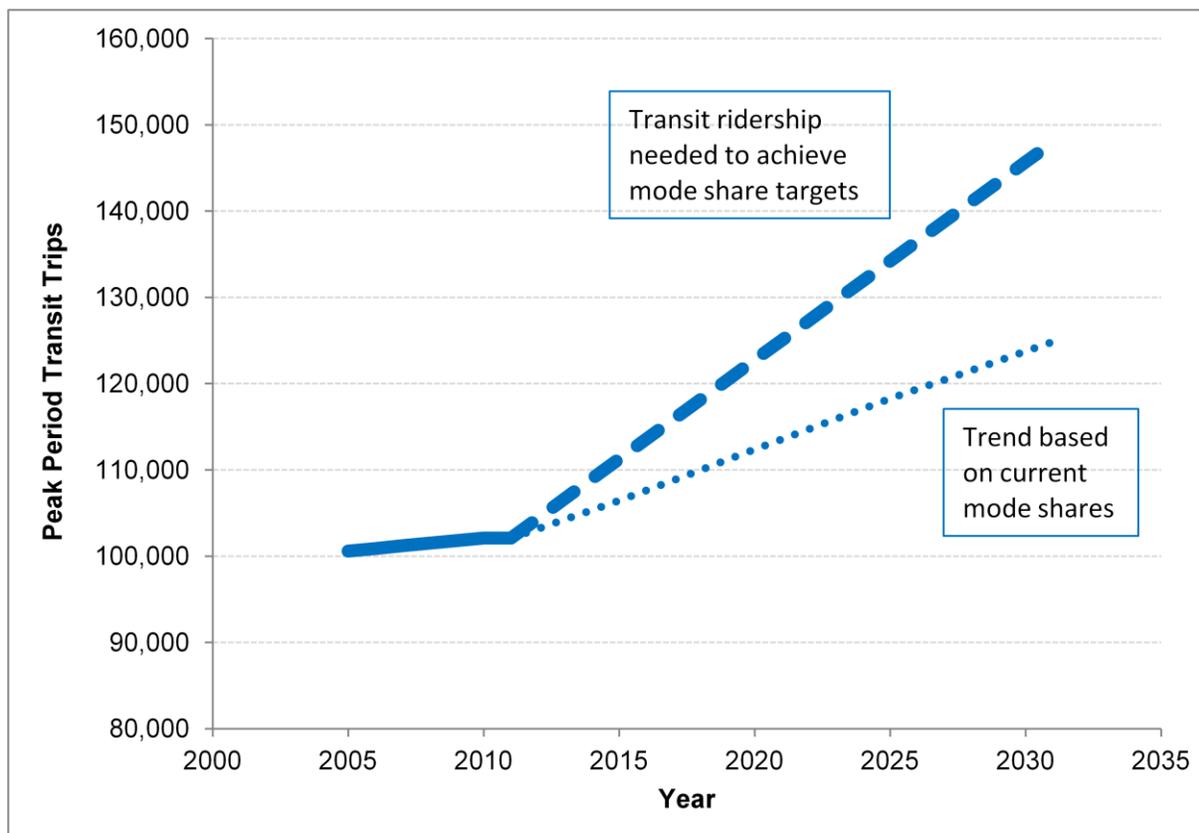


Why change the policies?

Ottawa cannot rest on its laurels. It must continue to invest in all forms of transit if it is to achieve its long-term ridership goals and avoid unacceptable, unsustainable and ultimately unaffordable demands for automobile travel on its road system.

The Transportation Master Plan must maintain a strong focus on improving the entire transit system and attracting more passengers. Building transit ridership faster than car traffic volumes will demand greater service levels as well as the continuing pursuit of efficiencies that enable fiscal sustainability.

Transit Ridership Growth Forecasts



What is proposed?

Substantial changes to the plan are not envisioned. Rather, the plan review will refine and consolidate content that is already strong. Policies will be drafted that:

- Improve the physical and operating performance characteristics for each of the rapid transit corridor types, which include primary corridors (Type 1) such as the Transitway, transit intensive corridors (Type 2) like Baseline Road, and transit priority corridors (Type 3) like Bank Street.;
- Phase the next improvements to the primary rapid transit system (Type 1);
- Propose how supplementary rapid transit (Type 2 and Type 3) can be expanded by introducing new corridors with frequent transit service; and
- Complement Official Plan policies on planning communities that support walking, cycling and transit.

A needs assessment outlining transportation infrastructure that is required to meet the city's needs to 2031 and maps of the proposed public transit network will be released in March 2013. This list of

projects will be prioritized based on value for money, ridership, and network optimization, with a focus on [Affordability](#), to be released in June 2013.

Primary rapid transit (Type 1)

The plan review will confirm or refine the proposed alignments for extensions or improvements to primary rapid transit in the forms of light rail or bus service in a separate right of way. It will also consider costs and phasing, and whether buses or light rail is the best option for each project.

Supplementary rapid transit (Type 2 and Type 3)

The Transportation Master Plan defines a supplementary network of rapid transit. This network consists of buses and potential future streetcars operating in lanes reserved for transit within the road (Type 2). Another form is bus service in transit priority corridors that combine priority measures for transit at traffic signals, special bus stop arrangements and other measures that improve transit service without allocating reserved lanes for transit (Type 3).

