To: Chair and Members of Planning Committee
From: George Wallace, Director, Planning & Development Department
Date: November 1, 2007
Subject: Urban Growth Management Strategy
Follow-up to October 18, 2007 Planning Committee Meeting

Purpose

The purpose of this memorandum is to respond to the issues raised regarding the Urban Growth Management Strategy policies, dated September 27, 2007 as discussed at the Planning Committee meeting of October 18, 2007. The issues to be addressed by this memorandum include the following:

- That the Comprehensive Planning Areas not be eligible for Front-ending Agreements;
- That Section 3(f) (iii) titled Order of Development be modified to clearly establish the development timing of the Comprehensive Secondary Planning Areas;
- That Section 3(f) (iii) titled Order of Development stipulates the preparation and approval of a Peer Review of the required Needs Analysis; and,
- That modifications to Section 3(f) (i) titled Order of Development includes language which more clearly conveys the philosophy of intensification.

These issues will each be addressed and the resulting revisions to the Urban Growth Management Strategy policies will be presented.

Background

A memorandum dated October 9, 2007 was prepared for Planning Committee to address a number of concerns. Revisions were also made to the Urban Growth Management Strategy. On October 18, 2007, Planning Committee considered the memorandum as well as the Urban Growth Management Strategy policies. A lengthy discussion occurred and several motions were considered. As a result, Planning Committee passed the following resolutions requesting further change:

1. That the Committee direct staff to come up with wording to ensure that the Comprehensive Secondary Planning Areas are not eligible for front end loading agreements.

2. That staff be directed to come up with appropriate wording (Section 3. (f) (iii)) that no development be allowed to occur in what is now deemed the Comprehensive Secondary Planning Areas;
-and further-

That Section 3 (f) (iii) be amended to add (c) That a peer review be required for the needs analysis.

3. That staff look at the language "highest priority" in Section 3. (f) (i) and consider if there is other language that could be used to more clearly convey the philosophy of the intensification.

The lengthy discussion undertaken by Planning Committee resulted in the above resolutions. However, the details were not clear. It is staff’s understanding from the discussions and the resulting resolutions, that the first clause of Resolution No. 2, above, did not intend to eliminate the long term development of the Comprehensive Secondary Planning Areas. It would appear that the resolutions intended to modify the order of development in Section 3. (f) (iii) to provide further controls through additional wording.

This understanding is based on the fact that the other resolutions continue to refer to the Comprehensive Secondary Planning Areas and indicate that they were not to be eliminated. This conclusion is supported by the following resolution elements:

- the passing of Resolution No. 1 which directs staff to make the Comprehensive Secondary Planning Areas ineligible for front-ending;
- the addition of a second part to Resolution No. 2 to revise Section 3. (f) (iii), for the Comprehensive Planning Areas, to add the requirement of the peer review for the Needs Analysis; and,
- there were no resolutions or motions to change the mapping schedule which identifies the locations and boundaries of the Comprehensive Secondary Planning Areas.

It is intended that the proposed Urban Growth Management Strategy policies and mapping as revised will be incorporated in the new Official Plan. However, the resolution that intended to direct the Urban Growth Management Strategy to the Official Plan programme was lost. This direction needs to be readdressed.

**Discussion of the Identified Issues**

This section will discuss each of the four issues raised in the three resolutions passed by Planning Committee that require further consideration. The issue discussions should be considered in conjunction with the Urban Growth Management Strategy, updated to October 25, 2007 attached as Exhibit ‘A’. The Urban Growth Management Strategy (Exhibit ‘A’) shows where text changes have occurred. The issues to be discussed are as follows:

1. **Front-ending Agreements (Resolution No. 1)**

Planning staff have consulted with Legal Services on the issue of front-ending with respect to Comprehensive Secondary Planning Areas. As well, front-ending was considered within the overall context of the Special Planning Areas, and the Site Specific Adjoining Infrastructure Areas which were all eligible for front-ending agreements.

