
Table of Contents

1	Introduction to the City of Ottawa	3
2	Review of City of Ottawa Plans and Initiatives against Smart Growth Assessment Criteria	6
2.1	Development Location	6
2.1.1	Context for Development Location in Ottawa	6
2.1.2	Redevelopment and Infill	7
2.1.2.1	Brownfields Redevelopment	8
2.1.3	Development Outside the Greenbelt	9
2.1.3.1	Infrastructure Outside the Greenbelt.....	10
2.1.4	Development Charges Reform	10
2.1.5	Watershed Protection	11
2.1.6	Summary.....	12
2.2	Land-use Density	13
2.2.1	Context of Land-use Density Policies in Ottawa.....	13
2.2.2	Greater Density Greenfield Development.....	13
2.3	Land-use Mix.....	14
2.3.1	Context for Land-Use Mix in Ottawa.....	15
2.3.2	Transit and Mixed Use	15
2.3.3	Housing Mix	17
2.3.4	Big Box Retail	18
2.4	Scale of Development	18
2.4.1	Development Scale and Existing Communities	19
2.5	Public Services.....	20
2.6	Transportation	21
2.6.1	Existing Conditions	22
2.6.1.1	Modal Split Targets.	23
2.6.2	Road Expansions.....	24
2.6.3	Transit	25
2.6.3.1	The Existing System	26
2.6.3.2	Rapid Transit Expansion	27
2.6.3.3	Interprovincial Transit.....	30
2.6.3.4	Cuts to Transportation Demand Management (TDM).....	31
2.6.4	Cycling	32
2.7	Connectivity.....	33
2.8	Streetscapes	34

2.8.1	Mainstreets Redevelopment	34
2.8.2	Traffic Calming	35
2.9	Planning Process	35
2.9.1	Public Consultation	36
2.9.2	Coordination with Gatineau	36
2.9.3	Rural Service	37
2.9.4	Federal and Provincial Responsibilities	38
2.9.5	Measuring Progress	38
2.10	Public Space	38
2.11	Natural Heritage	40
3	Conclusions	41
4	Epilogue	42

1 Introduction to the City of Ottawa

Railways played a key role in building the City of Ottawa. At the turn of the century, five separate railways entered the city from different directions, transporting lumber and other goods. By the 1950s, the rail lines had been replaced by roadways and the automobile became the predominant mode of transportation.

In the ensuing years, the Ottawa–Carleton Region developed rapidly into 11 urban and rural municipalities with significant growth primarily outside the greenbelt. In 2001, the region’s municipalities were amalgamated through provincial legislation into one municipality the City of Ottawa.¹ It went from a multi-tier government structure operating at both regional and local municipality levels to a single 22-member city council.

The merger has combined rural and urban constituencies with different and often contradictory priorities. Adding to these complexities, development and transportation planning need to be coordinated with the City of Gatineau on the Quebec side of the Ottawa River, and with the National Capital Commission, the federal agency responsible for planning and development of federal lands and facilities throughout the National Capital Region including the Gatineau Park and the greenbelt.

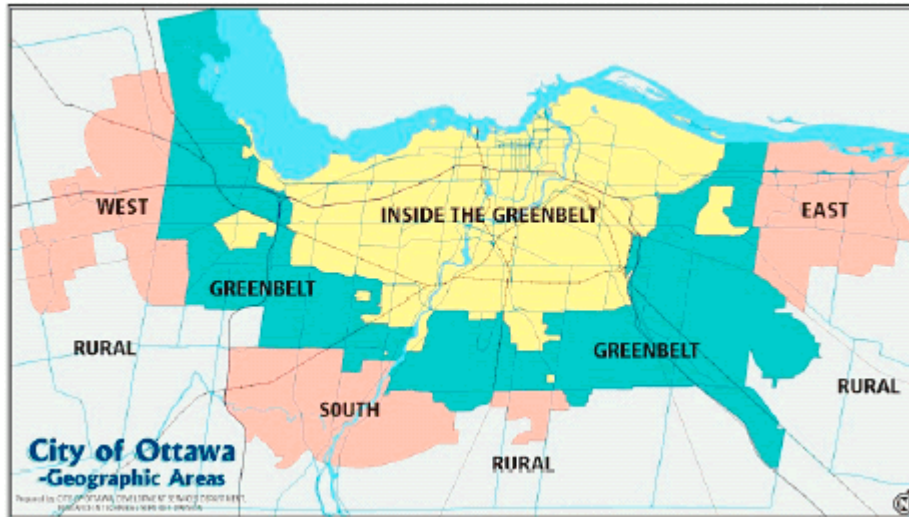
The greenbelt is 20,000 hectares of rural landscape surrounding the city. It incorporates a mix of land uses including designated Natural Environmental Areas, farming, and economic activities including government as well as community facilities. Development of the greenbelt is defined by the National Capital Commission’s 1996 Master Plan for the National Greenbelt. The plan does not preclude development as long as its impacts on the rural environment are minimal. Roads and other infrastructure are combined into a series of corridors through the greenbelt.²

¹ The eleven municipalities prior to amalgamation in 2001 were the City of Ottawa and the Township of Cumberland, the City of Gloucester, the Township of Goulbourn, the City of Kanata, the City of Nepean, the Township of Osgoode, the Township of Rideau, the Village of Rockcliffe Park, the City of Vanier, and the Township of West Carleton. www.ottawakiosk.com/municipal.html

² City of Ottawa. 2003. *Official Plan*, Section 3.5 Greenbelt. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_5_en.shtml

Map 1 outlines the major geographic areas in the region, highlighting the greenbelt area.

Map 1 — Major Geographic Areas³



Ottawa's current population of approximately 800,000 persons is expected to grow to 1.2 million by 2021. It is expected that nearly 75% of the additional population will live outside the greenbelt as shown in Figure 2. While new jobs are projected to grow at similar rates, it is expected that only 40% of those positions will remain within the greenbelt, with 55% of employment growth occurring outside the greenbelt. Given these growth patterns, there will still be significant transportation demands from a growing population that does not reside in close proximity to its place of work.

³ City of Ottawa. 2003. *Transportation Master Plan*, p.20.

Table 1 — Projected Population and Employment Growth⁴

		Inside Greenbelt	West Urban Centre	South Urban Centre	East Urban Centre	Rural Area	Total
Population	2001	517,000	73,000	42,000	88,000	80,000	800,000
	2021	588,000	186,000	172,000	131,000	115,000	1,192,000
	Growth	71,000	113,000	130,000	43,000	35,000	392,000
	Growth distribution	18%	29%	33%	11%	9%	100%
Employment	2001	403,000	36,000	8,000	15,000	18,000	480,000
	2021	514,000	90,000	70,000	45,000	29,000	749,000
	Growth	111,000	54,000	62,000	30,000	11,000	268,000
	Growth distribution	42%	20%	23%	11%	4%	100%

⁴ City of Ottawa. 2003. *Transportation Master Plan*, p. 20.

2 Review of City of Ottawa Plans and Initiatives against Smart Growth Assessment Criteria

2.1 Development Location

Smart Growth Principle: Development location

Infill (brownfields and greyfields) versus Urban periphery (greenfields).

Official Plan

Section 2.1 The Challenge Ahead — “About two-thirds of the added housing stock will be located outside the city’s Greenbelt. Many of the new dwellings there will be in the form of single-detached homes, but at least 40 % will be either townhouses or apartments. Within the Greenbelt, where about one-third of the housing growth is expected to occur, most new housing development will be in the form of apartments.”

Section 2.5.1 Compatibility of Development — “The City’s growth management strategy includes intensification of development in the urban area over the next 20 years and concentrating rural development in Villages. . . . Intensification that occurs through small-scale infill or large-scale redevelopment must be designed to be compatible with its surroundings. . . . Even with attention to design, however, the process of creating infill and other intensification is challenging for both the proponent and the community.”

Section 3.6.1 General Urban Area — “Subject to the policies below, the City supports infill development and other intensification within the General Urban Area in a manner that enhances and complements the desirable characteristics and ensures the long-term vitality of the many existing communities that make up the City.”

2.1.1 Context for Development Location in Ottawa

It has been estimated that 172,000 new homes will be built in the region, of which 60,000 will be inside the greenbelt through intensification, with the remainder spread throughout the region in the east (Orleans), south urban (Nepean and Gloucester), and west (Kanata).

As the urban boundary has extended beyond the greenbelt, there remains sufficient land within its borders to accommodate projected growth.⁵

Typical of development outside the greenbelt is the community of Riverside South with approximately 1,300 homes in 2004. Its numbers are projected to increase to 16,500 homes by 2011 and it is projected to have the highest annual growth rate of all the satellite communities. Thus, Ottawa City Council moved to support construction of “critical road links” to this and other satellite communities in Phase 1 of its development plans.⁶

While federal government departments are primarily headquartered in downtown Ottawa, the federal government also acquired space in the eastern suburbs in late 2003.⁷ By relocating outside central Ottawa, often beyond the greenbelt, the government is essentially forcing employees to utilize their cars as their primary means of transportation to the workplace. Given the lack of transit infrastructure and lower densities, the level of transit service at Ottawa’s periphery is unlikely to ever equal that provided to the core.

Ottawa developers have made it clear that they don’t believe there is sufficient land available within the current urban boundary to meet the city’s growth projections. In their appeals of the OP, Brookfield Homes, Minto Developers and the Ottawa Homebuilder’s Association question the city’s growth projections, management plans, land density provisions, and definition of urban boundary.⁸

2.1.2 Redevelopment and Infill

A 2004 report, released by the Planning and Growth Management Department, identifies a total of 213,000 potential dwellings within the current urban boundary. A summary of this potential finds that approximately 75,000 reflect mainstreet development on vacant and parking lots, redevelopment, and frontage on large lots; 47,000 reflect greenfield development including developing communities and underdeveloped business parks; 16,485 are built on federal lands, including redevelopment or conversion on lands such as CFB Rockcliffe; nearly 37,000 are on primarily existing commercial lands such as strip malls and community shopping centres where the building occupies less than 40% of the

⁵ Adam, Mohammed. 2004. “Defending the OP,” *Ottawa Citizen*, 6 January, p. B1.

⁶ Ottawa City Council. 2003. Minutes of City Council Meeting, 10 September. www.ottawa.ca/calendar/ottawa/citycouncil/occ/2003/09-10/minutes60.txt

⁷ Building Owner and Managers Association (BOMA) Ottawa. Undated. *Report on Q3 2003 Office Trends*. www.bomaottawa.org

⁸ Adam, Mohammed. 2004. “Defending the official plan,” *Ottawa Citizen*, 6 January, p. B1.

total property; and 26,000 are defined as rapid transit and employment centre development.⁹

The section on redevelopment and infill in the OP presents two definitions of intensification: infill and new development versus redevelopment. It acknowledges that “infill development may occur virtually anywhere in the city.”¹⁰ According to the Provincial Policy Statement, “Intensification means the development of a property, site or area at a higher density than currently exists through (a) redevelopment, including the reuse of brownfield sites; (b) the development of vacant and/or underutilized lots within previously developed areas; (c) infill development; and (d) the expansion or conversion of existing buildings.”¹¹ Yet these concepts are being broadly interpreted by the city to mean larger and more dense buildings as described in more detail in the discussion on zoning.

Between 2001 and 2003, the rate of intensification as a percentage of new housing starts was 32%.¹² One of the challenges faced by the city in furthering its quest for infill and intensification is to ensure that this does not result in increased traffic congestion within the urban boundary. In designing for development, the city design guidelines will have to decrease parking space and examine other disincentives to car use.

The OP does not mention where intensification should occur, thus leaving established neighbourhoods such as those in the central area of the city wondering whether they will host the majority of intensification. The principles of respecting neighbourhood character are incorporated into the OP’s language but there are few details as to how intensification will be accomplished in cooperation with the community.

2.1.2.1 Brownfields Redevelopment

There is brownfield development throughout the city, the largest of which is occurring on the LeBreton Flats area, a previous mixed-use neighbourhood of industrial and residential uses that has now been reclaimed and is the site of the new National War Museum and residential townhomes. A new ten-storey, multi-use development located nearby on Wellington Street, “The Currents,” will only require the infrastructure of a five-storey

⁹ City of Ottawa, Planning and Growth Management Department. 2004. *Where We Will Live*, p. 30.

¹⁰ City of Ottawa. 2003. *Official Plan*, Section 2.2.3 Managing Growth within the Urban Area and Section 2.5.1 Compatibility of Development. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_2_3_en.shtml, and http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_1_en.shtml

¹¹ Government of Ontario. 2005. *2005 Provincial Policy Statement* s.6.; Laplante, Martin. 2004. “Dense downtown chases families away,” *Ottawa Citizen*, 26 July, p. B4.

¹² Councillor Doucet’s office, City of Ottawa, Email communication on January 12, 2005.

building and, even with tax relief, is an economic form of intensification. Although there is potential to spur development of broader city policy on brownfields through this initiative, the city's hesitancy to grant development charge relief could jeopardize the project.¹³

2.1.3 Development Outside the Greenbelt

Statistics from the OP demonstrate that housing stock will increase by 112, 000 units (170%) in urban centres outside the greenbelt and by 14,000 units (52%) in rural areas.¹⁴

The city is aiming to direct growth and residential development so as to prevent unrestricted urban development. Large parcels of vacant lands (greenfields) have been identified in suburban areas outside the greenbelt as potential development areas, excluding vacant urban residential land (VURL). Designated greenfield development locations include lands within the "South Orleans Mixed Use Centre as designated in the OP and immediately south of the Centre," "South Nepean south of the Jock River outside of the existing build-up area," and lands in South Gloucester.¹⁵

The city aims to focus growth and rural development in village areas. In this instance, the city is attempting to concentrate growth within pre-determined locations in rural areas as opposed to uncontained sprawl outwards from the city's boundaries or throughout the rural area.¹⁶

In recognition of the continued urban growth on the periphery of the city, the Transportation Master Plan (TMP) describes how the transit services and facilities will be extended to "rapidly growing urban areas outside the greenbelt and transit connections to some rural villages will be strengthened."¹⁷

¹³ Jonathan Westeinde, Managing Partner, Windmill Development Group, Interview on August 27, 2004.