The review will also expand the existing supplementary rapid transit network by including new transit corridors that are expected to have frequent transit service, such as 15 minutes headways at a minimum.

The review will further define the required transit operating characteristics of Supplementary corridors which are needed to achieve target ridership and modal shares. In many corridors, transit improvements will require the reallocation of roadway space to better support all modes of transportation. This may mean the reduction of roadway space for cars while increasing the person carrying capacity of the corridor by improving transit travel times.

Supporting Elements

Other approaches to support public transit will be considered. These include: seeking to build elements of the rapid transit network as soon as possible as opportunities arise, which in turn might offset the need for road widenings; measures to make park-and-ride facilities more accessible by bicycle thus increasing the number of people served at the station. The rapid transit network will also be supported in the Official Plan by policies for [Transit-Oriented Development](#).

What is the impact of the changes?

Efforts will continue to build an improved rapid transit network that attracts more passengers and that proves to be a popular alternative to driving for as many Ottawa residents as possible. This approach will achieve long-term ridership goals and minimize and postpone the need for additional roadway capacity in the form of new or widened roads. Working with the goals of [Active Transportation](#), efforts will be made to increase the use of [Sustainable Transportation](#), including public transit, for day-to-day trips such as shopping and personal trips, as well as for daily commutes to work or school.

7. Transit-Oriented Development

Planning for land use and transit

What is this?

Ottawa’s first light rail rapid transit service, scheduled to open in 2018, has sharpened interest in what’s called “transit-oriented development” or “TOD”. Transit-oriented development is development where all elements support transit ridership. Densities are high enough to make efficient use of transit and the area is designed to make it attractive and convenient to use. This means that people can easily walk or cycle to transit and that these connections are direct, safe and appealing.

Why change the policies?

The Official Plan supports transit-oriented development, but more is needed. Simply providing rapid transit and zoning for high-density development will not maximize transit use. Rather, the entire area needs to be carefully designed to support walking, cycling and transit use.

Designing for transit-oriented development helps make communities more liveable and convenient. By increasing densities close to transit, there are enough people and jobs to support a good mix of local shops and services. The housing mix can include choices for a variety of households. Public spaces are more interesting and heavily used: buildings frame the sidewalk, and roads and sidewalks are designed for pedestrians and cyclists as well as motorists. More cycling and walking supports a healthier lifestyle and more opportunities to meet neighbours and build community. These communities appeal to many different households but are especially important to seniors who can live independently longer in communities where they can walk to find their daily needs and take transit for longer trips.

Not all transit-oriented development looks the same. Its objective is to match the level of transit service with the level of density needed to make the most efficient use of that service. This means that light rail and bus rapid transit is surrounded by the highest densities in the city. Mainstreets with excellent bus service are flanked by lower levels of density, while new suburban communities are planned at densities that make efficient use of regular transit service. These areas do not look the same, but they can be designed with the same TOD principles in mind.

Transit-oriented development is also about [Affordability](#). It helps the City make the most efficient use of public investment in all forms of transit and other infrastructure. It also supports a more affordable and sustainable growth pattern in the city. High-density areas served by transit consume less energy than areas of single-detached houses that rely on the private automobile. They also provide a buffer against rising energy costs and are more adaptable to population and other changes. They help contain the size of the urban area and reduce the public cost of building and maintaining infrastructure.

What changes are proposed?

The Official Plan already includes the key elements of transit-oriented development, such as support for compact, mixed-use development that supports walking, cycling and transit. The policies on

[Intensification](#) and [Urban Design](#) have been carefully reviewed to ensure that they support transit-oriented development. New or strengthened policies include the following.

Stronger strategic directions on transit and land use

The commute from where people live to where they work places the greatest single demand on the transit system. Development of more jobs and housing at stations outside the central area will help disperse some of the need to travel to the central area, increase ridership in the opposite direction from peak-flows and increase ridership during off-peak periods. The central area is the economic and cultural heart of the city – it includes the central business district around Parliament Hill and the ByWard Market.

Complete Streets

Space can be shared in public rights-of-way to balance the needs of all users, including cars, public transit, pedestrians, and cyclists. [Complete Streets](#) that offer wide sidewalks, cycling lanes, and transit priority measures may be the most appropriate choice for areas of high demand for walking, cycling and transit.

Clarity

More clear direction on requirements for transit-oriented development for mainstreets and mixed-use centres that have the highest levels of transit service in Ottawa and the greatest potential for intensification and high density. Proposed policies for new communities at the edge of the urban area will require a phasing plan that introduces transit service in the early stages and links subsequent phases of development to transit extensions.

Strategies

Transit-oriented strategies have been developed outside official land use plans by many municipalities, including the Greater Toronto and Hamilton area, Calgary, Metro Vancouver and Portland, Oregon, to coordinate development of TOD areas and market the concept. In addition to themes on design and walking and cycling, the strategies include:

- Create a vision of the future station and use it to telegraph the City's expectations.
- Make a statement about the neighbourhood. Stand out as a landmark and become a destination.
- Get the mix right. Put employment closest to the station since it generates the most transit use. Add housing at every price point. Plan activities to extend the area's active period.
- Single-use stations can work. If adjacent stations develop with mostly housing or mostly employment or mostly retail, transit use can still increase, as people travel from station to station for different purposes and actually increase their use of transit.
- Plan short, pedestrian-friendly blocks and create small parcels of land to allow small, diverse developments.
- Focus on the first six metres of building height, since that is the portion visible to pedestrians.
- Move parking away from the station and put it underground or in structures. Share parking among different uses. Find the right amount, to encourage transit, walking and cycling.

