



PLANNING COVER LETTER

7417 Russell Road

Applications for Zoning Amendment

February 2026



Introduction

This Planning Cover Letter is provided in support of Zoning By-Law Amendment as a condition of a recent, conditionally approved Surplus Farm Severance Application for the property located at 7417 Russell Road, identified as Part of Lot 20, Concession 9, in the Geographic Township of Cumberland.

The conditional approval consisted of severing off the existing dwelling located to the southwest of the large parcel creating a new lot 1.59 hectares in size with 30 metres of frontage onto Russell Road. The retained parcel is subject to a rezoning to prohibit development. The retained parcel is comprised of +/- 44.2 hectares and 625.9 metres of frontage onto Russell Road. The property is situated near the intersection of Sand Road and Russell Road, located northeast of Highway 417 and southwest of the Shaws Creek and Bear Brook municipal drain. It falls within the Agricultural Resource Area designation in the City of Ottawa Official Plan and is zoned Agricultural (AG). Prior to the submission of the consent application, there was a discrepancy with existing frontage as it was previously bisected by a realigned road allowance (PIN 0072). This has since been resolved and has now been closed as of the January 29th City Council meeting and merged on title with the remaining parcels of #7417 (PIN 0068 & 0067).

The Boulevard Group has been retained by the owners to assist with the required *Planning Act* application author the Planning Justification Report required in support of the application.

The purpose of the application is as follows:

Zoning By-Law Amendment

- To introduce a site-specific Agricultural 'AG-XXX' zone applicable to the retained parcel to prohibit future residential development to ensure consistency with the intent of the 2024 Provincial Policy Statement (PPS) and City of Ottawa Official Plan.

The subject property is designated 'Agricultural Resource Area' in the City of Ottawa Official Plan. Section 9.1.3 of the Official Plan states that new lot creation is discouraged, except in cases where an existing habitable dwelling becomes surplus due to farm consolidation. The new lot has been limited to a minimum lot size needed to accommodate the existing use and appropriate individual on site water and sewage services. Further, the policy requires that the consent is subject to rezoning to ensure that no new residential dwelling will be permitted on any remnant parcel that may be created by such severance.

Therefore, a Zoning By-law Amendment is proposed applicable to the retained parcel to prohibit future residential development.

Site Overview

Location & Site Information

The subject property is located at 7417 Russell Road, described as Part of Lot 20 and 21, Concession 9, in the Geographic Township of Cumberland, and falls within the Agricultural Resource Area of the City of Ottawa (see Figure 1). The property spans a total of 45.79 hectares (including the conditionally approved severance area) and is currently used for agricultural purposes, with the exception of an existing dwelling and outbuildings, which are utilized for storage (recently approved for severance).

Access to the severed property is provided via a driveway located approximately 649 meters from the eastern property line (Sands Road), with the dwelling set back approximately 200 meters from Russell Road. The property contains an existing septic system located at the rear of the dwelling and a well situated on the south side of the dwelling.

The retained parcel will maintain existing field access from Russell Road located approximately 178.6 metres from the eastern property line. The surrounding properties are all utilized for agricultural purposes, with properties to the north falling within the South Nation regulation limit due to the presence of floodplains and organic soils. Notably, the subject property and the severance area are entirely outside of any natural heritage overlays or development constraint areas.