¹⁴ City of Ottawa, Planning and Growth Management Department. 2004. *Where will we live*, p. 2.

¹⁵ City of Ottawa, Planning and Growth Management Department. 2004. *Where will we live*, p. 8 and 17.

¹⁶ City of Ottawa. 2003. *Official Plan*, Section 2.2.2 Village Boundaries.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_2_2_en.shtml

¹⁷ City of Ottawa. 2003. *Transportation Master Plan*, p. 14.

2.1.3.1 Infrastructure Outside the Greenbelt

The Infrastructure Master Plan describes the principle of “demand planning” as an important tool for sustainable infrastructure planning given limited capital and environmental resources.¹⁸

The peripheral growth forecast in the planning documents will challenge the city’s attempts at environmental protection of flora and fauna and environmental leadership as outlined in the TMP.¹⁹ While presenting policies that will encourage alternatives to automobile use, enhancement of air quality, best practices in construction, leadership in reducing greenhouse gas emissions, and public awareness and outreach, the city acknowledges an expected increase in total vehicle emissions due to future growth in population and traffic volumes.²⁰ There are inherent inconsistencies in the OP between its traffic projections and air quality targets.

The Infrastructure Master Plan describes how the former southern and eastern communities of Nepean, Gloucester and Cumberland developed integrated transportation, water, wastewater and stormwater servicing plans in response to rapid growth in those areas throughout the late 1980s and early 1990s with significant public investment. The plan acknowledges that it is being pulled in two conflicting directions: repairing aging infrastructure, which is a liability, within the central area and other parts of the city and having to extend additional infrastructure services to meet growing needs across the greenbelt.²¹ While not explicitly acknowledged in the plan, it is presumed that similar challenges exist with respect to brownfield/greyfield development inside the greenbelt versus servicing outward sprawl beyond the greenbelt.

2.1.4 Development Charges Reform

A new development charge by-law was debated at Ottawa City Council in July 2004 that would see increases to development charges both for commercial and institutional as well as industrial property development of 92%.²² This was subsequently reduced to 57% and

¹⁸ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 24.

¹⁹ City of Ottawa. 2003. *Transportation Master Plan*, p. 81.

²⁰ City of Ottawa. 2003. *Transportation Master Plan*, p. 82.

²¹ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 12-3.

²² Tsapralis, Ellen. 2004. “City makes concessions to angry developers,” *Ottawa Business Journal*, 12 July, p. 1.

79% respectively with capped increases. The amendments were approved by Ottawa City Council in December 2004.²³

Developers are exempted from charges within a part of the downtown core for a three-year trial period in an attempt to encourage infill development. The by-law also included exemptions for:

- development on land owned by a non-profit corporation
- development on contaminated land (brownfields)
- development on land where a public facility is being provided.²⁴

In seeking to preserve and protect the city core, Ottawa is foregoing development charges within a limited area, and increasing them throughout the rest of the city in an attempt to apply the charges to influence the type and location of development.

2.1.5 Watershed Protection

The Infrastructure Master Plan describes its policy of “no net loss on subwatershed basis.”²⁵ Applying this policy to redevelopment and infill, the plan states,

A significant issue related to projected redevelopment and infill is the need to address current regulatory stormwater management issues. Many redevelopment and infill sites are not large enough to warrant on-site stormwater management facilities. Also, most redevelopment and infill sites will likely be connected to existing storm sewer systems, which already have large uncontrolled drainage areas discharging into the Rideau or Ottawa Rivers. In these situations, application of regulatory stormwater management criteria on a site-by-site basis is either not technically practical or will result in significant financial resources being spent with little or no measurable benefits. On the other hand, ignoring the

²³ City of Ottawa. 2004. *Council Meeting Minutes*, 8 December. www.ottawa.ca/calendar/ottawa/citycouncil/occ/2004/12-08/disposition24.htm The development industry had challenged the significant increase in rates. At its December 8, 2004 meeting, Councillor Doucet moved the following motion: “Whereas the Development Charges Act limits the ability of municipalities to charge the true costs associated with greenfield growth; be it therefore resolved that staff report back to Corporate Services and Economic Development Committee with a list of the opportunities and constraints the present Development Charge Act offers the City to enable growth to pay for growth.” Councillor Doucet’s office, Email communication on January 12, 2005.

²⁴ City of Ottawa. 2004. *Council Meeting Minutes*, 14 July. www.ottawa.ca/calendar/ottawa/citycouncil/occ/2004/07-14/minutes16.txt

²⁵ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 52.

*impacts of rehabilitation and infill on a site-by-site basis passes on the opportunity to improve existing conditions and may lead to cumulative impacts.*²⁶

With respect to greenfield development, the plan says,

*Though Greenfield development is generally less constrained than infill with regards to stormwater management options, there may nevertheless be instances where application of a no net loss approach may result in net benefits to the health of a sub-watershed and a reduction in the infrastructure required to support the development.*²⁷

The city attempts to recognize the ongoing challenges urbanization poses for the health of existing watersheds. The Infrastructure Master Plan states that land-use approvals must consider development impacts on groundwater resources for present and future uses.²⁸

Annex 4 contains a table of water and wastewater projects²⁹ to be undertaken by the city, a significant number of which are proposed in the greenbelt and beyond.

2.1.6 Summary

The OP has been developed for a 20-year planning cycle and, understandably, it will require time to transform it into action and to build internal capacity. While “it is a fundamental shift for the City,”³⁰ three years have already passed as the plan continues to move through the appeal process and there is little demonstrable application of smart growth principles with respect to development location.

The planning documents presented by the city continue to paint a conflicting picture of a region eager to embrace the principles of smart growth yet concerned about wholesale elimination of support for outward expansion and provision of services to those new areas.

²⁶ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 48–9.

²⁷ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 49.

²⁸ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 56.

²⁹ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 87.

³⁰ Anna Hercz, Senior Planner, Dept. of Planning & Growth Management Services, City of Ottawa, Interview on August 3, 2004.

2.2 Land-use Density

Smart Growth Principle: Land use density

Higher density, clustered versus Lower density, dispersed.

Provisions of City of Ottawa Official Plan

Section 2.2.3 Managing Growth within the Urban Area — “The projected urban population and associated land required for housing and jobs can be accommodated within the existing urban area provided: development in greenfields occurs at densities somewhat higher than densities achieved in greenfields in the past; and land uses intensify within existing areas of development.”

Section 3.6.3 Mainstreets — “The City will support projects that achieve a more urban, densely developed form within Mainstreets in a manner that sensitively builds on existing neighbourhoods. . . .”

2.2.1 Context of Land-use Density Policies in Ottawa

The city’s urban boundary is reflected in Figure 1 and includes the central area of the city (defined as Upper Town, Lower Town and Sandy Hill West) as well as adjacent neighbourhoods. A more detailed version is included in Annex 2. In calculating land-use density, the term “density of development” refers to measured employment or households per hectare. Average housing densities in 2001 for the Central and Inner Areas were calculated by the City of Ottawa based on 2001 Census and 2000 Land Use Survey, though it should be noted that the single rates are perhaps not as high as recorded here due to mathematical rounding.³¹

Table 2: Average Housing Densities: Central and Inner Areas, 2001

Housing Unit	Units per net hectare
Single	98
Semi	115
Row	159
Apartment	514

Land-use density assumptions vary dependant upon the location and type of proposed development. Of particular note are the mixed-use developments along mainstreets whereby four of the total five stories, and seven of a total eight stories, respectively, are designated for residential development.

2.2.2 Greater Density Greenfield Development

³¹ City of Ottawa, Email communication with Ian Cross, Program Manager, Research & Forecasting, Planning and Growth Management Department. 2005, March 10th.

The OP states that greenfields continue to be appropriate locations for development to occur noting that development is occurring both within and beyond the greenbelt at greater densities than previously due to projected urban population growth.

In its discussion of managed growth, the OP recognizes that there are large tracts of undeveloped lands within the urban boundary and that these are potential sites for new communities or add-ons to existing communities.³²

The building footprint targets for developing communities in greenfields are 60% single-detached homes at 25 units per net hectare, 32% townhomes at 50 units per net hectare, and 8% apartments at 100 units per net hectare, assuming 30% for roads, parks and schools. Rapid transit stations, mixed-use centres and employment centres will include higher density residential development averaging 150 units per gross hectare with variable residential/non-residential splits.³³ In developing communities outside of the greenbelt, the OP has designated an overall average of 29 units per net hectare of single-detached, semi-detached and townhouse units.³⁴

2.3 Land-use Mix

Smart Growth Principle: Land-use mix

Well-mixed versus Homogeneous, not mixed.

Official Plan

Section 2.1 The Challenge Ahead — "...growth will be directed towards key locations with a mix of housing, shopping, recreation and employment – locations that are easily accessible by transit and that encourage walking because destinations are conveniently grouped together. ..By pursuing a mix of land uses and a compact form of development, the city will be able to support a high-quality transit service and make better use of existing roads and other infrastructure rather than building new facilities."

Section 2.2.3 Managing Growth within the Urban Area — The OP identifies a number of higher-density centres with a mix of land-use activities – "town centres in Orleans, Kanata and South Nepean as focal points for housing, jobs and commercial services outside the Greenbelt. ...Additional development and a greater mix of uses around and within these locations will make more effective use of rapid-transit and increase the range of services available to employees and nearby residents....They offer substantial opportunities for new development or redevelopment and represent a key element in this Plan's strategy to accommodate and direct growth in the City. Mixed use centres will growth substantially, but in a way that complements the development pattern within and adjacent to them."

³² City of Ottawa. 2003. *Official Plan*, Section 2.2.3 Managing Growth within the Urban Area. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_2_3_en.shtml

³³ City of Ottawa, Planning and Growth Management Department. 2004. *Where We Will Live*, p. 21.

³⁴ City of Ottawa. 2003. *Official Plan*, Section 3.6.4 Developing Community. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_6_4_en.shtml

Section 3.6.2 Mixed-Use Centres — “Development at Mixed-Use Centres will take advantage of the opportunities offered by transit for both internal and external commuting and ease of access on foot and by bicycle. By virtue of careful attention to design, orientation and a mix of uses, development in Mixed-Use Centres will contribute to the diversity of land use in the immediate area and foster the creation of vibrant centres of activity, particularly within the Urban Area outside the Greenbelt.”

2.3.1 Context for Land-Use Mix in Ottawa

The city is drafting a new zoning by-law that would amalgamate the various by-laws inherited from the urban and rural municipalities upon amalgamation. The draft by-law would encourage,

- a greater mix of dwelling types throughout the city
- more flexibility in housing form and design
- increased density within existing buildings and neighbourhoods while respecting existing built form
- the provision of rooming houses, group homes, shelter accommodation, and retirement homes throughout the city subject to appropriate regulation
- reduced minimum vehicular parking and loading standards for residential development.³⁵

In urban communities outside of the central area, the OP has stated that “at least 1.3 jobs per household will be reflected in the amount of land designated for employment and residential development within each of the three urban communities outside of the Greenbelt” shown in Figure 1.³⁶

2.3.2 Transit and Mixed Use

The city’s planning documents recognize the link between urban land-use and transportation planning in the proposals for mixed-use development nodes or centres. These centres are compact areas that include several land-use types and promote a more efficient transit environment. These higher-density, mixed-use centres located outside the greenbelt include existing town centres in Orleans, Kanata and South Nepean.³⁷

³⁵ City of Ottawa, Planning and Environment Committee. 2004. *Motion to Council, Disposition 13*, 8 June. www.ottawa.ca/calendar/ottawa/citycouncil/pec/2004/06-08/disposition13.txt

³⁶ City of Ottawa. 2003. *Official Plan*, Section 2.2.3 Managing Growth within the Urban Area. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_2_3_en.shtml

³⁷ City of Ottawa. 2003. *Official Plan*, Section 2.2.3 Managing Growth within the Urban Area. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_2_3_en.shtml

Specific policies within the TMP promote mixed-use development so that residents can meet their needs locally.³⁸ Support for this type of development is echoed in the city's *Where We Will Live* report, which proposes a repopulation of the city's core through an increase in the number of dwellings downtown in close proximity to employment options.³⁹

The OP defines mixed-use centres as places that offer substantial opportunities for new development or redevelopment and represent a key element in the OP's strategy to accommodate and direct growth in the city. The focus of mixed-use centre development is in the urban area outside the greenbelt.⁴⁰ The plan further notes that transit-supportive land uses such as offices, schools, hotels, hospitals, retail and residential development will be encouraged to locate in these mixed-use centres. The TMP states that walking and cycling modal shares will increase slightly between 2001 and 2021.⁴¹ Subsequent portions of the TMP refer to supportive land-use practices that will enhance both walking and cycling environments.⁴²

While planning for future development, actual linkages between land use and transportation have not been made due to lack of infrastructure. The TMP refers to current poor land-use planning around transit stations that renders them unsafe and uncomfortable and hinders the capacity of transit users to easily transition to and from the stations.⁴³ Examples include Hurdman Station, which is a major transiting point located in the middle of a field with no connection to the surrounding communities. The option of building above the station was identified as a means to capture underdeveloped land and to create new connections with the surrounding community.⁴⁴ Another example is Baseline Station, which is poorly linked with nearby College Square Shopping Centre. The only major land-use development located close to the transitway is Ottawa's downtown core.⁴⁵

The TMP notes that the city has the authority to control land use within its boundaries. For example, with respect to parking capacities, the city has the authority to determine the appropriate amount of parking for new development to maximize transit's

³⁸ City of Ottawa. 2003. *Transportation Master Plan*, p. 30.