- Make TOD easier. Streamline the approval process, creating as-of-right envelopes, and offering incentives for preferred development.
- Think about creative partnerships and tap into local real estate and development expertise.

Ottawa may want to consider developing a similar strategy to prioritize development and public spending around rapid transit stations. The strategy could also show how municipal initiatives, such as incentives to remediate former industrial sites could support the overall strategy. The City is expecting a report from the IBM Smarter Cities Challenge early in 2013 that will help it decide on next steps.

What is the impact of the changes?

The proposed policies increase the focus on developing land and transit so that one supports the other. They will help the City create a more affordable and sustainable urban area. They will also guide plans for liveable new suburbs and retrofit for established neighbourhoods.

8. Intensification and Tall Buildings

What is this?

Intensification means development that results in an increase in housing or jobs on a piece of land. It can occur in many ways, from small projects that fill in one or two lots to redevelopment of large sites such as parking lots or shopping plazas. Much of the growth expected through intensification can occur as low-rise buildings, although tall buildings have their place, too.

The Official Plan focuses intensification and higher densities in specific areas. Together, good transit and density can support a mix of uses and together create [Transit-Oriented Development](#). The highest densities are planned around the future light rail stations and other rapid transit stations. These areas include the downtown and mixed-use centres around major stations, where housing, employment and other uses are allowed. The Official Plan also supports more modest intensification along mainstreets served by the supplementary rapid transit network, with potential for intensification. The Official Plan identifies these streets and designates them as traditional mainstreets, which are located in older areas, or as arterial mainstreets, which are typically in newer areas. These streets are busy shopping, commercial and residential streets or may become like that in the future.

The plan sets target densities for many of the intensification areas. It also sets height limits of six storeys for traditional mainstreets in older areas and nine storeys for arterial mainstreets in newer areas. These are the only policies on building heights in the Official Plan, although policies that preserve views of Parliament Hill have worked to cap height downtown at about 30 storeys.

Transit-Oriented Development Plans and Community Design Plans guide intensification, design and building height. Transit-Oriented Development Plans identify opportunities for intensification within approximately 800 metres of future light rail transit stations. Community Design Plans translate the policies of the Official Plan to the community scale and provide direction on how a community will change and develop.

Why change the policies?

Communities and developers alike are looking for more certainty in terms of planning decisions on development proposals, especially when many proposals are being made for buildings over 30 storeys. The plan provides that tall buildings and other forms of intensification should be compatible with their surroundings. However, the results have been at times unexpected, which emphasizes the need for more direction on the location and height of tall buildings. The Official Plan says that Community Design Plans should guide any change in neighbourhoods, including changes in height and density, but this has not occurred consistently.

A 10-storey high-rise building and a 30 storey high-rise building have different impacts and may be suitable for different locations, but the current Official Plan does not distinguish between them.

The current policies require all development on a mainstreet or around a rapid transit station to achieve the density targeted for that area, even though the sites within the area vary considerably. Clearer

policies are needed regarding the use of density targets. There also are opportunities to identify new areas for intensification and improve how the policies are implemented.

What is proposed?

Intensification

The Official Plan shows mainstreets and mixed-use centres on maps in the Official Plan. New mixed-use centres and density targets are being considered for rapid transit stations at:

- Pinecrest
- South Keys to Greenboro
- Riverside South Community Core

New mainstreets and density targets are also being considered, based on intensification potential and proximity to the supplementary rapid transit network, for:

- Walkley Road between the Transitway and Heron Road
- Innes Road through Blackburn Hamlet
- Ogilvie Road from St. Laurent Boulevard to Blair Road
- St. Laurent Boulevard from Smyth Road to Pleasant Park

The boundaries of some mixed-use areas around rapid transit stations are also proposed for revision, to exclude areas that are unlikely to develop in a way that meets the policies.

Mainstreets sometimes overlap with another policy area, such as a mixed-use area. The proposals will clarify that in these cases, the mainstreet policies are the ones to follow.

Intensification of up to six storeys will be allowed in the General Urban Area and is proposed to be focused on other corridors that are not mainstreets, but that are served by the supplementary rapid transit network, such as along Baseline Road, Woodroffe Avenue, Fisher/Holland Avenues, and Bronson Avenue. Outside these areas, development of up to four storeys will be permitted.

For areas with density targets, the proposed policies will provide exemptions for minor developments and allow some variation in density. The Zoning By-law will determine locations of higher and lower densities, in keeping with criteria in the Official Plan.

Building Height

The current plan defines high-rise buildings as buildings of 10 storeys or more and all these buildings are treated the same. The proposed changes will introduce three categories:

- High-rise A: 10-19 storeys (permitted in certain designations and in Community Design Plans)
- High-rise B: 20-30 storeys (permitted in Community Design Plans only)
- High-rise C: 31+ storeys (permitted in Community Design Plans only)

Community Design Plans or Transit-Oriented Development Plans will be required to establish maximum building heights and locations for intensification within the boundaries of their study areas, based on proximity to the rapid transit network and compatibility with the surrounding neighbourhood. This is the most comprehensive approach to planning for height and density.