It has been recommended that if some policy areas are to be ineligible for front-ending agreements in the Urban Growth Management Strategy policies then to be equitable all areas
should be ineligible. In order to bring any given area on-stream, Council will have to amend the
Official Plan. At that time, if front ending is recognized as a reasonable mechanism to fund that
specific growth, Council can always include front-ending policies in the OPA. Therefore it is
recommended that the Urban Growth Management Strategy should remain silent on the issue of
front-ending. The Urban Growth Management Strategy, dated October 25, 2007, has been
revised accordingly. All references or wording has been removed as it relates to front-ending. In
addition, all policies which would allow development to occur prior to the established order of
development have been removed.

2. Comprehensive Secondary Planning Areas - Development Timing (Resolution No. 2)

In order to respond to the first part of Resolution No. 2, two issues have been identified and are
discussed including renaming the Comprehensive Secondary Planning Areas, and making further
wording modifications.

(a) Renaming from Comprehensive Secondary Planning Areas to Future Development
Areas

Discussions at the October 18th Planning Committee meeting resulted in the passage of two
resolutions which were specific to the Comprehensive Secondary Planning Areas and the
policy intent for future development. Planning Committee was concerned that the
Comprehensive Secondary Planning Areas be more clearly identified as longer term growth
areas. As a result, it is proposed that the Comprehensive Secondary Planning Areas be
renamed as Future Development Areas. Also, policies have been added to reinforce the
longer term growth element for these areas.

The following changes have been made to the Urban Growth Management Strategy
policies:

- all of the references to the Comprehensive Secondary Planning Areas have been
  changed to Future Development Areas;
- since the terminology “Future Development” now has a different connotation minor
  wording changes have been made to change any textual references from future
development to future growth to prevent confusion;
- Section 3, Urban Growth Strategy, subsection (d), has been changed to read as
  follows:

“(d) Future Development Areas

The Future Development Areas, which are shown on the attached Schedule, comprise additional lands which are suitable for urban development when long term growth in the City requires it. They have been identified in order to establish a long term understanding of where growth on full municipal sewer and water services should eventually go. They have the potential to become future urban expansion areas subject to Council’s consideration of a submitted Comprehensive Analysis.”
(b) **Section 3. (f) (iii) - Modified wording related to Future Development Areas**

This issue relates to the Order of Development of the Urban Growth Strategy as it pertains to the Future Development Areas, formerly termed Comprehensive Secondary Planning Areas. Staff have made a number of revisions in accordance with our understanding of the intent of the first part of Resolution No. 2. Wording has been modified to strengthen the requirements and conditions under which future growth in the Future Development Areas may occur. Also, wording as requested by the Planning Committee related to the peer review requirement for a Needs Analysis has been added to this section. The Order of Development affecting the Future Development Areas now reads as follows:

"(iii) Lands located within the Future Development Areas are intended for **future growth** and may not proceed until such time as:

(a) all of the requirements of the Comprehensive Analysis set out in Section 4 have been fulfilled;
(b) the Urban Growth Management Schedule has been amended to recognize all of the Secondary Plan Study Area, identified as part of the Comprehensive Analysis of Section 4(b), or a phased portion of the lands as Committed Infrastructure Areas; and
(c) a peer review be required for the Needs Analysis."

3. **Peer Review (Resolution No. 2)**

In the second part of the resolution, Planning Committee requested that wording be added to the policies relating to a requirement for a peer review of the required Needs Analysis. The wording with respect to the peer review has been added to both Section 3. (f) (iii) and Section 4. (a) (x), as new subsections. These two new subsections are as follows:

"3. (f) (iii) (c) that a peer review to be prepared to the satisfaction of the City and paid for by the applicant be required for the Needs Analysis."

and

"4. (a) (x) the needs analysis will require a peer review."

4. **Order of Development and Intensification (Resolution No. 3)**

This request relates to the section identifying the Order of Development. The Committed Infrastructure Areas are identified as having the highest priority for development. Wording has been added to both the Urban Planning Area section and the Order of Development section to identify that the Committed Infrastructure Areas will have infill opportunities, potential redevelopment opportunities, vacant and underutilized lands.