³⁹ City of Ottawa, Planning and Growth Management Department. 2004. *Where We Will Live*, p. 5.

⁴⁰ City of Ottawa. 2003. *Official Plan*, Section 3.6.2 Mixed-Use Centres.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_6_2_en.shtml

⁴¹ City of Ottawa. 2003. *Transportation Master Plan*, p. 27.

⁴² City of Ottawa. 2003. *Transportation Master Plan*, p. 35, 40.

⁴³ City of Ottawa. 2003. *Transportation Master Plan*, p. 52.

⁴⁴ City of Ottawa, Planning and Growth Management Department. 2004. *Where We Will Live*, p. 8.

⁴⁵ David Gladstone, City Centre Coalition, Email communication on August 27, 2004.

competitiveness with automobile use.⁴⁶ The policies described in the TMP⁴⁷ require by-law amendments for reduction in parking requirements for new developments where transit service exists or can be incorporated, or where walking/cycling have high modal shares. Similar potential reductions exist for mixed-use developments where parking would be shared between employment and residential uses.

The OP requires community design plans to include an “appropriate parking strategy,”⁴⁸ specifically identifying the criteria for implementation including minimum and maximum parking requirements, turnover of parking spot usage, and potential for public/private partnerships, while referencing, on a more general level, the need for proximity to transit, use of public space and creation of a walking/cycling environment without a similar degree of specificity. This is one example of planning documentation that prioritizes automobiles over transit.

2.3.3 Housing Mix

One of the challenges in managing Ottawa’s land use mix has been the amalgamation process which resulted in the merger of 11 urban and rural municipalities into one large municipality bringing together a wide range of housing types and land uses.

The policies outlined in the OP provide for community design plans that define the mix/location of residential types for developing communities (those parts of the city that are underdeveloped or undeveloped) with established limits: no more than 60% should be single- or semi-detached dwellings, and at least 40% should be multiple dwellings of which at least 10% should be apartments.⁴⁹ Data from 2001 show that Ottawa’s housing mix was 43.2% single-family homes, 17.7% townhomes, and 32.9% apartments with the balance defined as other forms of housing.⁵⁰

In recognition of the shortage of affordable housing, the city has set a target of 25% of total new units in all development projects to be affordable housing. Of this total, 15%

⁴⁶ City of Ottawa. 2003. *Transportation Master Plan*, p. 44.

⁴⁷ City of Ottawa. 2003. *Transportation Master Plan*, p. 76.

⁴⁸ City of Ottawa. 2003. *Official Plan*, Section 3.6.2 Mixed-Use Centres.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_6_2_en.shtml

⁴⁹ City of Ottawa. 2003. *Official Plan*, Section 3.6.4 Developing Community.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_6_4_en.shtml

⁵⁰ City of Ottawa. 2004. *Ottawa Counts*. www.ottawa.ca/city_services/planningzoning/facts/counts/counts_jan_04/index_en.shtml

will be targeted to low- and moderate-income households so that they pay no more than 30% of gross annual income on housing.⁵¹

2.3.4 Big Box Retail

The Planning and Environment Committee recently refused an application by WalMart for a development on property known as “The Trainlands,” which was expected to be a high-quality brownfield redevelopment when development criteria were drafted by the city. The recent application by WalMart was denied, citing the “location and orientation of the building, the lack of a convenient and safe pedestrian circulation system having amenities and adequate landscaping, and the provision of a large expansive parking area.”⁵² The city had designated the property as a mixed-use centre whereby the land had a strategic location on the rapid transit network or was adjacent to major roads. The submitted proposal described a suburban big-box car-centric model.

While this decision is consistent with the goal to retain a mainstreet feel to community development, the city had earlier approved an application to construct a big box development in the Westboro area which was seen by many to be based on the big-box car-centric model. The Westboro area is recognized as an area of the city that has successfully retained a mainstreet feel.

2.4 Scale of Development

Smart Growth Principle: Scale of Development

Human scale. Smaller buildings, blocks and roads. Attention to detail as people experience landscape up close, as pedestrians versus Larger scale. Larger buildings, blocks and roads. Less attention to detail as people experience the landscape at a distance, from cars.

Official Plan

Section 2.5.1 Compatibility of Development — When reviewing development applications, the City will consider “the extent to which the proposed development takes into consideration the pattern of the surrounding area in terms of height, setback from the street and distance between buildings.” The OP provides a series of actions that the development can incorporate to compensate and mitigate for these differences.

⁵¹ City of Ottawa. 2003. *Official Plan*, Section 2.5.2 Affordable Housing. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_2_en.shtml

⁵² Planning and Environment Committee. 2004. *Resolution #24*, Committee Meeting Minutes August 24, 2004. www.ottawa.ca/calendar/ottawa/citycouncil/pec/2004/08-24/minutes16.txt; Planning and Environment Committee. 2004. *Staff Report to Committee*, August 10, 2004, www.ottawa.ca/calendar/ottawa/citycouncil/pec/2004/08-24/ACS2004-DEV-APR-0168.htm

Section 3.6.3 Mainstreets — “Over time, it is the City’s intent that mainstreets will consolidate into uninterrupted networks of active, mixed-use, pedestrian-oriented development. . . . Unlike Mainstreets within older areas of the city, the challenge facing Mainstreets in the suburban areas is to create a sense of scale and context that relates to people as opposed to automobiles by becoming more urban in character. While the type and scale of commercial uses will continue to include those that typically draw from a wide market area, the manner in which lands and buildings are designed and the mix of uses that are introduced will have to make a much greater contribution to and physically relate in a more sympathetic manner to the urban form of their surroundings. Intensification in these areas will be aimed at gradually transforming the Mainstreets into mixed-use, more intensely developed avenues with a more significant residential component. Potential for intensification may be of small, medium or larger scale depending on site-specific opportunities.”

Section 3.6.6 Central Area — Within the central area, “new buildings and spaces will reflect a human scale of development, and will be guided by design criteria, which will result in a significantly enhanced pedestrian environment.”

2.4.1 Development Scale and Existing Communities

Ottawa’s OP recognizes that intensification is a means for responding to expected population growth within the existing urban boundaries. The host communities look to the zoning provisions to manage new housing development in an appropriate way,

*“many inner-city neighbourhoods are family neighbourhoods and are concerned that intensification, if not managed well, will result in the loss of single-detached dwellings and ultimately lead to a reduction in the number of families. If managed well, intensification can lead to development of new housing in a single-detached form that accommodates two to four dwelling units”.*⁵³

The OP recognizes that zoning and preservation of inner-city family-oriented neighbourhoods are important concerns for both developers and residents. In an attempt to meet the needs of all of its constituents, the Plan outlines a set of criteria for evaluating development applications, mitigating differences between the existing area and proposed development, and potentially amending zoning by-laws.

The OP recognizes the need for flexibility in the application of zoning by-laws.⁵⁴ It provides wide scope for developers who often seek more extensive height ordinances

⁵³ City of Ottawa. 2003. *Official Plan*, Section 2.5.1 Compatibility of Development. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_1_en.shtml

⁵⁴ City of Ottawa. 2003. *Official Plan*, Section 2.5.1 Compatibility of Development. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_1_en.shtml

providing themselves with room for negotiation. Rezoning in central neighbourhoods has seen numerous high-rise buildings constructed next to infill and heritage homes, actions which are in direct contradiction of urban zoning by-laws and irrespective of community input.

Despite the OP provisions,, zoning policies have not eliminated consideration of applications for big box stores.⁵⁵ Although the city recently rejected a development application by WalMart, proposals of this type will continue to be submitted by developers until the zoning by-laws are made more explicit.

City residents have reason to be concerned given recent interpretations of the zoning by-laws evidenced by the following examples:

- Although a compromise was reached between the community and the developer for a nine-storey building at Besserer and Cumberland Streets in Sandy Hill community, city staff have approved a 12-storey building.⁵⁶
- A rezoning application to permit the operation of a parking lot and the demolition of heritage buildings in Lowertown pursuant to the Ontario Heritage Act was supported by the city.⁵⁷

These illustrations suggest that there are complex issues to the application of existing zoning policies. Host communities have viewed the resultant development as out of scale and context with the surrounding existing community.

2.5 Public Services

Smart Growth Principle: Public services

Local, distributed, smaller. Accommodates walking access versus
Regional, consolidated, larger. Requires automobile access.

Official Plan

Section 2.5 Building Liveable Communities — “The basics of a liveable community are straight-forward. In the urban area, a liveable community has appropriate housing at a price people can afford. It is built around greenspaces and has places to shop, socialize and play nearby. Residents know where to find the local library, health services, schools and other community facilities. Many of these are within walking or cycling distance and form a core for the community.”

Section 3.6.1 General Urban Area — “Within areas designated General Urban Area, zoning will allow within neighbourhoods those uses that provide for the local, everyday needs of the residents, including shopping, schools, recreation and services, but will direct those uses that also serve wider parts of the city to the edges of neighbourhoods on high-order roads, where the

⁵⁵ City of Ottawa. 2003. *Official Plan*, Section 3.6.3 Mainstreets.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_6_3_en.shtml

⁵⁶ Laplante, Marcel. 2004. “Dense downtown chases families away,” *Ottawa Citizen*, 26 July, p. B4.

⁵⁷ City of Ottawa, Planning and Environment Committee. 2004. *Disposition 15*, 13 July 13.
www.ottawa.ca/calendar/ottawa/citycouncil/pec/2004/07-13/disposition15.txt

needs of these land uses (such as transit, car and truck access, and parking) can be more easily met and impacts controlled.”

The city is currently reviewing its infrastructure for “recreation, arts, museums, libraries, community health and resource centres, childcare and long-term care facilities, as well as fire, police and emergency medical services, equipment and dispatch centres,” which are provided in accordance with the Human Services Plan in order to identify appropriate locations for facilities and services and potential opportunities for combination.⁵⁸

Park and leisure areas, including arenas, community and recreation centres, childcare facilities, and libraries in addition to greenspaces, should be easily accessible by walking or cycling. The OP set a minimum target of two hectares per 1,000 people, or approximately 8–10% of developable land.⁵⁹ To some extent, the city has been successful in locating public services within residential areas within the core area so that these services are easily accessible. Outside the core area, community centres, public offices, and so on are clustered together, often in close proximity to a transit node.

However, as the following example illustrates, the city’s action in fall 2004 to block a paved pedestrian pathway at Baseline Transitway Station citing potential conflict between pedestrians and buses has limited the public’s accessibility to public services. Without the knowledge or approval of the Transportation Committee or Ottawa City Council, a fence was installed by the City directly across the paved pathway leading from the transit station to the municipal office, apparently to prevent transit users from walking between parked transit vehicles. In order to access public services, including a library, theatre and City of Ottawa buildings, the public must now traverse a long, circuitous route that adds significantly to the time required to reach municipal buildings. There is no longer easy access from the transitway to the city’s offices located in Nepean.

2.6 Transportation

Smart Growth Principle: Transportation

Multi-modal supports walking, cycling and public transit versus Automobile-oriented poorly suited for walking, cycling and transit.

Official Plan

Section 2.3.1 Transportation — “Shifting from an emphasis on mobility to an emphasis on accessibility means creating land-use patterns that reduce the need to travel great distances across the city and encourage alternatives to car travel. More compact and mixed-use development throughout developing areas of the city and a stronger series of urban centres to

⁵⁸ City of Ottawa. 2003. *Official Plan*, Section 2.5.3 Schools and Community Facilities. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_3_en.shtml

⁵⁹ City of Ottawa. 2003. *Official Plan*, Section 2.5.3 Schools and Community Facilities. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_3_en.shtml

anchor the transit system is essential to achieving the Plan's transportation goals. . . . With a 30% modal split in favour of transit, new roads and road widenings identified in the OP (1997) of the former RMOC will still be needed to accommodate projected traffic volumes in 2021."

Section 3.6.4 Developing Community — "Developing Communities will offer a full range of choice in housing, commercial, institutional and leisure activities within a development pattern that prioritizes walking, cycling and transit over the automobile."

2.6.1 Existing Conditions

Ottawa's transportation system is a complex, multi-modal system: the city operates 6,000 kilometres of roads that include on-road bicycle lanes. OC Transpo, the city public transportation company, has 900 standard and articulated buses. There are 28 kilometres of transitway, 21 kilometres of bus lanes on freeway shoulders and 8 kilometres of light rail line (O-Train). Para Transpo, a door-to-door transportation service for persons with disabilities, operates 76 lift-equipped vans and 68 cars.

According to city statistics, transit ridership has been growing at an average of 5% annually and Ottawa now has the third highest transit ridership per capita in Canada after Montreal and Toronto. Despite this statistic, the automobile remains the most popular mode of transportation in the city. In 2001, there were approximately 250,000 person trips made during the afternoon peak, of which 74% were by car, 15% by transit, nearly 10% by walking and slightly less than 2% by cycling. Most Ottawa households own at least one car (90%).⁶⁰

In forecasting future transportation demand, the city made a number of forecasting assumptions: (i) that telework and home-based work will contribute to a decline in travel to work; (ii) a shift in auto trips from peak hours; (iii) reduction in travel between work and home outside the greenbelt because of greater containment within these areas. Despite these assumptions, however, it is expected that the demand for travel during the afternoon peak will increase by 58% by 2021. Estimated person trips by transit will increase by 181% between 2001 to 2021 while automobile trips will increase by 30% in the same time period.⁶¹

The city's transit strategy⁶² is reproduced in Annex 5. Of particular note are the cross-cutting issues outlined as "Essential Supporting Measures," which are imperative to creating an effective transit system. These include land-use planning, parking

⁶⁰ City of Ottawa. 2003. *Transportation Master Plan*, p. 17–8. Modal shares are based on 1995 origin-destination survey data.