Where there is no Community Design Plan, the Official Plan will identify where specific building heights shall be located, with the tallest buildings located adjacent to the rapid transit network. These heights are described below:

- Mixed-use centres and employment areas:
 - 10-19 storeys adjacent to rapid transit station
 - up to nine storeys elsewhere, transitioning to low-rise areas
- Mainstreets – no change to current policies:
 - up to six storeys on traditional mainstreets in older neighbourhoods
 - up to nine storeys on arterial mainstreets elsewhere
- Major urban facilities such as shopping centres, hospitals and major sport facilities :
 - up to nine storeys
- General urban area:
 - six storeys adjacent to the supplementary rapid transit network
 - four storeys elsewhere

Greater heights permitted in the existing Zoning By-law are not proposed to change.

Buildings over 30 storeys can be considered for some mixed-use centres around rapid transit stations, following further study. The plan will set criteria for these buildings, based on proximity to transit, compatibility, and design.

What is the impact of the changes?

The proposals will add more clarity to planning policy for both the community and developers. Community Design Plans will be required to identify sites for intensification along with building heights. Where maximum heights are not set in a Community Design Plan, the Official Plan policies on height would apply.

The community, applicants, and City staff will see greater variation in the densities allowed along mainstreets and around rapid transit centres, resulting in new development that is more compatible with its surroundings and provides a more gradual transition to it. Applications will be reviewed using stronger policy regarding location and compatibility of high-rise buildings and criteria to judge applications for increased height.

9. Urban Design and Compatibility

What is this?

Urban design is about how buildings, roads and public spaces combine to create beauty, to make Ottawa stand out as an international capital and to make the places within it more attractive and functional. It is part art – designing beautiful spaces – and part planning – determining how to meet the needs of residents and businesses.

As Canada’s Capital, Ottawa represents Canada to other Canadians and to the rest of the world. Its ceremonial spaces, green parkways and landmark institutions achieve a high standard of urban design and exceed the expectations set for world-class cities. As Ottawa approaches the million-population mark, distinctly new urban communities and lively, unique streets are taking shape and shaping how people live. Excellence in urban design can sharpen Ottawa’s image as a national and international centre and invoke pride in the Canadians who live here and who come as visitors. The City’s approach to urban design is integrated with the work of the National Capital Commission, which is currently working on a new Plan for Canada’s Capital and Greenbelt Master Plan.

Urban design is especially important in creating liveable communities. Liveable communities are designed to support walking, cycling and increased use of transit by featuring active storefronts, ample sidewalks, attractive landscaping, green spaces and other design features. These features in turn change the way people can live: for example, people can choose to walk or cycle for recreation, health, or travel to nearby destinations.

Good design is also good for business. A beautiful and interesting city can attract new businesses and employees looking for an improved quality of life. It is also a draw for tourists just as a unique street is a draw for shoppers.

Urban design is central to the Official Plan and supports the success of many the preliminary proposals, especially urban land issues, [Transit-Oriented Development](#), [Intensification](#) and [Sustainable Transportation](#), which in turn boost the affordability of the city for the municipality and residents.

Urban design also helps make intensification attractive and compatible with its surroundings. Compatible does not mean “the same as”, although compatible design can include the common characteristics of its surroundings and add to its distinct identity. Design considers the effect of a proposed development on the City as a whole, on the neighbourhood, and on the immediate surroundings. It creates transitions between new buildings and the areas beyond their property lines, so that the new can stand out or blend in depending on what works best in that location.

Why change the policies?

Since Ottawa was formed in 2001, the City has developed new planning tools and has gained experience using them. Design policies in the Official Plan can be reviewed and tailored to the City’s current needs now that these other tools are in place:

- The City has 17 sets of design guidelines to help deliver Official Plan policies. The guidelines cover how the City develops roads and sidewalks and how land should be developed around light rail and other rapid transit. Other guidelines address specific types of buildings, such as high-rise housing and infill housing; and specific types of areas shown in the Official Plan, such as villages, mainstreets, and new greenfield communities.
- The City has 27 Community Design Plans for unique areas, such as Bank Street, Beechwood and other mainstreets; new greenfield communities such as Fernbank and Barrhaven South; and villages such as North Gower and Richmond. These plans guide changes to the Zoning By-law and are used to review development proposals.

Also, the plan now identifies Design Priority Areas, which warrant a high level of design review because of their potential for intensification or because, like the downtown, they have a big impact on how people see and experience Canada's Capital. Currently, proposals for certain classes of new buildings in these areas are reviewed by the Urban Design Review Panel and applicants need to explain the project's design and how it meets the City's policies.

The Official Plan policies can be reviewed now that these tools are in place. As well, communities, applicants and staff have asked for clarification of current policies, new policies, and new procedures for reviewing development applications.

What is proposed?

The Official Plan review proposes to substantially reorganize the design policies so that they are more effective and easier to find in the plan. Many of the design principles in the Annex 3 will be brought into the body of the plan and adopted by Council under the *Planning Act*, which means that they will have more authority if they are used in planning decisions that are later challenged at the Ontario Municipal Board (OMB). The OMB hears appeals of Council's planning decisions launched by developers, community groups and other parties.

Major proposals are listed below.