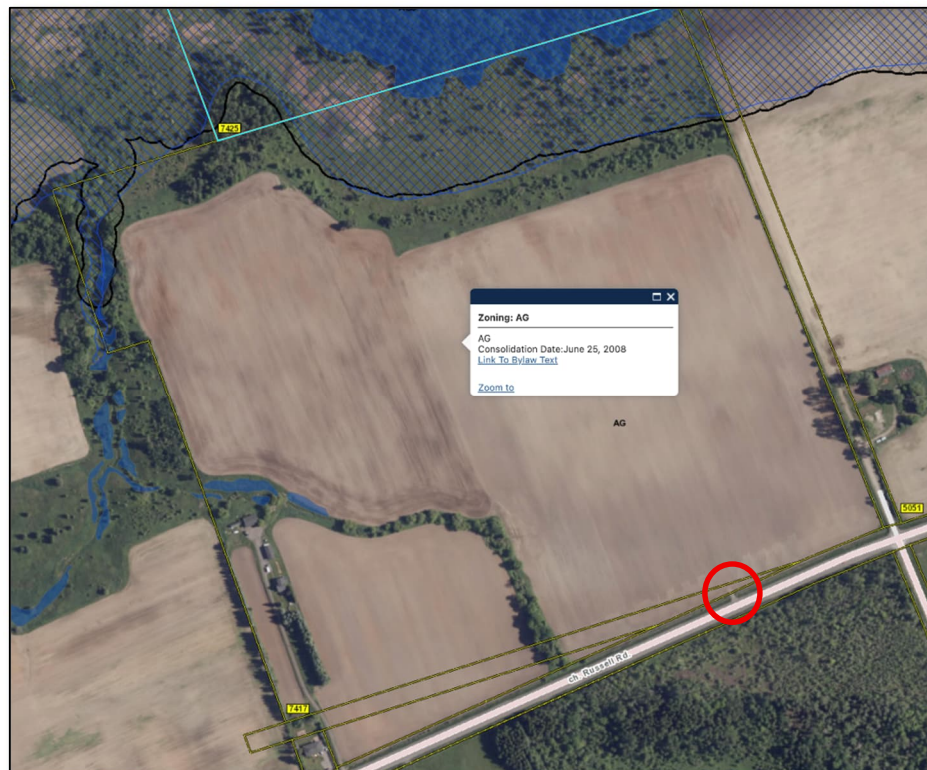


Figure. 1 – Aerial Imagery Derived from GeoOttawa (field access location highlighted by red circle)