Additionally, the policies have been modified to identify that the Committed Infrastructure Areas have the "First Priority" for development and that the Adjoining Infrastructure Areas have the
“Second Priority” for development. The Future Development Areas and Special Planning Areas are designated for “Future Growth”. These are clearly shown in Section 3. (a) of the Urban Growth Strategy. Both of these elements, the priority for the Committed Infrastructure Areas and the priority level are captured in the following subsections taken from Section (f) Order of Development:

“(f) Order of Development

Urban development within the City shall proceed in a planned and orderly manner. The order of development will proceed as follows:

(i) Lands located in the Committed Infrastructure Areas include all of the substantially built-up areas, with infill opportunities throughout these areas, brownfield lands with potential for redevelopment and other vacant or underutilized sites, the Alcan lands, the Cataraqui North Neighbourhood, the westerly Westbrook area and the undeveloped portion of the Rideau Community. The Committed Infrastructure Areas shall have the first priority for development;

(ii) Lands located in the Adjoining Infrastructure Areas shall have the second priority for development but shall be subject to site specific policies that will address the specific information required to fulfill the Comprehensive Analysis set out in Section 4;”

With respect to clarifying the philosophy of intensification, additional wording has been incorporated in the Order of Development provisions affecting the Committed Infrastructure Areas. This wording recognizes infill opportunities and expands on the potential for infill by way of brownfield lands and redevelopment in either vacant or underutilized sites.

Recommendation

The Urban Growth Management Strategy as revised and endorsed is intended to be incorporated into the Official Plan as a part of the ongoing Official Plan consolidation and review programme. It is therefore recommended that Planning Committee consider the following resolution:

THEREFORE BE IT RESOLVED that it be recommended to Council that the proposed Urban Growth Management Strategy, dated October 25, 2007, and the attached map entitled “City of Kingston, Urban Growth Management” be endorsed as the approach to Urban Growth Management that will be used in the development of the new Official Plan and the Zoning By-law.

Summary

We trust that the foregoing discussion, accompanied by changes to the Urban Growth Management Strategy policies, address the concerns expressed by Planning Committee at their October 18th meeting.
Should you have any questions, please contact the undersigned at 613-546-4291, ext 3252 or Cherie Mills at ext. 3289.

Respectfully submitted,

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CITY OF KINGSTON

URBAN GROWTH MANAGEMENT STRATEGY

Drafted October 25, 2007

Note: Highlighting or strikeout indicates modifications between September 27, 2007 and October 25, 2007 drafts
### Urban Growth Management Strategy

#### Outline

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Urban Growth Management Strategy

URBAN GROWTH MANAGEMENT

The following Urban Growth Management approach has been developed as a land use planning framework involving both a written text and a map schedule. The following policies and the attached Schedule entitled “Urban Growth Management” constitute an integrated approach to Urban Growth Management.

1. GENERAL STATEMENT

It is the intent of Council to plan for the orderly development of the City. This Plan provides for an adequate area of land within the Committed Infrastructure Areas and the Adjoining Infrastructure Areas to accommodate fully serviced development projected to the year 2026. This Plan also identifies the location of lands shown as the Future Development Areas and the Special Planning Areas that may also accommodate future growth. The Committed Infrastructure Areas, the Adjoining Infrastructure Areas, the Future Development Areas and the Special Planning Areas are all shown on the attached Schedule as well as the line indicating the City’s Urban Planning Area.

2. OBJECTIVES

In addition to the general objectives of this Plan, the following specific objectives apply to the development of all the lands located within the Urban Planning Area shown on the attached Schedule:

(a) To make sufficient land available, where appropriate, for new urban development, redevelopment and intensification.

(b) To meet the City’s long term land use needs by providing land for an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses.

(c) To support development and land use patterns which minimize negative impacts on the environment and advance public health and safety.

(d) To protect natural heritage features and areas in accordance with the requirements of the Provincial Policy Statement.

(e) To promote efficient development and land use patterns which sustain the financial well being of the municipality over the long term.

(f) To encourage cost-effective development standards to minimize land use consumption and servicing costs.