⁶¹ City of Ottawa. 2003. *Transportation Master Plan*, p. 21–2.

⁶² City of Ottawa. 2003. *Transportation Master Plan*, p. 43.

management, transportation demand management, financial incentives, intermodal integration, and infrastructure priority setting.

The Transit Service Strategy recognizes that bus routes will need to be extended beyond the end of the transitway to reach major urban nodes, and that the O-Train service would be improved to full-time frequent service. Yet budget cutbacks have limited the implementation of these policies to both expand the transit network and increase route service, as well as to implement other improvements in the quality and frequency of the service. The Ottawa City Council provided \$1.1 million in funding in its 2005 budget to restore OC Transpo cuts in 2004.⁶³

Illustrative of the disconnect between strategies and policy implementation is the fact that prioritization of walking, cycling and transit policies are not linked to land-use approvals. The OP reflects the dominant view among city staff that the major transportation challenge is moving people in the morning and afternoon peak hours and transit management has to be focused on meeting this challenge. There is no acknowledgement that transit is used not just by commuters but by citizens around the clock to meet their transportation needs. Budget cuts in 2004 to transit routes deemed “underused” were based on ridership numbers only; they do not account for the needs of “off peak” users including the elderly and physically challenged. In providing an effective transit service, there has to be a balance reached between developing and maintaining economic routes as well as meeting the transit needs of all citizens.

2.6.1.1 Modal Split Targets.

The OP overall transit modal split based on afternoon peak hour trips is 17% (2001); this is expected to increase to 30% in 2021. However, an analysis across key screenlines shows that transit modal split for the inner area cordon is 29% (2002) and for the greenbelt cordon is 17% (2002). These rates are projected to increase to 50% and 34% respectively by 2021.⁶⁴ There is no sense that the transit modal split will increase with (a) areas beyond the greenbelt such as Kanata receiving poor service, and (b) continued congestion on major roadways in peak hours (Airport Parkway and South Keys area) while there is no appetite to extend the light rapid rail.⁶⁵ This reinforces the perception that the 30% target is a maximum which is not to be surpassed, and, as such, provides further justification to City staff for further road expansion.

⁶³ Transport 2000 Canada Hotline, 5 February 2005. Issue No. 797. <http://www.transport2000.ca/Hotlines/hl050205.htm>

⁶⁴ City of Ottawa. 2003. *Transportation Master Plan*, p. 26.

⁶⁵ David Gladstone, Chair, City Centre Coalition, Email communication on August 27, 2004.

2.6.2 Road Expansions

While suggesting that rapid transit expansions will go some way to assisting with meeting urban area transportation needs, the OP identifies required roads and road widenings as the primary means of addressing projected increases in traffic volumes (increased car use). Existing traffic volumes, acknowledged as a problem within the region, provide the required justification for roadway expansion rather than meeting the transportation needs of a growing population through alternative modes of transit. Ottawa City Council decisions to approve road widenings illustrate the city's continued emphasis on road development:

- The twinning of the Airport Parkway would involve widening a portion of the existing two-lane roadway from the airport to downtown. Despite its deletion by the Transportation Committee, it was reinstated into the TMP by Ottawa City Council in a vote of 14–7.
- The traffic split at the junction of Highways 417 and 174 near Blair Road was deemed to be operating at or near capacity during the morning/afternoon rush hours, thus justifying the possible addition of an eastbound lane.
- At a cost of \$19 million, Richmond Road, while opposed to by area residents, was supported by the mayor and suburban councillors, and moved up from a scheduled Phase 3 project to Phase 1 for development.⁶⁶
- The Alta Vista Transportation Corridor development would move 20,000 more cars into the interchange of Nicholas Street and Highway 417 (Queensway) but an assessment of the new connection has not been completed to date. There are concerns that the outcome of the environmental assessment (EA) has already been presupposed; indeed, the project is described in the TMP as a “new four lane road including 2 possible car pool/bus lanes” that would be built along the corridor.⁶⁷ There has been significant lobbying by the community to have a transit-only option reintroduced to the analysis as per the original terms of reference and as per the priorities of the OP.

The Alta Vista Transportation Corridor EA has proven to be quite problematic given the disparate views of consultants, members of the Public Advisory Committee, and city staff. Measurement of air quality and human health impacts has been requested repeatedly by the communities and Ottawa City Council, as has incorporation of a full impact analysis into the evaluation process.

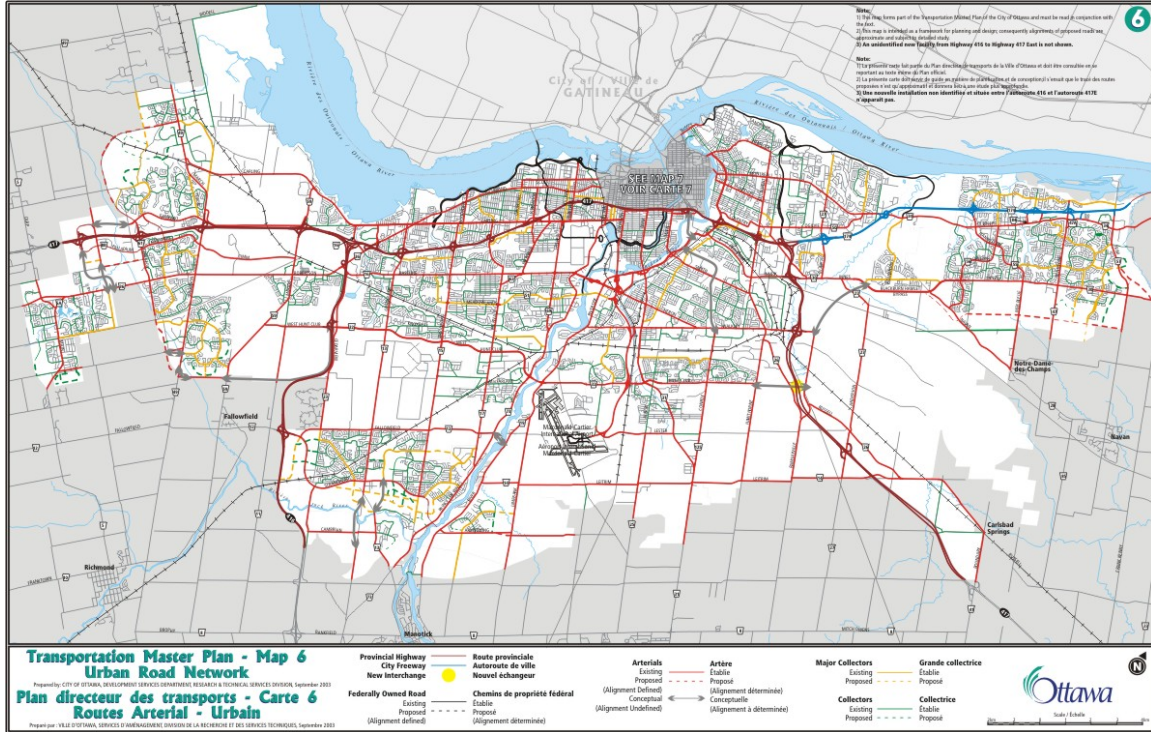
The emphasis on roadway priorities is highlighted in the City's 2005 operating budget. The City's inventory has been expanded over the past year to include 171 new lane

⁶⁶ Ottawa City Council. 2002. Meeting Minutes, September 10, 2003. www.ottawa.ca/calendar/ottawa/citycouncil/occ/2003/09-10/minutes60.txt

⁶⁷ City of Ottawa. 2003. *Transportation Master Plan*, Annex A — Required Infrastructure Projects. p. 103.

kilometres of roadway, 46 kilometres of sidewalk, and 50 hectares of parkland and trees at an estimated increase of \$1.8 million to the operations budget for surface operations.⁶⁸

Map 2: Proposed Urban Road Network⁶⁹



2.6.3 Transit

The city’s transit service strategy has two objectives as outlined in the TMP:

- to provide high quality service that is reliable, accessible, cost-effective, safe and courteous, and that responds to the needs of residents, businesses, schools and visitors
- to support the city’s objectives for increased transit ridership.⁷⁰

The city planning documents state that development proposals must include access to transit. The TMP stresses that “partial implementation [of system improvements] will lead to inadequate transit ridership, greater air pollution and the need for more road infrastructure to prevent unacceptable congestion and road safety risks.”⁷¹

⁶⁸ City of Ottawa. 2005. Operating Budget, Public Works and Services Tax Supported Programs. Pg. 23.

⁶⁹ City of Ottawa, 2003, *Transportation Master Plan*, Map 6.

⁷⁰ City of Ottawa. 2003. *Transportation Master Plan*, p. 45.

⁷¹ City of Ottawa. 2003. *Transportation Master Plan*, p. 43.

The TMP⁷² lists transit priority projects that aim to promote the fast and efficient use of the transit network. These required infrastructure projects include road widenings to create dedicated bus lanes, infrastructure modifications to bus stop configurations, traffic signal priority, queue jumps, transitway improvements to link bus rapid transit network segments and provide access for area residents, and rapid transit projects to improve city-wide transit access. While a number of transitway projects have been completed, the light rail transit projects have not been initiated and are in the midst of the environmental assessment process.

The city is seeking improved intermodal integration such that transit users, reliant on connections and other modes of transportation to reach their final destination, can easily link to walking, cycling, automobile use and intercity carriers.⁷³

Despite the emphasis on expanding the existing transit system in both the OP and the TMP, Ottawa City Council approved \$8 million worth of cuts to transit service in the 2004 budget based on staff recommendations. Transit route cuts were exclusively based on ridership numbers rather than community needs, and thus significantly impact on accessibility issues. Subsequent actions at the Transportation Committee saw members vote in favour of recommending that the Corporate Service and Economic Development Committee recommend to Ottawa City Council the use of gas tax revenues to reverse proposed transit cuts identified in Phase 3 cuts and to use reserve funds as bridge funding to restore Phase 1 and 2 cuts.⁷⁴

2.6.3.1 The Existing System

Construction of Ottawa's transitway began in 1978, mostly on existing rail right-of-ways, and continued until 1996. It is approximately 19 miles of bus-only roadways designed for future conversion to rail, and is lauded throughout the world as a great system. In its September 2003 report, *Our Public Transportation System: A City of Ottawa Snapshot*, the city quotes a ridership of 328,000 persons per day "making it one of the best in North America."⁷⁵

In October 2001, the City of Ottawa inaugurated the O-Train, a Talent diesel light rail train produced in Germany by a subsidiary of Bombardier. The pilot rail project, the first

⁷² City of Ottawa. 2003. *Transportation Master Plan*, Annex A — Required Infrastructure Projects, p. 105.

⁷³ City of Ottawa. 2003. *Transportation Master Plan*, p. 44.

⁷⁴ City of Ottawa, Transportation Committee. 2004. *Disposition 9*, Committee Meeting June 2, 2004. www.ottawa.ca/calendar/ottawa/citycouncil/trc/2004/06-02/disposition9.txt

⁷⁵ City of Ottawa. Undated. *Our Public Transportation System: A City of Ottawa Snapshot*. www.ottawa.ca/city_services/city_briefs/public_transportation_en.shtml

part of a rail-based rapid transit system, runs two diesel trains on existing track through five stops along a north–south corridor extending for eight kilometres in the west end of Ottawa. The service replaces the equivalent of 16 articulated buses. The O-Train has become a model for similar installations across North America and has far surpassed its ridership expectations, now carrying over 8,000 riders daily and saving an average of 20 minutes per trip.⁷⁶ The O-Train celebrated its five millionth rider in January 2005.

Despite its overwhelming successes, there is little referral within the OP to the O-Train as a viable form of rapid transit.

2.6.3.2 Rapid Transit Expansion

Under transit policies, the OP states that,

The City will protect corridors for and develop the rapid-transit network and transit-priority network as shown on Schedule D. Rapid transit means a convenient, fast, and frequent public transportation service that features a high carrying capacity. Rapid transit operates on its own right-of-way and corridors in which a rapid-transit facility, such as a transitway, O-train or streetcar, may be located. A transit-priority network is a system of primarily arterial roads upon which transit-priority measures may be implemented to improve the quality of transit service in terms of speed and reliability. . . .In new development, the City will require that the layout of the road network be designed to facilitate transit routing and ensure reasonable walking distances to transit stops. . . .”⁷⁷

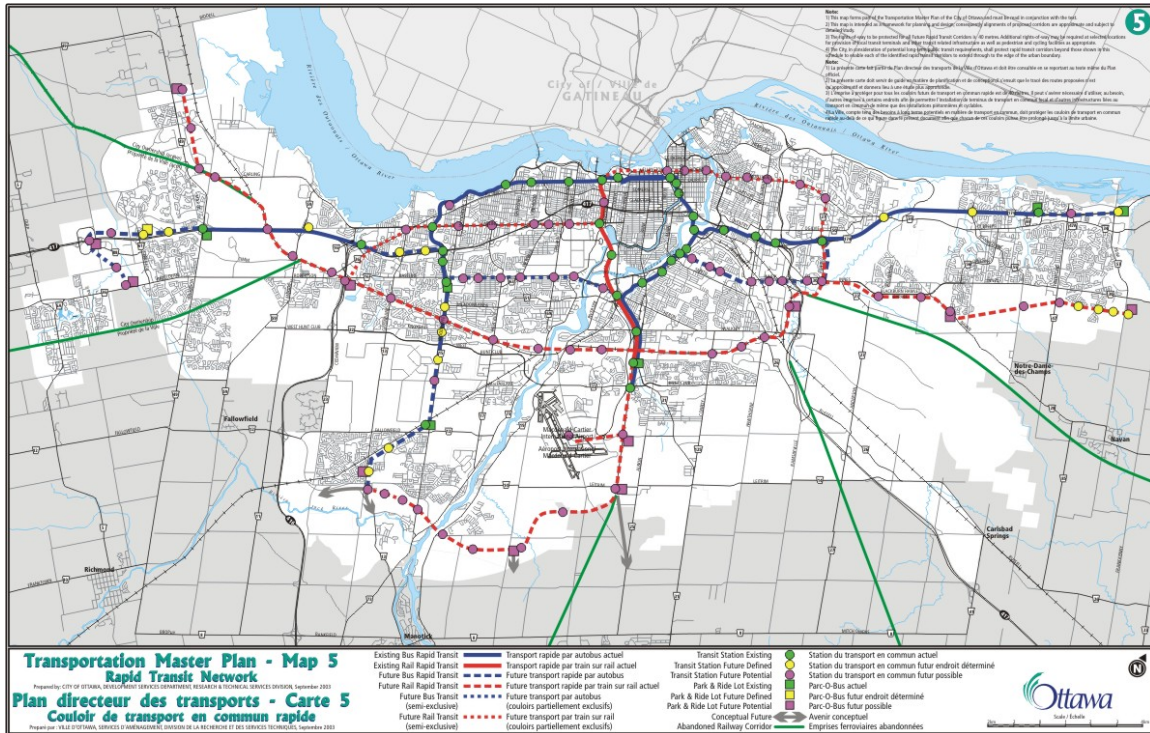
The TMP states that the expansion of Ottawa’s rapid transit system is a “cornerstone of Ottawa’s transit strategy.”⁷⁸ The rapid transit network included in the Transportation Master Plan is shown in Map 3.