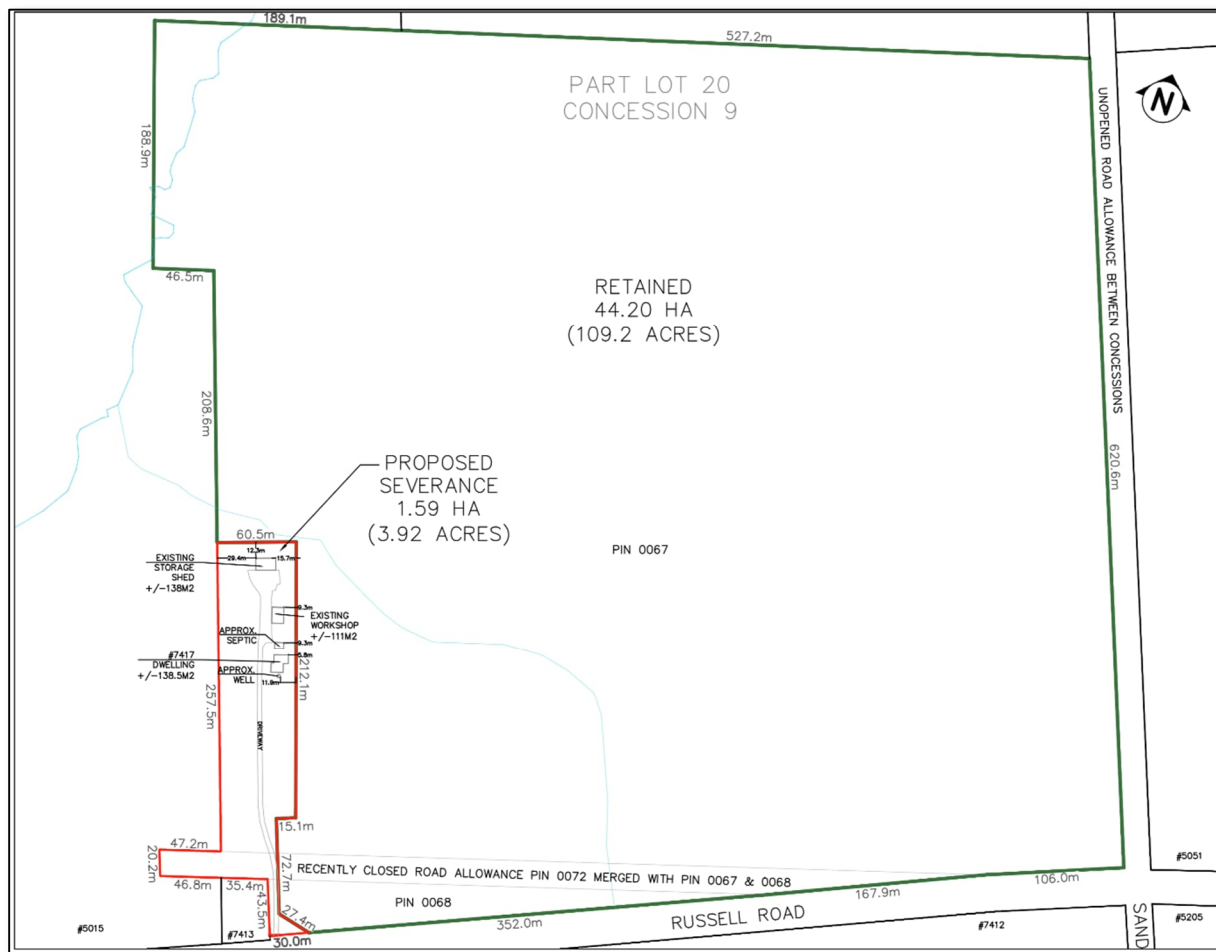


Figure 2. Recently Approved Conditional Severance Sketch

Policy & Regulatory Framework

Provincial Policy Statement

The Provincial Planning Statement (PPS), 2024, is a policy statement issued under the authority of Section 3 of the *Planning Act* and came into effect on October 20, 2024. The PPS provides policy direction on matters of provincial interest related to land use planning and development. In respect of the exercise of any authority that affects a planning matter, Section 3 of the *Planning Act* requires that decisions affecting planning matters shall be consistent with policy statements used under the *Act*.

As defined in the PPS, development means *the creation of a new lot, a change in land use, or the construction of buildings and structures requiring approval under the Planning Act*. Section 2.6.1. of the PPS identifies permitted uses on rural lands located in municipalities. Residential development, including lot creation, is permitted where site conditions are suitable for the provision of appropriate sewage and water services. Additionally, agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices, are permitted in

accordance with provincial standards. Sections 2.6.2. through 2.6.5. of the PPS provide policies applicable to development on rural lands in municipalities:

Section 2.6.2. *Development that can be sustained by rural service levels should be promoted.*

No new buildings are proposed to be constructed through the conditional approved lot creation and associated zoning by-law amendment. The existing private on-site well and sewage disposal system will continue to service the detached house located on the severed parcel. As a result, the subject lands will continue to be sustained by rural service levels.

Section 2.6.3. *Development shall be appropriate to the infrastructure, which is planned or available, and avoid the need for the uneconomical expansion of this infrastructure.*

No new buildings are proposed to be constructed through the lot creation and associated zoning by-law amendment. As a result, there is no expected increase in the use of the available infrastructure, and no expansion of infrastructure is required.

Section 2.6.4. *Planning authorities should support a diversified rural economy by protecting agricultural and other resource-related uses and directing non-related development to areas where it will minimize constraints on these uses.*

Through the proposed zoning by-law amendment, the retained parcel, consisting entirely of agricultural lands, is to be rezoned to prohibit residential development.

Section 2.6.5. *New land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formulae.*

No new buildings or uses are proposed to be constructed/introduced on the severed or retained parcels through these applications. Given that the retained is vacant, and that the proposed severed parcel is developed with an existing dwelling (Implementation Guideline #9), no MDS I setbacks were deemed applicable to the lot creation.

Section 3.6.3. of the PPS provides that where municipal sewage services and municipal water services are not available, planned or feasible, private communal sewage services and private communal water services are the preferred form of servicing. The existing detached house located on the severed parcel is to be continually serviced by the existing private on-site well and sewage disposal system. All accessory buildings located on the subject property are proposed to remain as is and are located on the severed parcel.