(g) To promote a compact development form and a mix of uses and densities that support pedestrian movement, cycling and public transit.

Note: Highlighting or strikeout indicates modifications between September 27, 2007 and October 25, 2007 drafts
(h) To ensure that the necessary infrastructure and public service facilities will be available to meet the City's current and projected needs in a financially responsible manner.

(i) To ensure, in the long term, that all lots located within the identified urban area are fully serviced by municipal water and sanitary sewer systems.

(j) To ensure that development is consistent with the Provincial Policy Statement, as amended.

3. **URBAN GROWTH STRATEGY**

In accordance with the Objectives of Section 2, Council supports a unified approach to guide the urban development of the City on full municipal services. The following key components are designed to guide and efficiently manage the direction and order of development:

(a) **Urban Planning Area**

The location of the line indicating the City's projected Urban Planning Area is shown on the attached Schedule and distinguishes between those lands which are viewed as being used either for urban purposes or for rural purposes, now and in the foreseeable future.

The area identified for urban purposes includes the following urban growth policy areas:

- Committed Infrastructure Areas (First Priority);
- Adjoining Infrastructure Areas (Second Priority);
- Future Development Areas (Future Growth); and,
- Special Planning Areas (Future Growth).

(b) **Committed Infrastructure Areas**

The Committed Infrastructure Areas are shown on the attached Schedule. The Committed Infrastructure Areas represent the substantially built up areas of the City where major sewer, water and transportation infrastructure have been planned.

(c) **Adjoining Infrastructure Areas**

The Adjoining Infrastructure Areas, as shown on the attached Schedule, have eastern and western land areas that immediately abut the Committed Infrastructure Areas. The Committed Infrastructure Areas, together with the Adjoining Infrastructure Areas, contain enough land to accommodate projected growth to the year 2026. Some of the Adjoining Infrastructure Areas are subject to site specific Urban Growth Management policies.
(d) **Future Development Areas**

The Future Development Areas, which are shown on the attached Schedule, comprise additional lands which are suitable for urban development when long-term growth in the City requires it. They have been identified in order to establish a long-term understanding of where growth on full municipal sewer and water services should eventually go. They have the potential to become future urban expansion areas subject to Council’s consideration of a submitted Comprehensive Analysis.

(e) **Special Planning Areas**

The Special Planning Areas include lands that are now committed to a substantial land use but could accommodate future growth. These lands are shown on the attached Schedule and are generally surrounded by the Committed Infrastructure Areas.

(f) **Order of Development**

Urban development within the City shall proceed in a planned and orderly manner. The order of development will proceed as follows:

(i) Lands located in the Committed Infrastructure Areas include all of the substantially built-up areas, with mixed opportunities throughout these areas, brownfield lands with potential for redevelopment and other vacant or underutilized sites, the Alcan lands, the Cararaqu North Neighbourhood, the westerly Westbrook area, and the undeveloped portion of the Rideau Community. The Committed Infrastructure Areas shall have the first priority for development;

(ii) Lands located in the Adjoining Infrastructure Areas shall have the second priority for development but shall be subject to site specific policies that will address the specific information required to fulfill the Comprehensive Analysis set out in Section 4;

(iii) Lands located within the future Development Areas are intended for future growth and may not proceed with development until such time as:

   (a) all of the requirements of the Comprehensive Analysis set out in Section 4 have been fulfilled commencing with the Needs Analysis;

   (b) the Urban Growth Management Schedule has been amended to recognize all of the Secondary Plan Study Area, identified as part of the Comprehensive Analysis of Section 4(b), or a phased portion of the lands as Committed Infrastructure Areas;

   (c) that a peer review, to be prepared to the satisfaction of the City and paid for by the applicant, be required for the Needs Analysis.