Design Priority Areas

- Additional areas are proposed as Design Priority Areas. The new proposed areas have high potential for intensification, occupy prominent sites, or have a large impact on how people see and experience Ottawa. These proposed new Design Priority Areas include important institutions such as universities, colleges and hospitals; shopping centres; main entryways into the city; and an expanded downtown design area. These new Design Priority Areas will need to meet higher policy standards and an enhanced internal staff review and significant development proposals will be subject to an expert panel review.
- Higher standards are proposed for public works in Design Priority Areas. These works include decorative lighting; enhanced landscaping and trees; and coordinated benches, transit shelters and other street furniture.
- Higher standards are proposed for new development in Design Priority Areas, including policies on building design, massing and scale, transition to adjacent areas, outdoor amenity areas and parking.

Requirements for Planning Applications

- Proposed policies will enable the City to consistently require certain studies as part of planning applications. These studies include a planning rationale, design brief, wind analysis and sun/shadow analysis in support of a proposed development. The proposed policies will make it clear when these studies are required. Guidelines on what to include in the studies will be also provided to guide their preparation and subsequent evaluation by City staff.

Development Review

- Policies guiding the studies and other material that need to be provided with a development application will be restructured and clarified to incorporate content from Annex 3. They will also address areas needing improvement and create a format that is easy to use and follow. If the proposed policies are approved, Annex 3 would no longer be used to review applications and would be removed from the plan.

High-Rise Buildings 10 Storeys or more

- Proposed policies will require additional information when an application is filed, including matters unique to high-rise buildings. These may include:
 - A requirement for stores, restaurants and other active uses on the ground floor, to help animate the street;
 - A limit to the width of towers; and
 - Distances from lot lines and step backs from public streets
- All high-rise buildings will be subject to a higher standard of design review to ensure high quality design.

Community Design Plans

Community Design Plans are prepared for new communities and established areas with capacity for intensification. The current policies broadly guide the plans and set few requirements, especially for plans for established areas. The proposed policies will set requirements for all community plans, including:

- Strategies to support increased use of transit, including safe and attractive pedestrian and cycling connections;
- Locations where intensification is permitted and where it is not permitted;
- Direction on building height, density and design;
- Targets for density and unit mix;
- A schedule of increases in height and density in exchange for community benefits that would be considered, if such exchanges are permitted at all; and
- An amendment to the Zoning By-law to implement the proposed plan.

What is the impact of the changes?

Stronger design policies will help developers and staff systematically consider all aspects of design during development review, ultimately yielding projects that are attractive and fit and function well in

their surroundings. The community, City staff and others in the review process will have a better idea of the effect the proposal could have on the street, the community and the City as a whole.

Compatibility has been an issue in communities where high-rise buildings 10 storeys or more have been proposed. Making these buildings a priority for design review means that detailed design studies will be required along with a higher standard of design review by staff or the Urban Design Review Panel. A greater degree of compatibility should be expected as a result.

10. Employment Lands

What is this?

Employment land is land reserved in the Official Plan for industrial and business development such as office business parks, manufacturing facilities, warehouses, and other industrial uses.

Different types of businesses require different types of employment land, such as land located next to Provincial highways or served by rail transportation. Employment land is located in the rural area and in different parts of the urban area so that jobs are well-distributed throughout the city and residents have a better chance of living and working in the same area. Employment land is designated in the Official Plan and non-employment uses are not permitted. “Designated” means an area is shown on Official Plan maps and specific policies in the plan are applied to it.

Why change the policies?

The City has commissioned a study of employment lands to help it determine what changes to the supply are needed to meet future requirements. Considerations include:

Changing trends

Employment is changing in Ottawa. Two of Ottawa’s main employers, the federal government and the advanced technology industry, are pursuing new directions for their allocation of employees and building space. The Official Plan needs to keep up to date with these trends in order to ensure it has enough land reserved for future employment uses and that this land is in the right places.

The analysis will look at the latest trends in federal employment and the federal policies guiding future employment-related decisions, to see whether the Official Plan provides enough suitable land. The analysis will examine historical trends and employment distribution in the advanced technology sector and assess what sorts and levels of advanced technology jobs Ottawa can expect in the future and where these jobs are likely to be located. The Official Plan may be updated to add more employment land suitable for these sectors of the economy, if required.

Changing designations

The City faces many pressures to change the designation of certain employment lands to allow other uses, such as retail and residential. The City needs to review its policies to ensure it makes the right decision when faced with requests to change land reserved for employment to another use. These decisions should be based on clear policies and guidelines that can be applied equally to all requests. The City may change some areas now designated for employment to allow other uses in cases where the change is warranted based on sound planning principles and good information. Evaluation criteria will be developed to guide decisions on converting areas reserved for employment to other uses.

Transit-oriented development and traditional business parks

The Official Plan promotes [intensification](#) and a mix of activities along mainstreets, next to rapid transit stations, and in town centres in Barrhaven, Orleans and Kanata. Growth in these areas is more affordable and sustainable than growth around the urban fringe because of its higher density and more

people can travel by walking, cycling and transit. There is a more detailed discussion of the City's proposals concerning development around rapid transit stations in the section on [Transit-Oriented Development](#).

The Official Plan sets density targets for the number of residents and jobs in most of these areas. In order to reach these targets, a significant amount of employment growth needs to occur in each of them. The Employment Lands Study will look at whether the density targets and support for mixed-use development in the Official Plan are realistic, given current policies. Potential barriers to achieving these policies will be identified along with potential solutions. Land near some future light rail transit stations could change from employment land to accommodate a mix of uses.