Sections 4.1. and 5.2. contain policies generally directing development away from natural heritage and natural hazard features. As identified by South Nation Conservation Authority and GeoOttawa Mapping there is one (1) small watercourse traversing the northern area of the severed parcel. Throughout technical circulation of the consent application, SNCA expressed no concerns with the proposal since no new buildings or structures are to be

constructed and further that the retained parcel is sufficiently sized to allow for future non-residential development to be constructed outside of any applicable setbacks.

The subject property is designated 'Agricultural Resource Area' on Schedule 'B9' of the City of Ottawa Official Plan. Section 4.3.3.1.c. of the PPS provides that in prime agricultural areas, one new residential lot per farm consolidation for a residence surplus to an agricultural operation may be permitted provided that:

1. *the new lot will be limited to a minimum size needed to accommodate the use and appropriate sewage and water services; and*

The severed parcel was designed to maintain the minimum lot size needed to accommodate the use and appropriate individual on site water and sewage services while ensuring overall functionality of the severed and retained parcels.

2. *the planning authority ensures that new dwellings and additional residential units are prohibited on any remnant parcel of farmland created by the severance. The approach used to ensure that no new dwellings or additional residential units are permitted on the remnant parcel may be recommended by the Province, or based on municipal approaches that achieve the same objective.*

Through this Zoning By-law amendment, residential use will be prohibited on the retained parcel.

Based on the review completed above, we are of the opinion that the Zoning By-law Amendment application is consistent with the intent of the PPS.

City of Ottawa Official Plan

The City of Ottawa's Official Plan sets out the long-term vision for how the city will grow and evolve, guiding land use, development, and infrastructure decisions over a 20-year horizon. Its purpose is to direct growth in an orderly and sustainable manner by promoting compact, complete, and transit-supportive communities, protecting natural heritage systems and agricultural resources, and supporting a strong and resilient urban structure. The Plan coordinates land use with infrastructure, transportation, and servicing needs, ensuring efficient investment and minimizing land use conflicts. Overall, it provides a clear policy framework to inform development applications and municipal decision-making, helping to shape a healthy, connected, and prosperous city.

Schedule B9 of the Official Plan designates the subject property as being within the Agricultural Resource Area (Figure 3). Schedule C11-C (Figure 4) provides further context into Natural Heritage Feature overlays, none of which extend onto either the retained or severed lands.