(iv) Lands which are located within the Special Planning Areas may accommodate future growth subject to the following:
4. **COMPREHENSIVE ANALYSIS**

Prior to development and where required by the Growth Area Policies in Section 6, a Comprehensive Analysis shall be prepared and shall include the following:

(a) **Needs Analysis**

A Needs Analysis shall be prepared by the affected land owners to the satisfaction of the City and shall focus on the supply and demand of lots, buildings and uses in the urban area. The Needs Analysis shall consider the following:

(i) the demand for the type and style of development proposed;

(ii) the lotting pattern and development concept proposed;
(iii) the availability, in alternative areas, for similar types and styles of development;
(iv) the supply of available land within the urban area;
(v) the supply of available lots within the urban area;
(vi) the actual population and growth rates;
(vii) the current and potential rates of lot and building absorption;
(viii) an adjustment for the supply of land areas calculated in the twenty year supply that have remained vacant or unavailable as a result of physical, environmental or ownership constraints;
(ix) the timing and phasing of development in relation to the identified supply and demand for land, lots and buildings; and
(x) the needs analysis will require a Peer Review.

(b) Secondary Plan

A Secondary Plan shall be prepared by the City in partnership with the affected land owners within an appropriately defined study area that addresses and coordinates at a minimum, but not limited to the following:

(i) the identification of study area and community boundaries;
(ii) provision of a range and identification of the location of various proposed land uses;
(iii) the affordability, mix and density of housing;
(iv) the road and pathway systems including road access, design and pedestrian movement and major off-site transportation improvements;
(v) the parks and open spaces;
(vi) conservation and environmental issues including the identification and assessment of natural heritage issues and natural heritage areas;
(vii) the provision of public service facilities including libraries, recreation, fire protection, and education facilities;
(viii) the timing and phasing of development;
(ix) urban design guidelines;
(x) development of a community including a focal point, meeting area and theme; and
(xi) ensuring that new development is compatible with the existing, planned and adjacent land uses.

(c) Master Servicing Plan

A Master Servicing Plan is required for the development of the Secondary Planning Area for such utilities as piped municipal water supply and sewage disposal systems, stormwater management, and electrical, gas and communications systems. Such Plan shall be prepared by the City in partnership with the affected land owners. Without limiting the generality of the foregoing, the Master Servicing Plan shall address:

(i) the internal servicing requirements of the Secondary Planning Area;
(ii) the off-site impacts upstream and downstream of the development of the Secondary Planning Area, including but not limited to issues which address plant and station capacities, upgrades and expansions required to the systems;
(iii) the location, timing and cost of the on-site and off-site servicing systems required to serve the Secondary Planning Area which addresses the proposed timing and phasing of development;
(iv) an assessment of the necessary systems capacity and availability;
(v) the cost sharing arrangements for oversizing between Owners within the Secondary Planning Area and in adjacent, downstream or upstream Secondary Planning Areas;
(vi) confirmation by telecommunication and other utility providers that services can be provided to support the proposed development; and,
(vii) the provision of appropriate locations for large telecommunication equipment where required and telecommunication/utility cluster sites where possible.

(d) **Phasing and Timing Program**

A Phasing and Timing program shall be developed, by the applicant, and to the satisfaction of the City, to establish a phasing sequence and to project the potential timing. The Phasing and Timing program may include the following:

(i) identifying the residential areas located within the Secondary Planning Area and providing for the phased sequential development of those areas to create an orderly development pattern;
(ii) identifying the phased sequential development for such other uses as business parks, institutional uses and commercial areas to create an orderly development pattern;
(iii) ensuring that development of all on-site and off-site, piped water and sanitary sewer systems, transportation improvements and stormwater management systems are planned in accordance with the phasing program;
(iv) ensuring that parks, and public service facilities including libraries, recreation, fire protection and education facilities are planned in accordance with the phasing program; and
(v) establishing the timing for the identified phasing of development.

(e) **Financial Implementation Plan**

A Financial Implementation Plan shall be prepared by the applicant in consultation with the City and to the satisfaction of the City. The Financial Implementation Plan that shows how the proposed development of the entire Secondary Planning Area relates to the following:

(i) any By-laws passed by the City under the *Development Charges Act*; and
(ii) any By-laws passed under the *Municipal Act* for Impost Fees;
(iii) any capital reserve program; and
(iv) any City policies governing cost sharing arrangements for the extension or expansion of municipal services including the timing and phasing of development and any requirements for front ending agreements;

It is the intent of the City that any front ending agreement dealing with infrastructure in some of the Adjoining Infrastructure Areas as identified in Section 3(c), and all of the Comprehensive Secondary Planning Areas and all of the Special Planning Areas shall not divert Development or Impost Charges.
(f) **Study Completion and Study Costs**

All of the above must be completed to the satisfaction of the City. Where a partnership between the City and the landowners is required, as indicated above, the cost of preparing the studies may be shared.