⁷⁶ R.T. Leclair. 2004. *The O-Train: The Straight Facts*. Presented to Transportation Committee on July 13, 2004 by Deputy City Manager, Public Works and Services.

⁷⁷ City of Ottawa. 2003. *Official Plan*, Section 2.3.1 Transportation. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_3_1_en.shtml

⁷⁸ City of Ottawa. 2003. *Transportation Master Plan*, p. 43.

Map 3: Rapid Transit Network (Proposed)⁷⁹



A Rapid Transit Expansion Study (RTES) was initiated in February 2003 to identify potential rapid transit corridors. The city had contracted for a number of studies including the RTES, which included in its recommendations that light rail transit be expanded in the near future and provided for three future transit river crossings. The early drafts of the TMP postponed light rail expansion until some distant future and eliminated the important cross-river links.⁸⁰ The cross-river links were re-introduced into the amended version of the TMP by Ottawa City Council.⁸¹

The city continues to focus on the expansion of existing transitways (bus dedicated roadways) as a means of servicing urban areas, as well as an extensive electric light rail service from Leitrim Road to LeBreton Flats, starting in 2009 at a cost of hundreds of millions of dollars and ignoring the needs of the east–west corridor between Kanata and Orleans. This is in comparison to the \$30 million cost of installing the current O-Train service, paid for by the city without external funding assistance from other levels of government.

⁷⁹ City of Ottawa, 2003, *Transportation Master Plan*, Map 5

⁸⁰ David Bell. 2003. *Transportation Advisory Committee Presentation to Transportation and Transit Committee*, July 16, 2003.

⁸¹ City of Ottawa. 2003. *Council Meeting Minutes*, September 10, 2003. www.ottawa.ca/calendar/ottawa/citycouncil/occ/2003/09-10/minutes60.htm

The overarching focus of the TMP is to make transit more competitive in the region and, towards this end, recommends an expanded rapid transit network. This includes three new light rapid transit lines as well as extensions and additions to the existing bus system. The O-Train would be expanded both north and east to the downtown area of the city as well as south and west to Riverside South⁸² and is a top priority for Ottawa City Council. However, the reality is that the O-Train extension has not happened to satisfy potential southern markets, for example, at or near the juncture of Albion and Lester Roads.⁸³

The city agreed to its Ottawa Rapid Transit Expansion Plan (ORTEP) (which was the basis of support for the joint federal/provincial announcement) and motions in fall 2003, and authorized the initiation of the EA for a north–south line with priority given to electric light rail service from Lietrim Road to Limebank Road in Riverside South. The first round of advisory committee meetings has already been held as has a public open house. The corridor under study covers the area from Rideau Centre to Byward Market, to Bayview Station to Leitrim Road, then west to Riverside South to Rideau River and Barrhaven. While the Statement of Work includes evaluation of diesel on a single track, there is little faith among transit activists that this will be done. Transport 2000 is spearheading a parallel study to maintain the proposed spur line to Armstrong Road. The process is awaiting Ministry of Environment sign-off on the terms of reference approved by Ottawa City Council before proceeding further.⁸⁴

A local transit coalition is seeking to have the terms of reference (TORS) for the environmental assessment of the North–South Light Rail Project include service to Gatineau, Quebec, the extension of current service using existing track, service integration with inter-provincial planning, maintenance of existing O-Train service, and increased promotion of the O-Train service.⁸⁵ The May 2004 joint funding announcement referred to the proposed light rail expansions as “electrified light rail” This statement was interpreted as meaning that an electric light rail system would be built to replace, in part, the existing, highly successful diesel O-Train caused concern among transit activists. The funding announcement did not include service to Gatineau via the Prince of Wales bridge nor extension of current service on existing track with Talent trains north and south.⁸⁶

The Transportation Committee subsequently recommended to Ottawa City Council that a high priority be placed on maintaining the current O-Train service, and that north–south

⁸² City of Ottawa. 2003. *Transportation Master Plan*, p. 51.

⁸³ David Gladstone, Chair, , City Centre Coalition, Email communication on August 27, 2004.

⁸⁴ David Jeanes, President, Transport 2000. Email communication on August 27, 2004.

⁸⁵ Adam, Mohammed. 2004. “Defending the Official Plan,” *Ottawa Citizen*, 6 January, p. B1.

⁸⁶ Transport 2000. 2004. “Ottawa light rail needs less expensive, interprovincial routes,” *Transport 2000 Canada Hotline*, Issue No. 762, 5 June. www.transport2000.ca/Hotlines/h1040605.htm; City Centre Coalition, Email communication on July 23, 2004.

expansion, subsequent to an EA process, have minimum disruption on current service⁸⁷ thus ensuring that the O-Train service be considered a permanent part of Ottawa's transit system. Ottawa City Council approved the motion at its August 25, 2004 meeting.⁸⁸

A second EA for the east–west line from Kanata in the west, through Ottawa Business Park, to Innes Road in the east, and for which existing rail runs the entire length, is proceeding. The Statement of Work was approved by Ottawa City Council and the Request for Proposals (RFP) is under way. Work could begin before year end with preparation of the Terms of Reference, advisory group and public consultation.⁸⁹

The rapid transit network, which includes both existing and planned expansion, totals 112 kilometres of double track for electrified rail, 42 kilometres of transitway extensions and 58 new rapid transit stations.⁹⁰ It could also include an additional station at Gladstone Street.

In May 2004, the federal, provincial and Ottawa municipal governments issued a joint announcement in which they committed up to \$600 million in support of light rail expansion. The funds will contribute to long-term development of the system and, in Phase 1, expand the O-Train from Lebreton to Limebank.⁹¹

2.6.3.3 Interprovincial Transit

There is specific reference in the TMP,

“to undertake a study to identify interprovincial rapid transit requirements, in cooperation with the City of Gatineau, the National Capital Commission and other levels of government including the possible extension of LRT service across such bridges as Lemieux Island Rail Bridge, the Portage Bridge or the Chaudiere Bridge, to create an integrated GO (Gatineau–Ottawa) Light Rail Transit Service.”⁹²

⁸⁷ City of Ottawa. 2004. *Council Meeting Minutes*, July 21, 2004. www.ottawa.ca/calendar/ottawa/citycouncil/trc/2004/07-21/minutes12.htm

⁸⁸ City of Ottawa. 2004. *Council Meeting Minutes*, August 25, 2004.

⁸⁹ David Jeanes, President, Transport 2000, , Email communication on August 27, 2004.

⁹⁰ City of Ottawa. 2003. *Transportation Master Plan*, p. 51.

⁹¹ Ministry of Public Infrastructure Renewal. 2004. “Long-term support for Ottawa Public Transit,” *News Release*, 14 May. www.pir.gov.on.ca/userfiles/HTML/cma_4_36060_1.html

⁹² City of Ottawa. 2003. *Transportation Master Plan*, p. 48.

The study would also include an evaluation of the downtown only loop. The expansions would serve federal employment sites in Gatineau and address Ottawa transit issues.

Discussions in the past had preceded slowly leaving community activists with the impression that Gatineau and the Société de transport de l'Outaouais (STO) did not support Ottawa's rapid transit plans. Due to the intervention by Transport 2000, STO and Gatineau City Council have greater understanding of Ottawa's plans and how they integrate with their own Rapibus plans to build 18 kilometres of bus transitway in the railway corridor from old Gatineau to the edge of downtown Gatineau.⁹³

Further support for the cross-river transit plans includes provisions in the TMP, Ottawa Council voting on numerous occasions to expedite the interprovincial study, and an OMB ruling that Lemieux Island corridor has to be considered as a potential cross-river corridor.⁹⁴ The Statement of Work was approved by the Transportation Committee in October 2004 with amendments to ensure that the negative impacts of excessive bus traffic on Wellington/Rideau Street be addressed by the study. The following language was added to environmental evaluation factors: "potential for improving community quality of life and reducing the use of King Edward / Wellington corridor as a bus way."⁹⁵ The study has not yet commenced (March 2005) as the National Capital Commission has apparently not yet received its designated funding for the study.⁹⁶

While these are much needed improvements to rapid transit/rail, according to some transit activists there has not been sufficient integration of the whole system. They note that cuts to local bus routes, service and overloaded park-and-ride lots may impact on transit ridership reducing projected ridership increases due to a lack of accessibility in one component of the system.

2.6.3.4 Cuts to Transportation Demand Management (TDM)

The OP references a series of supporting policies that will accommodate the population's increased transportation. Transportation demand management (TDM) was not immune to the city's budget cuts (2004) and funding was reduced to this program thus limiting the ability to "implement a comprehensive Transportation Demand Management (TDM)

⁹³ The plan has good multimodal connections. David Jeanes, President, Transport 2000, Email communication on July 20, 2004.

⁹⁴ David Jeanes, President, Transport 2000, Email communication on August 27, 2004.

⁹⁵ City of Ottawa. 2004. *Transportation Committee Meeting Minutes*, October 6, 2004. www.ottawa.ca/calendar/ottawa/citycouncil/trc/2004/10-06/minutes15.htm

⁹⁶ Office of Clive Doucet, City Councillor. City of Ottawa. Email correspondence. March 2005.

program as part of (the city's) long-term efforts to reduce automobile dependency."⁹⁷ Not only is funding tight for the program but overall, Ottawa is experiencing a budget crunch (2004), and public perception of spending in this area at the moment has limited program implementation.

The TMP emphasizes that TDM is “essential to reducing the automobile dependence of Ottawa residents. It can help to reduce congestion and pollution, while improving access to opportunity and community liveability. A main focus of TDM is on minimizing peak hour automobile travel to reduce the need for new or wider roads.”⁹⁸ Additional benefits of TDM include reduced trips, increased trips by alternative means, and more travel outside peak periods, and encouraging a positive attitude to alternatives and altering travel behaviours. Ridesharing was identified as an important alternative commuting opportunity and the city has established car pooling lots and lanes to accommodate multiple-occupancy rates.

While the city has suggested that it will implement a comprehensive TDM program and strategy, which will also include assuming a leadership role and working across jurisdictions, integrating into public health and education, and working with developers, schools, and employers, the broader funding shortfalls have limited the ability of staff to implement such a program.

The city's Air Quality and Climate Change Management Plan presented to Ottawa City Council highlighted the need for ongoing TDM as a prerequisite for improved air quality but fell short in stating that an analysis of air quality and public health impacts was to be included in any EA process.

2.6.4 Cycling

Cycling has always been an attractive means of transportation for Ottawa's citizens. The city is continuing to build awareness of the benefits of cycling, develop a comprehensive bicycle parking program, expand the Rack & Roll program on new transit buses, and develop a comprehensive cycling plan.

The revised Cycling Network Plan has been the subject of public consultation over the summer of 2004. The revised network is divided into two parts: a spine system, which links major nodes throughout the city and can accommodate significant volumes of

⁹⁷ City of Ottawa. 2003. *Official Plan*, Section 2.3.1 Transportation.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_3_1_en.shtml

⁹⁸ City of Ottawa. 2003. *Transportation Master Plan*, p. 31.

cyclists, and the neighbourhood system, which will often run on quieter streets, connecting local destinations and feeding into the core system.⁹⁹

It remains unclear whether the ambitious plans will be implemented. In recent years, the cycling budget has been cut to a fraction of its previous levels, which has severely limited the number of promotion and public education programs throughout the city.¹⁰⁰ The newly formed Road and Cycling Advisory Committee has rarely met in the past year. Prior to amalgamation there were five active cycling advisory committees across the region. These committees served a useful purpose and provided a voice for the cycling community at City Hall. The results speak for themselves as cycling has become a recognized mode of transportation year-round, and it is now city policy that bike lanes be incorporated into road and bridge projects across the city. Cycling activists are now questioning whether they'll have a voice at all if the cuts continue.¹⁰¹

2.7 Connectivity

Smart Growth Principle: Connectivity

Highly connected roads, sidewalks and paths, allowing direct travel by motorized and non-motorized modes versus Hierarchical road network with many unconnected roads and walkways, and barriers to non-motorized travel.