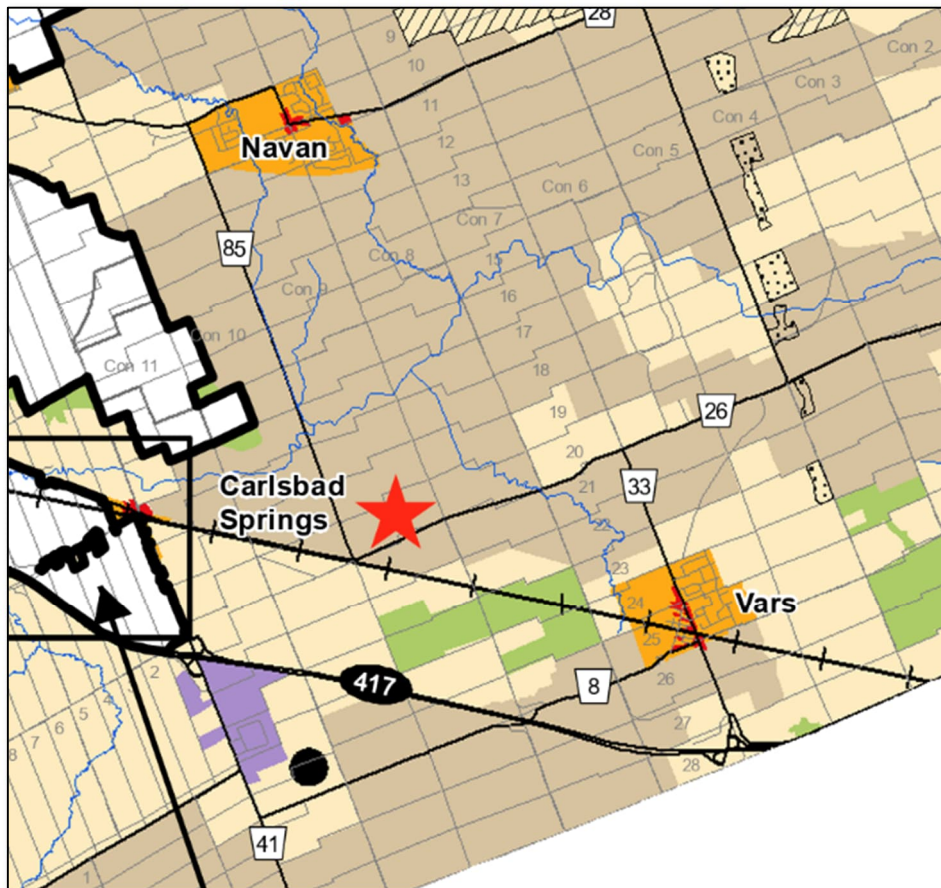


Figure 3. City of Ottawa Official Plan Schedule B9

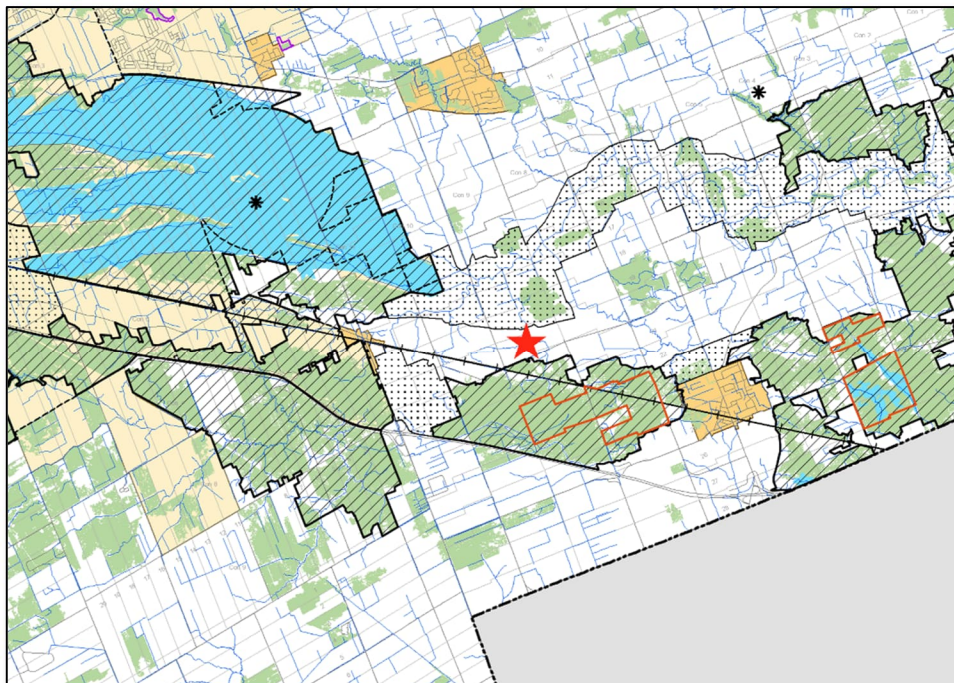


Figure 4. City of Ottawa Official Plan Schedule C11-C

Section 4 of the Official Plan sets out city-wide policies, with **Section 4.9** specifically addressing Water Resources. The overarching intent of these policies is to manage surface water and groundwater features in a sustainable manner by:

1. *Protect, improve or restore the quality and quantity of surface water features and groundwater features*
2. *Keep watercourses in a natural state while managing erosion, slope stability and flooding concerns*
3. *Restrict or limit development and site alteration near surface water features*
4. *Restrict or limit development and site alteration near groundwater features*
5. *Implement the policies of the Mississippi-Rideau Source Protection Plan and the Source Protection Plan for the Raisin-South Nation Source Protection Region*