5. **COMMITTED AND ADJOINING INFRASTRUCTURE AREAS POLICIES**

(a) **General Policies for Committed Infrastructure Areas and the Adjoining Infrastructure Areas**

The following general policies shall apply to the Committed Infrastructure Areas and the Adjoining Infrastructure Areas which are shown on the attached Schedule:

(i) These areas shall have the highest priority for development.

(ii) These areas are intended to be developed only on the basis of full municipal services, unless otherwise specified in the Urban Growth Management policies.

(iii) The allocation of servicing capacity shall be determined by the City.

(iv) Municipal approval of development priorities shall be conditional on prompt usage of servicing capacity allocations to help ensure that capacity is used in an appropriate and timely manner.

(v) Servicing capacity not used within the time specified shall be re-allocated to other developments within the Committed Infrastructure Areas or the Adjoining Infrastructure Areas or at the discretion of the City.

(vi) Development approvals may be delayed pending the resolution of any identified servicing constraints.

(vii) Mechanisms such as the use of Holding Zones, the lapsing of Subdivision Draft Plan Approvals and the lapsing of Site Plan Control Approvals shall be used by the City to manage the allocation of servicing capacity.

(viii) Partial water servicing shall only be permitted on existing watermains where there is adequate distribution systems capacity and under the following circumstances:

(a) where the water service to the lot may be connected to an existing watermain without requiring a watermain extension and is designed in accordance with City Engineering Standards;

(b) where an individual water connection is determined by the municipality to be necessary due to health or environmental
problems to replace a private on-site water service for an existing lot;

(c) to allow for minimal infilling and rounding out of existing developed areas provided that:

(i) site conditions are suitable for the long term land use and the provision of such water service and private on-site sewage treatment; and

(ii) any infill severance activity be limited and not allow for the creation of a fragmented lotting pattern and/or isolated lots that may jeopardize future development.

(b) **Committed Infrastructure Areas Specific Policies**

The Committed Infrastructure Areas shown on the attached Schedule include all of the substantially built-up areas, the infill opportunities throughout these areas, brownfield lands with potential for redevelopment and other vacant or underutilized sites, the Alcan lands, the Cataraqui North Neighbourhood, the westerly Westbrook area and the undeveloped portion of the Rideau Community. The following specific policies shall also apply to the Committed Infrastructure Areas:

(i) The Committed Infrastructure Areas have the highest level of commitment for immediate development;

(ii) Development priority will be given to those lands where servicing capacity is already in place; and

(iii) Priority will be given to servicing projects that enhance the potential for additional lands within the Committed Infrastructure Areas to be developed.

(c) **Adjoining Infrastructure Areas Site Specific Policies**

The Adjoining Infrastructure Areas shown on the attached Schedule abut the existing Committed Infrastructure Areas.

(i) **Cataraqui West and the Rideau Community Adjoining Infrastructure Areas**

The lands located in the north-west corner of the Adjoining Infrastructure Area are known as Cataraqui West. The lands located on the east side of the Great Cataraqui River form part of the Rideau Community. The following specific policies shall apply to these two Adjoining Infrastructure Areas:

(a) These two areas may be developed at the same time as the Committed Infrastructure Areas subject to the availability of servicing capacity and the ability to construct infrastructure pursuant to the Development Charges By-Law and the Impost Fees By-Law; and
(b) The Comprehensive Analysis as set out in Section 4 for these two areas shall include a Secondary Plan and a Master Servicing Plan.