Official Plan

Section 2.3.1 Transportation — Policies: Walking “When undertaking comprehensive land-use planning studies, especially community design plans, the City will emphasize the creation of pedestrian friendly environments. The City will require, where feasible, that all new development or redevelopment provide walking facilities in accordance with the policies of Section 4.3. . . . In the construction or reconstruction of transportation facilities, such as roadways, bridges and transit stations, and public buildings, such as community centres and libraries, the City will ensure the provision of facilities to address the needs of pedestrians where feasible.”

Section 4.3 Walking, Cycling, Transit, Roads and Parking Lots — “Supporting walking, cycling and transit means more than the simple provision of sidewalks and pathways. A logical network must be created, connecting origins and destinations along direct and well-marked routes. Landscaping, the positioning of buildings, and other features of adjacent development can be further organized to support pedestrians and cyclists.”

Walking facilities will be incorporated into all new construction, which will contribute to a high level of connectivity between facilities, as the OP prioritizes connectivity between various modes of transportation. In planning new subdivisions, the road network will provide “direct transit routes” through the community and all buildings must be within a

⁹⁹ City of Ottawa. 2004. *Draft Cycling Network Plan*. www.ottawa.ca/public_consult/cycling/map_en.shtml

¹⁰⁰ City Centre Coalition, Email communication on March 1, 2004; City of Ottawa, Roads and Cycling Advisory Committee (RCAC). 2005. Draft Response to City of Ottawa 2005 Draft Budget, Presented 24 January 2005. [www.ottawa.ca/calendar/ottawa/citycouncil/a-rcac/2005/01-17/Budget Response 2005-Draft.htm](http://www.ottawa.ca/calendar/ottawa/citycouncil/a-rcac/2005/01-17/Budget%20Response%202005-Draft.htm)

¹⁰¹ City Centre Coalition, Email communication on October 6, 2004.

400-metre walk of a transit stop. Concurrently, plans must also be able to accommodate future road extensions.¹⁰²

In discussing road design and right of ways, the city will evaluate roadway networks such that,

*collector roads that link several adjacent developments with direct transit routes, a local road layout minimizing cul-de-sacs and crescents that increase travel distances for pedestrians, cyclists and transit vehicles, a street pattern for large redevelopments compatible with surrounding street patterns, an arrangement whereby virtually all potential building sites are within 400 metres' walking distance of a rapid transit station or bus stop. . . .*¹⁰³

It is not clear to what extent the city has been able to implement these provisions.

The TMP proposes the development of a comprehensive Pedestrian Plan.¹⁰⁴ New roads and reconstructed roads include building sidewalks to ensure that connections are available to transit, the greenbelt, rapid transit stations, and so on. between and within neighbourhoods, as well as a Cycling Plan aimed at creating a more cycling-friendly city. The development of an urban cycling transportation network would include additional facilities to encourage movement between and within neighbourhoods.

2.8 Streetscapes

<p>Smart Growth Principle: Streets Designed to accommodate a variety of activities traffic calming versus Designed to maximize motor vehicle traffic volume and speed.</p>
<p>Official Plan Section 2.3.1 Transportation — To meet the challenge of growing transportation needs, new roads will have to be built, roads widened, and the rapid-transit network expanded. Section 3.6.6 Central Area — To protect the residential neighbourhoods in and around the central area, “walking, cycling and transit to and in the Central Area will need to have priority, particularly during peak traffic periods. This will require a safe and comfortable pedestrian/cycling environment on all downtown streets.”</p>

2.8.1 Mainstreets Redevelopment

¹⁰² City of Ottawa. 2003. *Official Plan*, Section 4.3 Walking, Cycling, Transit, Roads and Parking Lots. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/4_3_en.shtml

¹⁰³ City of Ottawa. 2003. *Transportation Master Plan*, p. 67.

¹⁰⁴ City of Ottawa. 2003. *Transportation Master Plan*, p. 36.

Mainstreet redevelopment is a significant theme in the city’s new official plan. Mainstreet development is expected to result in “densely developed corridors that provide an uninterrupted network of active, mixed-use, pedestrian-oriented development.” It is largely seen in terms of small- and medium-scale sites or infill on vacant lots, aging strip malls, car sales lots, parking lots and gas stations, including the redevelopment of existing low-density buildings and the creation of new community focal points.¹⁰⁵ These greyfields are logical and constructive targets for mainstreet development.

The OP suggests that mainstreet characteristics can be differentiated between those found in older parts of town and those found in newer, suburban areas. Older areas can equate to a more human scale of development with smaller buildings, development occurring near sidewalks and promoting a pedestrian orientation.¹⁰⁶ The recent development of a big-box store in the older Westboro community challenges the city’s promotion of mainstreet development in older communities; Westboro has long been known for its small-town community feel promoted by its numerous small businesses whose store-fronts open directly onto the sidewalk encouraging passersby to enter.

In suburban areas, streets are often wider, lot sizes are larger, and there are a greater number of single-storey and single-purpose buildings with on-site parking enticing clientele from beyond the immediate vicinity. The development challenge in these instances as acknowledged in the plan is to create a sense of pedestrian-scale that promotes mixed use and greater intensity of development.

2.8.2 Traffic Calming

While area traffic management, focused on “preserving neighbourhood liveability by mitigating the undesirable effects of motor vehicle travel including excessive volumes and speeds, aggressive driver behaviour and the creation of unfavourable conditions for walking and cycling,”¹⁰⁷ attempts to implement effective traffic control measures through TDM, these in fact have been accomplished piecemeal.

2.9 Planning Process

Smart Growth Principle: Planning process

¹⁰⁵ City of Ottawa, Planning and Growth Management Department. 2004. *Where We Will Live*, p. 4–5.

¹⁰⁶ City of Ottawa. 2003. *Official Plan*, Section 3.6.3 Mainstreets.
http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_6_3_en.shtml

¹⁰⁷ City of Ottawa. 2003. *Transportation Master Plan*, p. 70.

Planned/coordinated between jurisdictions and stakeholders versus Unplanned/little coordination between jurisdictions and stakeholders.

Official Plan

Section 2.5.6 A Design Strategy for Ottawa — The OP suggests that in developing urban design, the city will “engage its many neighbourhoods, the development industry, professional associations and other interested parties” in dialogue.

Section 2.5.7 Collaborative Community Building and Community Design Plans — “The City will work with the community, landowners, local businesses, school boards and other interested parties on community design plans that will be the backbone of any significant change in the community.”

2.9.1 Public Consultation

The OP states that liveable communities will be achieved through collaborative community building. However, references to community design plans suggest that this could be achieved through work with the community, landowners, businesses and schools and, when read in conjunction with previous provisions regarding the ability to seek zoning by-law amendments, suggests that existing communities may be faced with zoning by-law changes that are not compatible with the needs of their neighbourhoods.¹⁰⁸

The intent of the city to engage in dialogue with stakeholders is sound. However, dialogue has often not resulted in a consensus solution or resolution of neighbourhood concerns. As has been evidenced through participation in the Public Advisory Committee process to Environmental Assessments of the Alta Vista Transportation Corridor, or the RTES, there are often extremely divergent views between and among members of the community, consultants and city staff that typically remain unresolved.

In other instances, there has not been consultation with the public; the phrase “no public consultation” appears in various Ottawa City Council reports. These include the December 2002 progress report on the O-Train, the March 2003 report on welded rail for the O-Train, the July 2003 report on the Rapid Transit Implementation Plan, and the September 2003 Hybrid Bus report.

2.9.2 Coordination with Gatineau

The city acknowledges that there is a complementary relationship between Ottawa’s OC Transpo service and Gatineau’s bus service. STO, the transit corporation in Gatineau, is moving forward with plans (Rapibus project) to increase its road-based transit fleet that

¹⁰⁸ City of Ottawa. 2003. *Official Plan*, Section 2.5.7 Collaborative Community Building and Community Design Plans. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_7_en.shtml

travels in a loop between downtown Gatineau to downtown Ottawa daily to transport primarily federal government employees and students across the Ottawa River. To date, they have not expressed particular interest in the proposal to put light rail across the Prince of Wales bridge to downtown Gatineau despite the convenience it would provide to all system users. STO are seeking clearance from Ottawa to permit the entry of additional buses along Ottawa roadways, despite public demand to the contrary.

In addition to transportation planning, the existing waterways are another area requiring collaboration between the provinces. As the Ottawa River acts as the border between Ontario and Quebec, and provides substantial hydro-electric power, there is a need for multi-jurisdictional watershed planning in order to preserve the sustainability of the resource.

2.9.3 Rural Service

The city provides peak transit service to rural areas surrounding the city as well as all-day service to Manotick, the largest rural village. The cost of these services is covered by fares and property taxes from the rural area. While there are some park and ride lots, the city is examining expansion of the number of lots.¹⁰⁹

As noted earlier in the section on Development Location, villages surrounding Ottawa may be the location for further development as the city seeks to concentrate rural development in rural village areas. There is no notion of relocating some of the population growth for Ottawa further afield in the rural villages.¹¹⁰ Continued single use development in these locations may have the effect of reinforcing their role as bedroom communities and entrench long-distance commuting patterns.

¹⁰⁹ City of Ottawa. 2003. *Transportation Master Plan*, p. 47.

¹¹⁰ Anna Hercz, Senior Planner, Dept. of Planning & Growth Management Services, City of Ottawa, Interview on August 3, 2004.

2.9.4 Federal and Provincial Responsibilities

A significant contributor to the challenges faced by Ottawa in designing its transportation system are the multiple jurisdictions that operate within its borders. The Province of Ontario operates Highway 417, which cuts through the downtown core. The federal government, through the National Capital Commission (NCC), is responsible for the maintenance of scenic routes and roadways throughout the capital, including five roadway bridges on which, according to the list of TMP projects, there will be a substantial increase in travel in the next two decades.¹¹¹

2.9.5 Measuring Progress

It is not clear how city staff will measure and evaluate the results from implementation of the city's planning activities as there are not any benchmarks reflective of existing conditions nor performance indicators for evaluation identified in the OP. The OP also lacks an implementation plan. Given a lack of measurement tools, it will be difficult to undertake ongoing monitoring of the implementation process and provide an accurate report both to Ottawa City Council and the public. Ottawa's 20/20 documents provide a framework for evaluation of the city's implementation of its growth strategies in the form of an annual report card.¹¹² This public document has yet to be compiled.

Three years into the implementation of the city's 20/20 vision, there appears to be an ever greater deficit city-wide in modal share, air quality, big box development, and greenfield development.¹¹³

2.10 Public Space

Smart Growth Principle: Public space

Emphasis on the public realm (streetscapes, pedestrian areas, public parks, public facilities) versus Emphasis on the private realm (yards, shopping malls, gated communities, private clubs).

Official Plan

Section 2.5.4 A Strategy for Parks and Leisure Areas — These are defined as “playgrounds, parks and sport fields that provide people with their most frequent and immediate contact with greenspace” and also include arenas, community centres, libraries, and so on.

¹¹¹ City of Ottawa. 2003. *Transportation Master Plan*, p. 65.

¹¹² City of Ottawa. 2003. “A Window on Ottawa 20/20”, http://ottawa.ca/city_services/planningzoning/2020/

¹¹³ Pierre Johnson, Former President, Ottawa East Community Association, Interview on July 28, 2004.

Section 3.3.1 Major Open Spaces — These are defined as large parks, open space corridors, parkway corridors and those corridors reserved for rapid-transit and major roads. These areas are recognized as a significant component of the Greenspace Network.

The policies of the OP provide for a Greenspace Network that will link parks and leisure areas and provide new connections to the network by roads and rapid-transit corridors. Targets on parks and leisure areas include a minimum of two hectares per 1,000 people or 8–10% of developable land. Homes in residential areas will be within 400 metres of greenspace.¹¹⁴ Policies define permitted activities in major open space provided there is no adverse affect on “natural environment, cultural heritage and open space characteristics of the area.”¹¹⁵

The National Capital Commission (NCC) is drafting an Urban Lands Master Plan (2007) which will identify strategies for protecting federal lands of Capital importance such as parkways (federal roadways) and federal parks. These lands coexist with non-federal areas in the core area and greenspace.¹¹⁶

Thus the actions of the NCC in defining its development priorities are significantly important and impact on those decisions made at Ottawa City Council. An example of recent NCC actions that impact on Ottawa’s development: a public notice of sale of 10.10 hectares of land bordering on Prince of Wales Drive. According to the notice, potential uses include residential development of a subdivision of 133 lots with bids closing on October 21, 2004.¹¹⁷ In 2002, the NCC proposed construction of a business park with 800,000 square feet of space bordering on the Airport Parkway which runs through Ottawa’s greenbelt. The NCC’s Greenbelt Master Plan enabled these rural lands to be used for commercial and institutional purposes. The construction required amendments to the OP of the RMOC, the OP of the City of Gloucester and its zoning bylaws.¹¹⁸

¹¹⁴ City of Ottawa. 2003. *Official Plan*, Section 2.5.4. A Strategy for Parks and Leisure Areas. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_5_4_en.shtml

¹¹⁵ City of Ottawa. 2003. *Official Plan*, Section 3.3.1 Major Open Space. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/3_3_en.shtml

¹¹⁶ National Capital Commission Website, “Planning the Capital Region”. http://www.canadacapital.gc.ca/corporate/plan_reg/tomorrows_plans/planning_urbanland/index_e.asp

¹¹⁷ National Capital Commission Website, “Do Business with the NCC”, http://www.canadacapital.gc.ca/corporate/do_busin/rent_buy_property/forsale_details_e.asp?id=38

¹¹⁸ National Capital Commission Website, “Your Opinions”, http://www.canadacapital.gc.ca/corporate/youropinions/proposal_e.asp

2.11 Natural Heritage

Smart Growth Principle: Natural Heritage Conservation

Protection of key natural heritage, source water features, with strong connectivity versus Fragmentation/development of natural heritage, source water features with poor connectivity.