The subject lands encompass a smaller watercourse that meanders through the property, ultimately leading to Bear Brook Municipal Drain. To protect these water resources, it is essential to implement adequate setbacks to mitigate flooding and erosion hazards and to minimize development in sensitive areas. While the property contains water resources, the surplus severance is situated outside these areas, with no additional development to occur. This approach complies with the Official Plan's policies aimed at preserving Ottawa's water resources.

Section 9.1 concerns agricultural resource areas, which represents roughly 40% of Ottawa's rural area and is protected under the Provincial Planning Statement to ensure its long-term use for agricultural production. These lands are primarily composed of Class 1, 2, and 3 soils, as identified through the LEAR system, though some lower-class soils are also included to support the broader agricultural system. Ottawa's agricultural sector consists of approximately 1,000 diverse farm operations—including cash crop and livestock farms—forming a vital component of the regional economy and contributing significantly to local food security.

Section 9.1.3.3 sets out the specific policies governing lot creation within the Agricultural Resource Area, which apply to the proposed zoning by-law amendment as follows:

- a) *The new lot contains an existing habitable dwelling made surplus through farm consolidation;*

The dwelling recently severed is a legally established, habitable residence that is no longer required to support the ongoing agricultural operation. While the farm operator (Nevanda Farms) manages additional lands in the surrounding area, no new lands are being consolidated as part of this severance. The presence of these additional farm holdings means the existing dwelling is underutilized and not necessary for the operation of the agricultural business. In accordance with provincial and municipal policy, severing the surplus farmhouse allows the agricultural lands to remain in productive use while removing an unnecessary dwelling, preventing potential fragmentation of farmland for non-agricultural purposes and recognizing that the residence cannot reasonably be integrated into the ongoing farm operations.

- b) As a condition of severance, the retained lands are zoned to prohibit residential uses;*

Consistent with the standard requirement for surplus farm dwelling consents, the associated zoning by-law amendment is proposed to restrict residential uses on the retained agricultural parcel. Prohibiting new dwellings ensures that the property remains dedicated to agricultural production, prevents the creation of additional residential lots in the Agricultural Resource Area, and avoids the potential for residential/ agricultural land use conflicts. This zoning change therefore reinforces both the intent of the severance approval and the long-term protection of prime agricultural lands by eliminating the possibility of future house creation on the retained farm parcel.

- c) The severed lot is of a size that minimizes the loss of agricultural land;*

The boundaries of the severed parcel have been intentionally drawn to include only the existing dwelling and its immediate yard area, capturing the smallest area necessary, with adequate frontage to support a stand-alone residential lot. No agricultural fields, productive pasture lands, or actively cultivated areas have been included within the severed parcel.

- d) The new lot can be adequately serviced;*

The surplus dwelling is already serviced by an existing private well and septic system that has historically supported the residence without issue. No extension of municipal infrastructure or servicing upgrades are required. The existing servicing arrangement meets applicable standards and demonstrates that the new lot can function independently without imposing any servicing burden on the retained agricultural lands. As no new development is proposed, the servicing conditions remain stable and well-established.

- e) Where the new lot may only contain buildings or structures including a dwelling unit that are accessory or secondary to the principal residential use; and*

The severed parcel is intended to function solely as a rural residential lot with the existing dwelling as its primary use. Any future buildings or structures would be limited to those normally accessory to a rural home—such as a detached garage, shed, or similar small-scale residential accessory structure. No agricultural, commercial, or non-residential uses are proposed or permitted, ensuring compatibility with surrounding rural character and preventing land use conflicts with the ongoing agricultural operations on the retained lands.

- f) Where only one lot may be created.*

The proposal resulted in the creation of one surplus dwelling lot only, with no additional fragmentation of the farmland. This adheres strictly to the policy intent that surplus farm severances are to be limited in scope and not used as a means to create multiple residential lots within agricultural areas.