(ii) **Clogg's Road**

The triangular shaped area accessed by way of Clogg’s Road and located north of Creekford Road and west of Highway No. 38 is included within the Adjoining Infrastructure Area shown on the attached Schedule and is subject to the following specific policies:

(a) The Comprehensive Analysis, as set out in Section 4 for the Clogg’s Road area shall include a Secondary Plan, a Master Servicing Plan, a Financial Implementation Plan, and a Phasing and Timing Program.

(b) Regardless of the timing of the preparation of the Comprehensive Analysis, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3.

(iii) **Westbrook East**

Property east of Westbrook, south of the Hydro corridor, and west of Collins Creek is included within the Adjoining Infrastructure Area shown on the attached Schedule and is subject to the following specific policies:

(a) The Comprehensive Analysis, as set out in Section 4, for the Westbrook East area shall include a Secondary Plan, Master Servicing Plan and a Financial Implementation Plan. For the purposes of this development, a Secondary Plan shall mean a concept plan that shows the proposed development on the subject lands, and how it interacts with adjacent developed lands in terms of road layout, park land, environmentally sensitive areas, access to Princess Street and future access to Creekford Road.

(b) The Comprehensive Analysis must be undertaken within the broader context of the Study Area shown on Figure 2 of the Westbrook Community Plan dated February, 1997.

(c) Regardless of the timing of the preparation of the Comprehensive Analysis, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3.

(iv) **Butternut Creek Village Area**

The rectangular shaped area, located immediately north of the St. Lawrence Business Park, east of Highway No. 15, is included within the Adjoining
Infrastructure Area as shown on the attached Schedule and is subject to the following specific policies:

(a) The Comprehensive Analysis, as set out in Section 4 for the Butternut Creek Village area shall include a Master Servicing Plan, a Financial Implementation Plan, and a Phasing and Timing Program.

(b) The Comprehensive Analysis shall have regard for the relevant provisions of the Rideau Community Plan.

(c) Regardless of the timing of the preparation of the Comprehensive Analysis, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3.

6. **FUTURE DEVELOPMENT AND SPECIAL PLANNING AREAS POLICIES**

(a) **General Policies for Future Development and Special Planning Areas**

The following general policies shall apply to the Future Development Areas and the Special Planning Areas as shown on the attached Schedule:

(i) These lands are to be developed as an expansion of the Committed Infrastructure and Adjoining Infrastructure Areas and development shall proceed on the basis of full municipal services;

(ii) Existing municipal piped water systems are recognized by this Plan and any public works that are required to maintain these systems shall be permitted;

(iii) Existing municipal sanitary sewer systems, including any water pollution control plant, are recognized by this Plan and any public works that are required to maintain these systems shall be permitted;

(iv) the City shall not approve applications for draft plans of subdivision, and/or implementing zoning by-law amendments resulting from a Comprehensive Analysis until such time as the Official Plan is amended to include these lands in the Committed Infrastructure or Adjoining Infrastructure Areas;

(v) Prior to long term urban development on full municipal services, and where it is considered premature to introduce a Holding category, undeveloped lands may be placed in a Development Zone that includes existing uses, interim uses and public uses in accordance with the following policies:

(a) Existing uses will continue to be permitted;

(b) The interim uses shall be of a temporary nature which does not limit the long term potential of the land to accommodate urban
development and may include such uses as agriculture, forestry, open space and outdoor recreation; and

(c) Permanent public uses which do not require municipal sewer and water services shall also be permitted.

(b) **Future Development Areas Specific Policies**

The **Future Development** Areas are shown on the attached Schedule and indicate additional lands which may be suitable for urban development on full municipal services. The following specific policies shall also apply to the **Future Development** Areas:

(i) The **Future Development** Areas shall proceed in accordance with the Order of Development as set out in Section 3;

(ii) Development within the **Future Development** Areas shall be on the basis of full municipal services as an expansion of the Committed Infrastructure Areas or the Adjoining Infrastructure Areas;

(iii) Development shall proceed only when the City has determined that adequate water distribution system capacity and sanitary sewer system capacity are available, or are imminent as a result of an expansion or upgrade of the systems;

(iv) Partial water servicing shall only be permitted in the **Future Development** Areas on existing watermains where there is adequate water distribution systems capacity and under the following circumstances:

   (a) where the water service to the lot may be connected to an existing watermain without requiring a watermain extension and is designed in accordance with City Engineering Standards;

   (b) where an individual water connection is determined by the municipality to be necessary due to health or environmental problems to replace a private on-site water service for an existing development;

   (c) to allow for minimal infilling on vacant lands within existing registered plans of subdivision provided that site conditions are suitable for the long term land use and the provision of such water service and private on-site sewage treatment.