Official Plan

Section 2.4.2 Natural Features and Functions: Natural features are defined here as physically tangible elements of the environment, including wetlands, forests, ravines, and rivers and valleylands, and associated wildlife habitat areas along the edge of, or which support significant ecological functions within, the natural feature.

Section 3.2 Natural Environment: The designated areas make up a significant part of the natural systems of the city. These areas may also be linked by streams and wooded corridors that may or may not be located in the same designations but which allow for the migration of wildlife and the maintenance of natural functions across a large area.

The OP protects the natural features deemed to be the most significant by their designation process, and drafts appropriate preservation policies.¹¹⁹

Though the Greenspace Master Plan has yet to be drafted by the city, it is hoped that the plan will detail significant development of new park and leisure areas throughout the city. A key objective of the plan is to identify greenspaces that can be connected in a Greenspace Network. Challenges include presentation and expansion, and a balanced use of greenspace between natural and recreational uses.¹²⁰

Of note, is the fact that the city has continued to consume greenspace at a significant rate, which challenges the statements contained in the OP with respect to the establishment of a Greenspace Network and protection of Ottawa's greenbelt. The level of consumption has not been given a value by the city nor has a cost been placed on the loss of this surrounding park land both with respect to its use to support alternative means of transportation such as walking and cycling and, perhaps more importantly, as a contribution to the ecosystem.¹²¹

¹¹⁹ City of Ottawa. 2003. *Official Plan*, Section 2.4.2 Natural Features and Functions. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_4_2_en.shtml

¹²⁰ City of Ottawa. 2003. *Official Plan*, Section 2.4.5 Greenspaces. http://www.ottawa.ca/city_services/planningzoning/2020/op/vol_1/2_4_5_en.shtml

¹²¹ Comments by David Nicholls, Environmentalist at OP Appeal Hearing before the OMB, July 14, 2004.

3 Conclusions

The City of Ottawa's new OP, adopted in 2003 includes extensive provisions that reflect smart growth principles. These include proposals for greyfields, mainstreet redevelopment, an emphasis on connectivity and pedestrian and transit access, targets for higher densities and a better mix of uses and housing types in new developments. There is also a strong recognition of the links between transit viability and land use and ambitious transit expansion plans, including new east–west and north–south lines.

However, the city faces significant challenges putting these directions and principles into practice. Even under the revised plan, two-thirds of new residential development is expected to be beyond the greenbelt, and the city's efforts to hold a firm urban boundary even at that level of greenfield development are being challenged by the development industry.

The outwards relocation of federal offices is presenting additional challenges in focusing development in the existing core, and may encourage additional outwards residential sprawl. Notwithstanding the level of activity around transit planning and expansion, road projects appear to constitute the bulk of the city's transportation investments. Interprovincial coordination of transit planning with Gatineau (Quebec) remains poor.

4 Epilogue

Since the completion of research for this study in January 2005, Ottawa has proceeded with its environmental assessments and budget deliberations for 2005. The results have had significant impacts on the continued development of the City and the region as highlighted below.

North-South Light Rail Expansion EA:

- a) At a second public open house in late October 2004, the project team presented the preferred alternative solution which was expansion of rapid transit service with minimal arterial road widening. This recommended solution would include 8 additional lanes of roadway to the existing transportation network.¹²²
- b) Extension of existing O-Train south of Greenboro station to Leitrim Road which would extend the line by about 2/3rds more than existing length and serve rapidly developing Riverside South. Funded by the gas-tax revenue¹²³ (generated by Ottawa taxpayers), the new track would be interchangeable with the proposed electric light rail which is expected to be completed in 2009 and provide seamless service from downtown out to Barrhaven.¹²⁴
- c) The much lauded spur line to the Airport has not proceeded¹²⁵
- d) The light rail extension project costed at \$675 million has attracted attention from international bidders¹²⁶ to the proposed public-private partnership and City staff have already announced the preferred location in a report to Corporate Services and Economic Development Committee March 1st, 2005

East-West Light Rail EA:

- a) 47 km in length, line expected to run from Kanata to Orleans receives support from the province¹²⁷

¹²² City of Ottawa. 2004. Public Consultation North-South Corridor LRT Project. http://ottawa.ca/public_consult/lrt/ns/stage_2/oh_boards_11_en.shtml

¹²³ Office of the Premier of Ontario. 2005. "McGuinty government strengthens Ottawa public transit", January 17th, Canada News Wire.

¹²⁴ Gray, Ken. 2005. "City ponders pushing O-Train line all the way to Leitrim Road by 2006", Ottawa Citizen. January 14th.

¹²⁵ Gray, Ken. 2005. "Airport accused of blocking commuter train", Ottawa Citizen. February 25th, pg. F1.

¹²⁶ Gray, Ken. 2005. "City manager assures international firms that best bid will win", Ottawa Citizen. March 2nd, pg. F1., and Steinbachs, John. 2005. "New plan on track", Ottawa Sun. February 23rd.

¹²⁷ Gray, Ken. 2005. "Ontario set to pay its share of \$1.5B east-west rail system", Ottawa Citizen. January 18th.

b) terms of reference for the environmental assessment were sent back by Transportation Committee to city staff for revisions following public concerns regarding air quality issues, technical track issues, train stops and destinations. The City is expecting the study to be completed by December 2006 but without federal/provincial funding in place, it will be many years before the line is built.¹²⁸

Alta Vista Transportation Corridor:

a) City Council approved \$5 million in the 2005 Budget for design of a portion of the Corridor roadway from Smyth Rd. to Riverside Dr. although the EA process is not concluded¹²⁹

b) Ottawa General Hospital may receive leased land from City for parking lots which provides some temporary respite from roadway expansion¹³⁰

Transportation:

a) City Council approves increased funding for surface operations on 171 kms of new road into its transportation network¹³¹

b) Council reinstates \$2.1 million to transit budget 2005 after slashing \$10 million in the 2004 budget¹³²

c) Rideau Canal Pedestrian Crossing receives \$3.83 million in funding in the 2005 Budget for construction of a bridge across the Rideau Canal to provide an additional crossing between the existing Pretoria and Laurier bridges¹³³

¹²⁸ Steinbachs, John. 2005. "No fast track for light rail planning", Ottawa Sun. February 17th, p.12.

¹²⁹ City of Ottawa. 2005. Capital Budget Overview and Project List. Pg.4.

¹³⁰ Steinbachs, John. 2005. "City Set to Give Hospital Lot Lease", Ottawa Sun. March 2nd, p.5.

¹³¹ City of Ottawa. 2005. Operating Budget, Public Works and Services Tax Supported Programs. Pg. 23.

¹³² Canada Broadcasting Corporation. 2005. "Council gives back \$2.1 million to transit", February 4th. <http://Ottawa.cbc.ca/regional/servlet/View?filename=ot-council20050204>

¹³³ City of Ottawa. 2005. Capital Budget Overview and Project List. Pg.4.

Annex 1

Interviews and/or email communication:

Robin Bennett, Coordinator of Cycling, Department of Public Works and Services

David Gladstone, City Centre Coalition

Anna Hercz, Planner, Department of Planning & Growth Management Services

Birgit Isernhagen, Planner, Environmental Management Division, Department of Planning and Growth Management Services

David Jeanes, Transport 2000

Pierre Johnson, Ottawa East Residents Association

Ryan Lanyon, Planner, former Transportation Demand Management (TDM) Program, Department of Planning and Growth Management Services

David Miller, Planner, Environmental Management, Department of Planning & Growth Management Services

Navtividad Urquizo, Planner, Environmental Management, Department of Planning & Growth Management Services

ANNEX 3

1.3 The Ottawa 20/20 Process and the Guiding Principles¹³⁵

This Official Plan has been prepared within the broader context of the Ottawa 20/20 initiative, a two-year planning process that will prepare the City to better manage the growth and change that it will experience over the next 20 years. The goal of the Ottawa 20/20 initiative is sustainable development. The classic definition of sustainable development is: "Meeting the needs of the present without compromising the ability of future generations to meet their own needs"¹. Sustainable development is a strategy that requires the integration of economic growth, social equity, and environmental management. It is about ensuring a better quality of life for everyone, now and for generations to come.

Ottawa 20/20 is a framework for managing growth through five-growth management plans to be completed by the spring of 2003. Taken together, the five growth management plans provide long-term strategic direction and form a comprehensive blueprint for the future of Ottawa and its communities. The five plans complement each other and will work together. In the spring of 2002, Ottawa conducted a series of public consultations designed to help establish the principles that would guide the city's growth. The "Charting a Course" consultations produced seven guiding principles that were endorsed by City Council in June 2002 and have become the backbone of the Ottawa 20/20 initiative. In addition to guiding the preparation of all growth management plans within the City of Ottawa, these principles will also guide the municipality's day-to-day decision-making.

The seven principles and accompanying objectives are equally important and must be balanced when making decisions.

The principles are:

A Caring and Inclusive City

Personal Safety and Security - All people feel safe in their homes and communities.

Access to the Basics - All people have access to adequate income, food, clothing, housing, transportation, health services and recreation.

Citizen Engagement - Everyone has the opportunity to fully participate in the life of their community.

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

Seniors - Seniors have access to community services that respond to their needs.

¹³⁵ City of Ottawa. 2003. *Official Plan*, Section 1.3.

A Creative City Rich in Heritage, Unique in Identity

A Proud City - The people of Ottawa are proud of their city and treasure its identity as a wonderful place to live.

A Capital City - We cherish the city's amenities, recognizing that as Canada's capital city, we have a rich variety of things to do. Being the nation's capital brings us tourists, gives us the national cultural perspective and a window to the world.

Vibrant Local Arts and Heritage - Local arts and heritage give us community vitality; a path to creativity and innovation; and a sense of who we are.

Culture in Every Community - Culture is present in every community through libraries, local museums and archives, the preservation of our heritage buildings, opportunities for artistic expression, and places that present and connect local arts to people.

Distinct Rural Countryside - Ottawa's rural areas are distinct from the urban areas - its rural landscapes, Villages and heritage are valued by all.

A Green and Environmentally-Sensitive City

A Green City - Ottawa preserves natural habitats and has a network of green spaces. Trees are an important way of maintaining environmental integrity.

Development in Harmony with the Environment - Using land wisely, development builds within the current urban boundary and avoids outward sprawl.

A Focus on Walking, Cycling and Transit - Ottawa implements policies that favour walking, cycling and public transit over the use of private motor vehicles, thereby facilitating the use of modes of transportation that are socially accessible, environmentally healthy and economically feasible.

Clean Air, Water and Earth - All people work to improve the quality of the natural environment; limit noise and light pollution; and protect natural resources and agricultural lands.

A City of Distinct, Liveable Communities

A Sense of Community - All communities look right and feel right. They have an identity that defines them and fosters pride and belonging among residents.

Complete Communities - Ottawa's communities have a variety of housing choices, employment, parks and a wide range of services and facilities accessible by walking, cycling and transit.

Easy Mobility - Communities are easy to get around and barrier-free for the disabled. There are wide sidewalks and recreational pathways; there is frequent, accessible transit service.

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

An Innovative City Where Prosperity is Shared Among All

Strong Export-Based Economic Generators - Ottawa develops and supports local innovators to create a critical mass of knowledge and experience that attracts venture capital, more talent, and spins off new companies.

Strong Local Business - Ottawa's local businesses thrive in an environment that provides opportunities for entrepreneurship, tourism and commerce.

Strong Rural Economy - All people recognize and support the special role of agriculture, rural businesses and tourism in our economy.

Connecting People to Opportunities - Citizens have access to quality training, information, education and community services that provide support to overcome barriers; increase employment; reduce poverty; and create opportunities to participate in the community.

Connecting Businesses to a Skilled Workforce - Ottawa's skilled workforce attracts businesses to our city that in turn provide quality jobs.

A Responsible and Responsive City

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

Fiscal Responsibility - The City does not spend more than it can afford. It looks for innovative ways to fund and deliver services and makes efficient use of its infrastructure and resources.

Conduct an Open and Participatory Process - The City conducts business in a broad and open way that makes it easy for everyone to participate and collaborate.

Partnerships - The City works with other levels of government, the private sector and community-based organizations to achieve objectives.

Public Awareness - The City educates the public about important issues in order to raise awareness and understanding to enable the public to make knowledgeable choices.

A Healthy and Active City

Recreation and Sport - Citizens have the opportunity to participate in a broad range of recreational pursuits, personal fitness and sport activities.

Community Facilities - Recreation, arts and heritage facilities are provided to meet both local and city-wide needs.

Accessibility - Citizens have access to affordable and barrier-free facilities, programs and services.

Health Protection and Promotion - Citizens have access to community-based social and health promotion services.

ANNEX 4

Water and Wastewater Projects¹³⁶

The following tables list short, medium and long range capital projects and provide an estimate of the total expected cost for those projects. In addition, after the tables, a description of each of the short term projects is then provided.