As described in the Policy analysis above, the conditionally approved severance and proposed zoning by-law amendment is consistent with the set of policies which enable the severance of a residence that is surplus to an agricultural operation on prime agriculture lands. The retained parcel shall be rezoned to prohibit residential uses, which, in addition to preserving the agricultural utility of the retained parcel, will ensure that incompatible residential uses are not introduced. The size and configuration of the severed lot will enable the residential use to continue utilizing private water and sewage services while establishing a minimal adverse impact on the prime agricultural lands. The proposal does not impact any environmentally sensitive areas or lands identified with natural hazards and will not require additional public infrastructure investment.

Therefore, it is our professional opinion that the Zoning By-law Amendment is consistent with the intent of the City of Ottawa Official Plan.

City of Ottawa Zoning By-Law, 2008-250

The subject property is situated within the Agricultural (AG) Zone under the City of Ottawa Comprehensive Zoning By-law 2008-250, as amended. The City is currently undertaking a comprehensive Zoning By-law update (2026-50), which is available in draft form. Although the zoning of the subject property remains unchanged in the draft update, both the existing and proposed zoning provisions have been reviewed. Under the current 2008-250 By-law, the AG Zone permits the following uses:

- o agricultural use
- o agriculture-related use
- o bed and breakfast- a maximum of 3 guest bedrooms
- o Cannabis Production Facility, limited to outdoor cultivation and greenhouse cultivation in a greenhouse that existed as of June 12, 2019
- o one detached dwelling
- o environmental preserve and educational area
- o equestrian establishment
- o forestry operation
- o group home - a maximum of 10 persons are permitted in a group home;
- o home-based business
- o home-based daycare
- o Kennel
- o on-farm diversified use
- o additional dwelling unit

The new draft AG zone permits the following;

- (a) Residential uses:
- dwelling unit

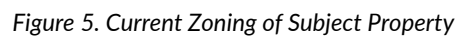
Subject to the Following:

- i) A maximum of two dwelling units are permitted in a building on a lot smaller than one hectare;
- ii) a maximum of three dwelling units with a maximum cumulative total of 10 bedrooms are permitted in a building on a lot greater than one hectare; and
- iii) one dwelling unit may be located in a coach house and that unit counts towards the maximum in sub clauses (1)(a)(i) and (ii).

(b) Non-residential uses:

- agricultural use
- agriculture-related use
- cannabis production facility, outdoor
- environmental preserve and educational area

- The existing development on the subject property complies with the permitted uses of the AG Zone. All existing on-site development will be maintained entirely on the severed parcel in accordance with the AG Zone permissions. Furthermore, the refined uses proposed for the retained parcel (excluding residential uses) through the Zoning By-law Amendment remain consistent with the permissions of the parent AG Zone.