Shifting employment growth to these areas may have implications for traditional business parks, which have been the focus for much of Ottawa's growth in office space up to now. For example, if office growth shifts to mixed-use areas served by transit, the traditional business parks may need to attract a new mix of industrial and business uses.

Servicing Rural Employment Lands

Some businesses have specific needs for employment land in the rural area. The Official Plan and the Zoning By-law reserves land for employment uses both in villages and in the general rural area. Some businesses that require rural employment land want it to be serviced with municipal water and sewer infrastructure. In planning for rural employment growth, Ottawa must determine whether it makes economic sense to extend services to rural employment areas and, if so, which areas would be best suited for such an investment. One possibility is to introduce a new Rural Employment Land designation in the Official Plan, which would guide development of these lands and ensure that they are appropriately used.

What is proposed?

The Employment Lands Study to be released in 2013 will form the basis for updates to the Official Plan. It will analyse the current land supply and projected demand for office, industrial, and population-serving employment uses. Based on analysis completed so far, the study will not recommend changes to the existing urban boundary to add new employment land. Specific changes to Official Plan policy will be proposed after the study has been completed.

What is the impact of the changes?

The City will plan for future employment areas that meet the needs of all sectors of Ottawa's economy and support continued job growth.

11. Rural Lots and Villages

What is this?

Steady population growth in the rural area shows that many Ottawa residents value this option. Yet, there is a good chance that more housing will spoil the very qualities that make rural living so attractive—the natural setting, large lots, peace and quiet, and privacy. Also, there are potential conflicts with agriculture, quarries and sand and gravel operations. The natural environment is at risk too, as building sites are cleared and graded and as the natural landscape becomes more fragmented.

As Ottawa grows, it needs to consider how much growth it can support in low-density rural housing that is dependent on private vehicles rather than on more [Sustainable Transportation](#) such as walking, cycling and taking public transit and the public cost that entails.

Lot creation is the lever that controls future growth in the rural area. New lots can be created outside villages in country lot subdivisions or created through severance (dividing one lot into two or more lots). New lots are created by both methods inside villages.

Why change the policies?

The Official Plan states new housing in the rural area is to be limited and not preclude other kinds of development on adjacent land. Although the policy is to focus rural growth in villages, only about 40% of residential development to date has occurred in villages. A similar amount (39%) has occurred in subdivisions of country lots outside villages and the remaining 20% has been on single lots.

There are several reasons to review the policies:

- In 2009 Council asked for a review by 2014 and put in place a moratorium on new subdivisions until the review is complete. As part of the review, a new pattern of clustering country lot subdivisions together is to be considered.
- The Province has asked the City to consider how much residential development should be permitted overall in the rural area. The Provincial Policy Statement, which outlines the provincial policies that municipalities need to follow in Official Plans, states development in the rural area outside of villages should be “limited”. However, “limited” is not defined and Official Plans of other municipalities in the Province show a variety of approaches.
- Council’s Agriculture and Rural Affairs Committee has been asked to consider a new approach to severances, which would permit creation of up to three new lots by severance instead of the one new lot that is now permitted.
- The Official Plan requires periodic review of the supply of lots in villages, to make sure there is a 10-year supply.
- New provincial regulations such as those adopted for the *Endangered Species Act* are making it increasingly difficult to develop rural land, adding to the need to review rural development policies.

What changes are proposed?

Decisions about lot creation in the rural area are based on trade-offs among different priorities. Villages are Council's priority because they represent strong communities and many can support commercial businesses and community services. Rural transit service can also be provided.

The preliminary proposal is that the larger villages be further developed as complete, liveable communities. Country lot subdivisions would no longer be permitted, continuing the current moratorium. However, policies on severances could be relaxed to the extent that two new lots would be permitted, an increase of one from the current policies. Together, these proposals create a rural growth management strategy. If any of its components change, the others will need to be reconsidered.

A policy that supports lots by severance rather than lots by subdivision places a stronger limit on residential development in the rural area. Fewer lots will be created through this approach, leaving more rural land available for other uses. There will be fewer conflicts with agriculture and rural resource industries, and less impact on the natural environment.

Country lot subdivisions

The preliminary proposal is that country lot subdivisions no longer be allowed in either their current form or as clustered developments.

Clustering is a growth pattern that would allow subdivisions only in specified areas and not in others. Eventually they could become new villages. However, the City's priority and policy is to focus rural growth in the existing villages in order to help them become more liveable, complete communities. Clustering offers no advantages over either villages or conventional rural subdivisions in terms of land consumption, public cost or sustainability.

Concerns about ongoing country lot subdivisions include the following:

- Country lot subdivisions are not sustainable. Large areas of land are used for only one form of housing—single detached—that rely almost entirely on private automobiles.
- The subdivisions do not contribute to development of complete communities because they do not often increase the supply of recreation amenities or support more public services, nor do they add to the mix of housing, commercial and other uses.
- The most attractive locations for subdivisions are close to the urban area or villages, in attractive natural settings. Impacts on natural systems can be measured in terms of the addition of new roads and more traffic, as well as the loss of trees, connectivity and habitat. As forests are cleared for building sites, they become smaller and can support fewer varieties of plants and animals.
- Country lot subdivisions already touch the urban boundary in several locations. Ongoing subdivision development near the urban area or villages precludes opportunities to use that land more efficiently in the future, if additional village or urban land is needed.
- Country lot subdivisions do not contribute significantly to economic growth in villages and most residents seek services in the urban centres.