Table A1.1 - Major Water and Wastewater Growth Related Capital Projects 2003 to 2006

Water Projects	
Glen Cairn PS Expansion	\$1,000,000
Hazeldean Watermain (Glen Cairn PS to Huntmar)	\$1,500,000
Zone 3W PS	\$2,400,000
Ottawa South PS Facility Expansion	\$2,300,000
River Ridge Feedermain Extension	\$1,200,000
Lemieux Island WPP Filter Expansion	\$16,200,000
Watermain from Britannia 2W to Kanata	\$15,500,000
Wastewater Projects	
South Nepean Collector Phase 1	\$8,600,000
Trim Road Sub Trunk to Innes Road	\$5,500,000
Forest Valley Pumping Station, forcemain and gravity sewer	\$5,000,000
Add 2nd forcemain for Leitrim	\$1,000,000
10th Line Road EUC PS/FM and gravity sewer	\$6,500,000
North Kanata Sewer	\$11,000,000
Manotick Servicing and Pumpstation and Forcemain	\$11,200,000
Estimated Total Growth Project Cost	\$90,000,000
<p>*Notes: Growth Projects Listed are primarily required to support growth, but may in-part address a current or future need. Estimated total growth project cost is provided as an indication of the scope of costs for the period. Allocation of individual project costs based on growth versus Rehab needs will be established during the budget and Development Charges by-law process. Projects listed in the Master Plan have been identified based primarily on technical analysis and growth assumptions. The projects and timing will be assessed against further criteria such as operational needs and funding sources in order to provide input into further planning, annual City capital budget and long range financial planning needs. Projects in the Master Plan may not agree with projects as identified in budgets and long range financial planning documents. On the 26th of March 2003, City Council directed staff to prepare an area specific Development Charge By-law for Kanata West. Projects required solely to serve Kanata West have not been included in the table.</p>	

¹³⁶ City of Ottawa. 2003. *Infrastructure Master Plan*, p. 87.

Table A1.2 - Major Water and Wastewater Growth Capital Related Projects 2007 to 2011

Water Projects	
Hazeldean Watermain (Huntmar to Carp Road) Carlington Heights PS Expansion Strandherd Watermain Zone 2E Watermain (in Hydro Corridor) Glen Cairn Reservoir Expansion Zone 3W PS Expansion Manotick Water Storage Facility	
Wastewater Projects	
South Nepean Collector Phase 2 Riverside Trunk Sewer Extension	
Estimated Total Growth Project Cost	\$ 47,000,000
<p>*Notes: Growth Projects Listed are primarily required to support growth, but may in-part address a current or future need. Estimated total growth project cost is provided as an indication of the scope of costs for the period. Allocation of individual project costs based on growth versus Rehab needs will be established during the budget and Development Charges by-law process. Projects listed in the Master Plan have been identified based primarily on technical analysis and growth assumptions. The projects and timing will be assessed against further criteria such as operational needs and funding sources in order to provide input into further planning, annual City capital budget and long range financial planning needs. Projects in the Master Plan may not agree with projects as identified in budgets and long range financial planning documents. On the 26th of March 2003, City Council directed staff to prepare an area specific Development Charge By-law for Kanata West. Projects required solely to serve Kanata West have not been included in the table.</p>	

Table A1.3 - Major Water and Wastewater Growth Related Capital Projects 2012 to 2021

Water Projects	
Elevated Tank in Zone SGL Fallowfield W/M to Barrhaven PS Elevated Tank in 3W Zone 2E Storage Facility WPP Expansion (Lemieux) Zone 2W Pumping Expansion (Brit 2W) 2C/2W Link Watermain	
Wastewater Projects	
March Ridge Collector Diversion Jock River Collector Orleans gravity sewer extension Upgrade Carp Pumping Station capacity Upgrade and expand R.O. Pickard Environmental Centre	
Estimated Total Growth Project Cost	\$ 58,100,000

*Notes:

1. Growth Projects Listed are primarily required to support growth, but may in-part address a current or future need.
2. Estimated total growth project cost is provided as an indication of the scope of costs for the period. Allocation of individual project costs based on growth versus Rehab needs will be established during the budget and Development Charges by-law process.
3. Projects listed in the Master Plan have been identified based primarily on technical analysis and growth assumptions. The projects and timing will be assessed against further criteria such as operational needs and funding sources in order to provide input into further planning, annual City capital budget and long range financial planning needs. Projects in the Master Plan may not agree with projects as identified in budgets and long range financial planning documents.
4. On the 26th of March 2003, City Council directed staff to prepare an area specific Development Charge By-law for Kanata West. Projects required solely to serve Kanata West have not been included in the table.

ANNEX 5

7.1 Essential Supporting Measures¹³⁷

A variety of measures are required to maximize transit's competitiveness with automobile use, as described in the following paragraphs.

Land use planning. Through the Province of Ontario's *Planning Act* and its own Official Plan, the City has the authority to shape land use within its borders. It controls the land uses that are permissible in various areas, and can establish conditions on new developments including the extent, type and location of automobile parking. Section 4.1 of this plan summarizes many of the transit-supportive land use policies that are contained in the City's Official Plan.

Parking management. The availability and price of parking are major determinants of the attractiveness of transit in reaching a destination. Section 4.1 and Chapter 10 of this plan identify a number of measures through which the City can limit the challenge that abundant, free parking poses to achievement of transit ridership objectives. Examples of such measures include limiting parking supply in the vicinity of rapid transit stations, encouraging shared and/or structured parking to enable more compact development patterns, and pursuing the ability to impose levies on non-residential parking spaces.

Transportation demand management. Chapter 4 identifies a framework for the City's transportation demand management (TDM) program. There are a number of TDM efforts that can help increase transit ridership, including partnerships with various groups to raise public awareness of transit options, build positive attitudes towards them, and promote their use.

Financial incentives. Transit faces several areas of competitive disadvantage related to the price of travel. Free parking (especially at workplaces) is the most significant, since it reduces the out-of-pocket costs for most automobile trips to below the cost of a transit fare; the considerable fixed costs of automobile ownership and operation do not influence individual trip-making decisions. The City currently has virtually no ability to influence the provision of free parking but will pursue the required authority, possibly through the power to impose a levy on non-residential parking spaces such as that being considered by the Quebec government. The City will also urge the federal government to enforce the taxability of employer-provided parking benefits, and to make employer-provided transit benefits tax-exempt. The City will also consider whether transit incentives such as a fare-free zone would help to achieve key objectives.

Intermodal integration. Transit users rely on connections with other modes to make their trips as convenient and comfortable as possible. City initiatives to improve modal integration include linking transit to walking (via pathways and sidewalks), cycling (via bike parking at rapid transit stations, and provision for transit vehicles to carry bicycles),

¹³⁷ City of Ottawa. 2003. *Transportation Master Plan*, p.43.

automobile use (via Park & Ride lots, passenger drop-off zones at rapid transit stations) and intercity carriers (via service to air, rail and bus terminals).

Infrastructure priority setting. The City can improve the competitive balance between transit and automobile use by placing a higher priority on the provision of infrastructure that improves transit service, relative to infrastructure intended to improve service for automobile users. Importantly, this is not an issue of rapid transit lines versus roads — in fact, new road infrastructure can be favourable to transit, particularly when it provides priority to transit vehicles or otherwise improves the speed and reliability of transit operations. The phasing of new infrastructure can also influence the travel patterns of residents in new developments, and whatever infrastructure is needed to provide high-quality transit service to such areas should be a high priority. Chapter 14 describes the infrastructure priorities established by this plan.

Summary Table: City of Ottawa

Criteria	Official Policy (e.g., OP, Infrastructure, Growth Management, Transportation Plans)	Implementation (what's happening on the ground).
General Comments	<p>Revised official plan strongly reflects smart growth principles in many areas: density targets, mixed use, brownfield and greyfield redevelopment, mainstreets, connectivity, land-use and transit linkages.</p> <p>Transportation planning continues to place strong emphasis on road development</p>	<p>Unclear if principles in plan can be translated into action.</p> <p>Role of transit and transit expansion subject of debate.</p>
<p>Development Location:</p> <p>Boundary expansions and new development</p>	<p>OP indicates 2/3 of future development outside greenbelt, including 47,000 units housing as greenfield development.</p> <p>City attempting to hold firm urban boundary against developer appeals, but new official plan added large parcels of land outside of greenbelt for development in Orleans, Nepean, Gloucester, and Kanata.</p>	<p>Development outside greenbelt pushes demand for infrastructure services and reinforces trend towards outward expansion.</p> <p>Peripheral growth challenges City's attempts at environmental protection.</p> <p>Concerns re: traffic and stormwater impacts of greenfield development.</p>
<p>Development Location (b)</p> <p>Intensification</p>	<p>OP targets within existing urban boundary include 75,000 units mainstreet redevelopment, 16,500 units on redeveloped federal lands.</p> <p>Development charge reforms adopted to encourage redevelopment in core.</p>	<p>Over 3-year period (2001-3), intensification accounted for 32% of all new housing starts.</p> <p>Redevelopment taking place at LeBreton Flats, previously mixed-use industrial and residential land.</p> <p>Focus of rural growth in villages, although without more mixed-use development, this may reinforce their role as commuter housing bedroom communities.</p>
<p>Land Use Density (a) Specific targets</p>	<p>Density targets for developing communities in greenfields: 60% detached homes at 25 units/net ha; 32% townhomes at 50 units/net ha; 8% apartments at 100/net ha. Overall target for outside greenbelt of 29 units/net ha.</p> <p>Targets for rapid transit stations, town centres and employment centres will include higher density residential development avg. 150 units/gross ha.</p>	<p>Development industry challenging feasibility of density targets via OMB appeals.</p>
Land use Mix	OP Supports mixed land use and compact development forms,	Implementation mechanisms to encourage

(a) Mixed Use	<p>particularly in town centres outside of greenbelt</p> <p>Target of at least 1.3. jobs per household in land designations for employment and residential development in each of 3 communities outside greenbelt, but no specifics on mixed use.</p> <p>New zoning by-law to promote greater mix of dwelling types.</p>	development in mixed-use centres missing.
Land Use Mix (b) Big box	<p>Mainstreets policy places strong emphasis on mixed- use, pedestrian-oriented development</p>	<p>Contradictory land use decisions – rejection of “Trainlands” Walmart, but approval of big-box development in Westboro.</p> <p>Historically poor links between development location and transit service (e.g., Hurdman station).</p>
Land Use Mix (c) Transit/Land Use	<p>Recognition of link between urban land use and transportation planning.</p>	<p>Current housing mix: 43.2% single family dwellings, 17.7% townhomes; 32.9% apartments.</p>
Land Use Mix (d) Affordable Housing	<p>Affordable housing target: 25% of total new units in all development projects.</p> <p>Limits on residential housing: 60% single or semi detached; 40% multiple dwellings including 10% apartments.</p> <p>Compatibility with surrounding area and accommodation of anticipated traffic is criteria for development.</p>	<p>Citizen concerns re: impact of zoning interpretations on existing downtown communities.</p>
Scale of Development	<p>OP recognizes flexibility required in application of zoning bylaws.</p>	<p>Rezoning in central neighbourhoods results in incompatible structures.</p>
Public Services	<p>Definition of livable community includes affordable housing, greenspace and access to services.</p> <p>Human services plan defines facility location.</p>	<p>Services traditionally accessible inside core area. Community services clustered at transit nodes outside of core area.</p> <p>However, public access blocked to city services in Nepean from Transitway Station (Baseline).</p>
Transportation (a) Transit	<p>Walking, cycling and transit to have priority in central area.</p> <p>Target of 30% modal share for transit.</p> <p>Cycling Network Plan drafted, Rack and Roll program on new transit buses.</p> <p>Rapid Transit Expansion Plan includes light rail expansion.</p>	<p>Walking, cycling and transit policies not linked land-use approvals. Transit stations not development nodes (e.g., Hurdman)</p> <p>Transit viewed as commuter service only, with transit-management focus on morning and afternoon peak periods.</p> <p>EAs initiated for North-South and East-West light rail lines.</p>

		<p>Auto pm peak modal share 74% in 2001. Current transit modal share 17%.</p> <p>Cuts to TDM program in 2004 budget as well as \$8 million cuts to transit.</p> <p>Major cuts to cycling programs relative to previous budgets which limits public education..</p> <p>Poor coordination between Ottawa & Gatineau transit services.</p> <p>Gatineau and Ottawa continue to focus on bus transit despite public calls for light rail.</p> <p>Despite growing transit ridership, auto still most popular transportation mode with 90% of households owing at least 1 car.</p> <p>Strong focus of capital investments on-road expansions, 171 new lane kms of road and proposals for twinning of Airport Parkway, construction of roadway in Alta Vista corridor.</p> <p>Federal, provincial and municipal funding for transit expansion announced May 2004 and transit announcements in addition to dedication of portion of provincial gas tax revenues for transit.</p> <p>Implementation unclear.</p> <p>Some recent decisions have reduced connectivity (e.g. fencing off transit stations from pedestrians)</p> <p>TDM program funding cuts.</p> <p>Core and suburban “mainstreet” redevelopment faces significant hurdles.</p> <p>Divergent community views highlighted during planning process.</p>
Transportation (b) Road expansion	<p>OP highlights need for reduction in need for great travel distances in city, and encourages alternatives to auto, but also identifies new roads and road expansions as the primary means of addressing traffic volumes.</p> <p>Extensive new roads and road widenings to address projected traffic volumes in 2021 in OP and TMP</p>	
Transportation (c) Funding	<p>Increased reliance on fares for transit funding.</p>	
Connectivity	<p>OP priorities link between transportation modes.</p> <p>Minimize cul-de sacs and crescents in new developments to reduce travel distances for pedestrians, cyclists.</p> <p>400m access to transit stops in new developments.</p> <p>Mainstreets policy focuses on redevelopment of greyfield areas on arterials into more pedestrian friendly, mixed-use development.</p>	
Streets		
Planning Process	<p>Engage neighbourhoods, industry and other stakeholders in community design process.</p>	

		Mechanisms for measuring progress/implementation poorly developed. No benchmarks reflective of current conditions or performance indicators.
Public Space	Aim to create Greenspace Network and NCC drafting Urban Lands Master Plan.	Multiple jurisdictions challenge planning. Continued consumption of green space
Natural Heritage	No greenlands plan or strategy in place.	Protection of existing greenbelt weak.