(v) The timing of development shall periodically be reviewed by the City in accordance with the Strategy Review policy of Section 3.(g);

(vi) Prior to the development of any lands located in the **Future Development** Areas, a Comprehensive Analysis shall be prepared in accordance with the provisions of Section 4 for an appropriately defined study area;
(vii) Regardless of the timing of the preparation and/or adoption of the Comprehensive Analysis as set out in Section 4, the commencement of development shall be in accordance with the policies of the Urban Growth Strategy as set out in Section 3.

(viii) The development may proceed in stages in accordance with the Phasing and Timing Program of the Comprehensive Analysis and any necessary front-ending agreement;

(ix) ensuring that new development maintains adequate separation distances from sewage treatment plants and waste stabilization ponds, particularly if the Master Servicing Plan identifies that the impact of development of the Secondary Planning Area results in the need to upgrade or expand the sewage treatment plant.

(c) Special Planning Areas Specific Policies

The Special Planning Areas are shown on the attached Schedule. The western portion of these identified lands is known as the Collins Bay Penitentiary lands while the eastern portion consists of a portion of the southerly area of Canadian Forces Base (CFB) Kingston. The following specific policies shall apply to these land areas:

(i) These lands have been identified as having development potential but are currently not available for development;

(ii) These lands are committed to their existing institutionally related uses for the foreseeable future;

(iii) If the status of these areas changes and they become available for development, the timing of the development of these lands shall be reviewed by the City in accordance with the Strategy Review policy of Section 3.(g); and

(iv) As part of the reassessment of the Urban Growth Strategy, as set out in Section 3 and prior to the development of either or both of these lands, a Comprehensive Analysis shall be prepared in partnership with the City and in accordance with the provisions of Section 4.

7. COMPLEMENTARY URBAN GROWTH POLICIES

It is the intent of Council to support and encourage the long term development of a compact, efficient urban area in order to optimize the use of land to reduce infrastructure and public facilities costs, to support public transit, to reduce energy consumption and to slow the growth of the City’s greenhouse gas emissions. The following complementary policies shall apply:
(a) **Urban Residential Density and Intensification**

The intent of this Plan is to manage the geographic expansion of the City’s urban built-up area and to increase the overall residential density where possible. The following policies shall apply:

(i) Within the existing built-up urban area, the overall residential density should be increased by encouraging sensitive infill, redevelopment and the development of vacant lands.

(ii) Within newly developing urban residential areas, densities should be increased as part of the planning process of the Comprehensive Analysis set out in Section 4 and by way of implementing Official Plan policy and Zoning By-Laws in accordance with smart growth principles, in order to:

   (a) support compact development forms that make efficient use of planned infrastructure and reduce land consumption;

   (b) support the viability of public transit; and

   (c) reduce air and other forms of pollution.

(iii) Density shall only be increased where it has been determined by the City that servicing capacity exists, or that capacity expansions are imminent or planned in the urban area.

(b) **Mixed Land Use Development**

Mixed Land Use Development with the possibility of reduced and shorter journeys within the urban area may enhance the pedestrian, cycling and transit elements of the transportation system as an alternative to automobile use and reduce the City’s greenhouse gas emissions. The following policies shall apply:

(i) For the purpose of this policy, Mixed Land Use Development is intended to mean the locating of employment and service land uses as close to residential land uses as possible, subject to compatibility.

(ii) As part of any Secondary Planning process undertaken as a component of a Comprehensive Analysis, undertaken in accordance with Section 4, Mixed Land Use is encouraged.