Severances

The preliminary proposal is to consider increasing the number of new lots that can be severed from a single parcel over 10ha in size, provided that the rural growth management strategy includes a moratorium on country lot subdivisions. The proposal is to permit two new lots through severance from every rural lot as it existed on 13 May 2003, when Council adopted the current Official Plan, provided it meets certain criteria. Each new, severed lot would be at least 0.8 ha and the retained parcel would be at least 10 ha following the severances. The proposal allows one more new lot to be created by severance on eligible rural properties than is now permitted.

In their favour, lots created by severance tend to cost less than lots in country lot subdivisions. City staff analysis of rural land values since 2008 showed that on average the cost of a severed lot is 50% or less than the value of a similar-sized lot in a rural subdivision. However, cost is not the main reason in choosing to live on a country lot. Rather, the natural setting, large lots and other lifestyle choices are key.

Severances have environmental, economic and social disadvantages similar to those of subdivisions, but at a much smaller scale. They result in loss of forests and reliance on private vehicles for transportation, which results in high costs for roads to transport rural residents to destinations throughout the city. They also do not contribute to complete communities with more services and housing choices. They also result in a dispersed population that is difficult to serve with municipal services. These difficulties will increase as the population ages and requires more support.

A proposal to Agriculture and Rural Affairs Committee to permit up to three large lots through the severance of larger parcels shared these advantages and disadvantages and is not supported. This option would also increase the area of land used for housing and would reduce the area available for agriculture and other rural economic and recreation activities. The Official Plan now requires a plan of subdivision for more than three lots proposed for industrial or commercial purposes in the rural area and the City applies the same principle for residential lots so that more study is given to servicing and groundwater conditions. That is, proposals for a larger number of lots are seen to warrant closer review.

Villages

A review of the City's 26 villages found there is enough land to accommodate the share of residential growth envisioned for the villages for the next 10 years. This is a conservative estimate and, in keeping with current policies, there is no need to add additional land to any of the 26 villages as part of this review. However, this preliminary proposal intends that a new strategy be included in the Official Plan to guide how the future growth and possible expansion of some villages as complete, liveable communities will be managed. The strategy also will guide the update of village plans.

This strategy is geared to the village's population and its current supply of employment, schools, commercial services and water and wastewater servicing. Growth will be supported in villages with potential to develop as more complete communities. Villages are the focus of rural development because they are communities and many have the potential to support community services efficiently.

Rural transit can be provided to the larger communities and there is opportunity for more development that has fewer impacts on the natural environment, compared with lots outside villages.

Two of the largest communities—Richmond (4741 population) and Manotick (5759 population)—are the most complete communities. Greely (5342 population) has a population that could potentially support a balance of residential, commercial and employment uses. These three villages among them are proposed to accommodate about two-thirds of the future village growth requirement and more intensive development will be promoted because services are or may be available in these communities. Future expansion of these villages will only be on the basis of communal services or extension of central services.

Nine mid-size villages have populations in the range of 1000 to 3000 and usually have a school and a commercial district. Some also have employment areas but few have all three. These villages include Metcalfe, Vars, Dunrobin, Navan, North Gower, Cumberland, Constance Bay and Osgoode. The proposed strategy is that these communities will continue to provide for one-third of the village residential land supply but only some villages may grow in size in the future. As with the largest communities, the potential for future expansion of these villages primarily will depend on available and affordable communal servicing or extension of the central systems.

Future development options for large and mid-size villages depend on whether they can increase their employment and population and support more social and community infrastructure. This may require increased water and wastewater services. The review of the [Infrastructure Master Plan](#) is considering options for rural servicing, including communal servicing in villages. These are small systems designed to provide a defined area with water or wastewater services. Most municipalities in Ontario do not accept development proposals on communal services because they are required to take on the responsibility and cost of the systems if the developer defaults. Decisions on the role servicing will play in the growth of large and mid-size villages will be based on a cost and feasibility analysis.

The Infrastructure Master Plan review will provide an updated look at costs and new technologies. Where communal servicing is considered viable for specific villages, consultation with the community and a change to the village plan will be required.

The 14 smallest villages have populations of up to 700 and few of the elements of complete communities. The proposal is that these communities be allowed to develop gradually to fill their current boundaries. They would retain their character as small communities and access their services elsewhere. Future expansion of these villages is not anticipated.

12. Mineral Resources

What is this?

Ottawa's mineral resources consist of sand, gravel and bedrock. These are non-renewable resources used to construct and maintain buildings, roads and other infrastructure.

Production of mineral resources has increased steadily over the last 40 years, in line with the City's growth, and now totals about 10 to 12 million tonnes annually. This growth is expected to continue in the future.

An ongoing, inexpensive supply of aggregates helps to minimize the costs of construction and maintenance of the City's infrastructure. It also supports the construction industry and strengthens the local economy.

Why change the policies?

In 2009 Council requested an update of the mineral resources policies and mapping in the Official Plan. The Province requires the City to identify resources and conserve and protect them in the Official Plan for the long term.