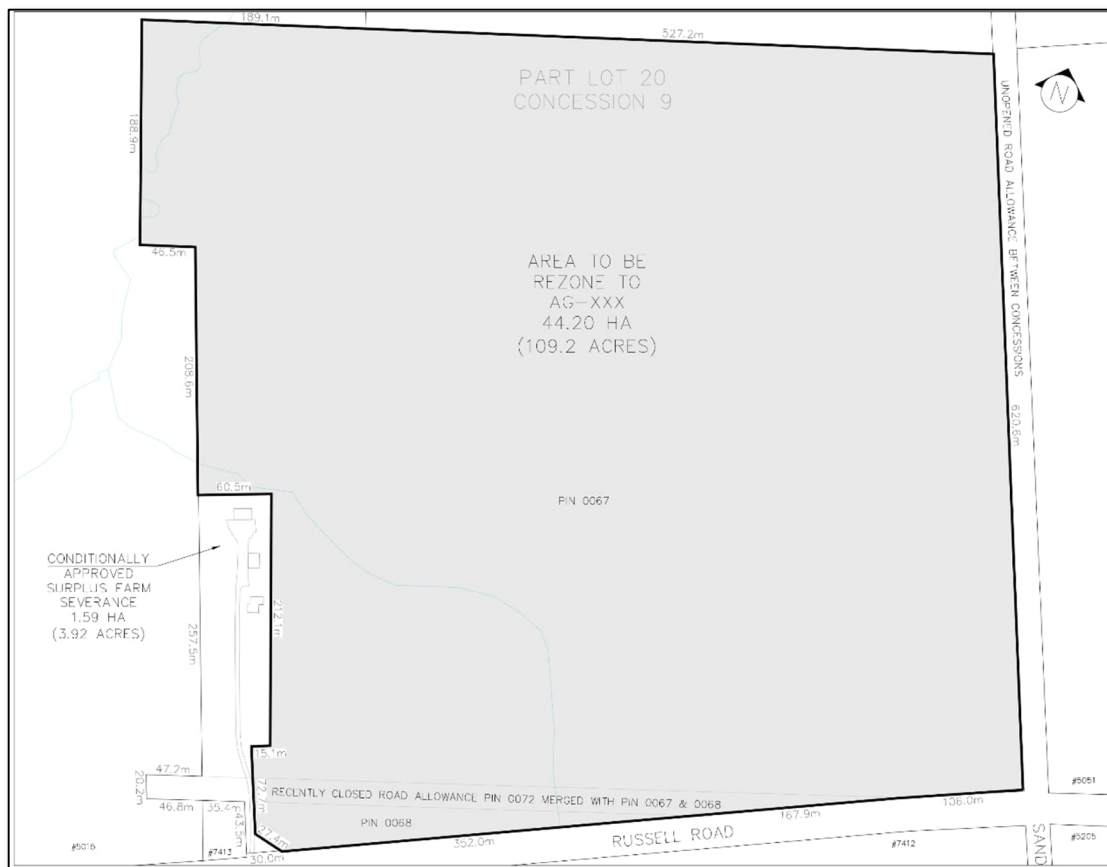


Figure 7. Area to be rezoned to AG-XXX

Severed Parcel:

The severed lot will remain within the AG Zone and complies with all applicable performance standards for the existing residential use and on-site development. In the AG Zone, the minimum lot area for “other/residential uses” is 0.2 hectares under the current by-law, or 0.8 hectares under the proposed 2026-050 draft by-law, with a minimum lot frontage of 30 metres. The severed parcel meets both the lot area and frontage requirements, and the existing dwelling and outbuildings conform to all other applicable performance standards for residential uses. As a result, no zoning relief is required for the severed parcel.

Retained Parcel:

The retained parcel is also to be located within a ‘AG’ zone, notwithstanding the proposed site-specific standards to ensure that residential uses are prohibited. It is proposed to rezone the entire retained parcel, to a site-specific Agricultural ‘AG-XXX’ zone to prohibit residential uses, which is consistent with the policies as contained within the 2024 Provincial Planning Statement and City of Ottawa Official Plan respecting surplus residence severances.

Furthermore, the retained parcel is approximately 44.2 hectares in area, with 629.5 metres of frontage exceeding all minimum requirements for the AG zone.

Based on a review of the applicable zoning provisions and performance standards, the following site-specific zoning is proposed for the retained parcel:

'AG-XXX':

- (a) Residential uses are not permitted uses.

Summary

The proposed Zoning By-Law Amendment, required as a condition of a recently approved surplus farm consent meets the intent and vision of the City of Ottawa's Official Plan and the intent of the City of Ottawa Comprehensive existing Zoning By-Law, 2008-250, as amended and draft 2026-050 by-law. The proposal to rezone the retained parcel to a site-specific 'AG-XXX' zone will enable the existing agricultural operation to continue and prohibit residential uses which will preserve the agricultural use of the retained parcel and surrounding lands.

It is our professional opinion, that the proposed Zoning By-law Amendment applications conform with the policies of the Provincial Planning Statement and the City of Ottawa Official Plan.

Should you require further information or clarification, please feel free to contact the undersigned.

All respectfully submitted by:

Tomlyn Graovac, CPT