Municipalities periodically update their mineral resource policies and this review is the third for Ottawa since 1979. It is based on new mapping using data from the Ontario Ministry of Northern Development and Mines, as well as a review of past reports, and a review of policy and practice elsewhere in Ontario.

What is proposed?

The review is looking at how the City will regulate mineral resources as well as what deposits will be preserved for future use. A full report will be available early in 2013. Preliminary proposals include:

- Stronger protection for deposits, such as a moratorium on any adjacent development, will be considered so that incompatible development does not hamper extraction of the resource in the long term.
- The City, the Province and producers will work together to prepare comprehensive plans to rehabilitate areas where mineral operations are concentrated such as the Greely area and the Carp Road corridor.
- Various changes to the Official Plan are proposed, such as the addition of policies promoting recycling aggregates and recognition of the different effects of extraction above the water table and below the water table, which could potentially affect nearby groundwater.
- New criteria are also proposed to screen deposits and define areas identified for mineral development on maps in the Official Plan. Past studies used criteria such as proximity to developed areas, the presence of wetlands, the size of the deposit, and its depth below grade. These criteria will be continued.
- New criteria will screen out wellhead protection areas, the area surrounding municipal wells that supplies their water, as well as natural areas identified by the Province.

- Sand resources are scarcer than other minerals; therefore the restrictions on the depth of the deposit have been made more accommodating.

What is the impact of the changes?

The proposed policies provide added assurance that the City's supply of mineral resources will be protected for use over the long term. At the same time, additional measures will be taken to reduce potential conflicts with rural development and to manage the resource more sustainably, as required by the Province.

13. Agricultural Land Evaluation

What is this?

The Land Evaluation and Area Review (LEAR) is a tool developed by the Province to help municipalities identify prime agricultural areas and protect them in their Official Plans. It has two parts:

- Land Evaluation looks at soil capability for agriculture, using categories and mapping established in the Canada Land Inventory.
- Area Review looks at factors such as current land use, parcel size and adjacent activities that contribute to the suitability of a property for agricultural.

Scores are assigned to rural properties and properties above a certain score are considered prime agricultural land. Areas of prime agricultural land that are 250 ha or larger are considered prime agricultural areas. Prime agricultural areas are protected for long-term agricultural use, in keeping with Provincial requirements.

Why change the policies?

Council has asked for an update of the LEAR as part of this Official Plan review. The agricultural areas protected in the current Official Plan were identified using a LEAR developed in 1997. Since then, the guidelines for how a LEAR should evaluate land have been revised and new soils and land use information have become available.

What is proposed?

The City and a Working Group of farmers, members of Council and the development industry have prepared several options for revising LEAR, in consultation with the Province. In all options, most of the land identified as a prime agricultural area is already protected for agriculture in the Official Plan. It is anticipated that there will be some additions and deletions to the currently-protected areas. A map showing the results of the LEAR will be released in 2013 as soon as it is available.

What is the impact of the changes?

Going forward, preserving agricultural land is the first step towards protecting the ability of future generations to produce the food they need. Residents throughout Ottawa need assurance that the City is protecting its prime agricultural areas using the best tools and information available. Agriculture is the mainstay of the rural economy and locally-grown products are a growing presence in many homes and restaurants throughout the city. Locally-grown food is also a drawing card for tourists and satisfies an increasing demand from consumers who are concerned about the energy cost and safety of imported food.

14. Infrastructure Master Plan

What is this?

The Infrastructure Master Plan sets the policies and priorities for the municipal systems that safely manage Ottawa’s use of water resources. It includes the system of pipes, pumps and treatment plants that provide safe drinking water to urban and many rural residents. It also includes the system that collects wastewater throughout the city and treats it for safe discharge to the Ottawa River. How rainfall and snow melt in urban and rural areas are managed is also part of the picture, since how this stormwater is handled can impact the quality of the water and the natural environment.

Why change the policies?

The updated Infrastructure Master Plan will continue many strategies in the current plan. In addition to revised project priorities and costs, the review will also reflect developing trends for water use and wastewater generation. The Infrastructure Master Plan will be reviewed using a lens of [Affordability](#) and ensure that updated project priorities and costs will help to achieve the goals of the City’s Comprehensive Asset Management strategies.

What is proposed?

Technical studies in progress will:

- Analyse performance of the water and wastewater infrastructure under extreme conditions and assess how to maintain acceptable performance;
- Assess the servicing requirements created by intensification, including new high-density development around rapid transit stations;
- Find opportunities to coordinate rehabilitation of existing infrastructure in the central area (especially water distribution) with planned road works or redevelopment projects to save money and avoid disruption to the public;
- Examine the technology(ies) needed to support village growth and their capital and life-cycle costs to property owners and the City, including identification of which villages are most suitable for servicing and other matters;
- Propose second phase of retrofit planning for urban areas originally built with little or no stormwater management, following work on Pinecrest Creek in the west and Green’s Creek and other subwatersheds in the east;
- Develop strategies to adapt to the impacts of climate change and changing weather patterns;
- Recommend strategies to maintain the stability of stream corridors and protect the municipal infrastructure such as pathways and storm outfalls located within these corridors; and
- Move forward on new approaches to managing stormwater on properties in new communities rather than piping it away to stormwater management ponds.

What is the impact of the changes?

In addition to finding affordable ways to support urban and rural growth, the review of the Infrastructure Master Plan will reflect changing environmental conditions, demographics and legislative obligations.