



The Nation Municipality Strategic Plan 2034

October 2014

PARSONS

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“sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” (United Nations, Brundtland Commission, March 20, 1987)

1. INTRODUCTION

1.1 Purpose

Council of The Nation Municipality (Nation) has prepared the Strategic Plan 2034 in order to guide its decision-making processes and priorities for the next 20 years and to do so in such a way that the social, economic, cultural and environmental wellbeing of the municipality is protected and enhanced. The Plan has been developed under the overall umbrella of sustainable development, as defined above.

1.2 Overview of Strategic Planning Process

The process by which this Plan has been prepared encompassed four distinct steps:

- Initially, a Mission Statement was developed to describe how Council intends to govern the municipality. This was done by building on previous staff work during project initiation meetings and workshops with staff, and by subsequently seeking stakeholder input at Public Work Shops.
- Secondly, a Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis was undertaken, again by building on previous staff work and by subsequently seeking stakeholder input at Public Work Shops.
- Thirdly, “What To Do” lists were created under the four pillars of sustainable development (social, economic, cultural and natural environments) to identify the Implementation Actions needed to achieve a common, sustainable vision for Nation.
- Finally, all of the foregoing was documented in a draft Plan which was reviewed by staff and stakeholders prior to preparation of the final Strategic Plan 2034 for adoption by Council.

1.3 Consultation

In developing this Plan, Council embarked on an extensive and inclusive consultation process which included the following components:

- Staff meetings and workshops designed to initially define the overall purpose, scope and content of the Strategic Plan and to subsequently help refine and finalize the Plan in conjunction with the public consultation process;
- Two Public Work Shops to elicit input from residents, businesses and stakeholder organizations;
- On-line, email and written submissions of comments and recommendations;
- Invitations to targeted stakeholder groups to solicit comments and recommendations; and,
- Public Meeting to invite comments and recommendations prior to finalization of the Strategic Plan for adoption by Council.

The foregoing consultation process was supported by an advertising campaign which included newspaper and website notices, invitations to the targeted stakeholder groups and signage at municipal buildings and strategic gateway locations throughout the municipality.

2. MISSION STATEMENT

This Strategic Plan is intended to serve as an overall framework to guide Council in identifying, prioritizing and implementing the plans, programs and projects which are required in order to meet the needs of current and future residents, all within the context of sustainable development. Council intends to achieve this by:

- Providing decisive, fiscally responsible leadership, supported by the professional expertise of a dedicated municipal staff;
- Governing in an open, respectful and consultative environment that produces transparent decision-making and promotes a sense of unity and common purpose within our municipality;
- Sustaining a comprehensive, fully bilingual communications strategy that keeps all stakeholders informed as to the plans, programs and projects that the municipality undertakes;
- Providing municipal services and facilities, strategically located across a broad geographic area, to best serve the diverse, sometimes conflicting, needs of the urban and rural communities that make up our municipality;
- Planning our urban and rural communities to improve quality of life and to foster healthy, active life styles;
- Promoting economic growth and diversity that will serve to provide employment opportunities for our residents, as well as convenient access to the goods and services that they need;
- Protecting the natural and cultural heritage of our municipality and promoting the cultural pursuits and activities of our existing and future residents;
- Co-operating with municipal, provincial and federal governments to achieve co-ordinated solutions to the needs of a broader area; and
- Encouraging innovative approaches to providing the municipal services and facilities that are needed.

The foregoing Mission Statement has served as the basis for preparing this Strategic Plan.

3. STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS (SWOT)

Having established the Mission Statement, an initial SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis was undertaken in order to focus the Strategic Objectives and Implementation Actions of this Plan as a means to build on strengths, overcome weaknesses, exploit opportunities and avoid threats.

Strengths

- Motivated municipal leaders who lead by example and who create opportunities for professional training and career advancement, including succession planning, within the municipality
- Young, well educated, bilingual work force
- Municipal leadership and residents who are open to change/innovation and who are ready to adapt to changing conditions in order to enhance quality of life
- Sound municipal financial planning
- Extensive corporate memory
- Strong agricultural economy
- Interested residents seeking to participate in municipal affairs (volunteerism)
- *The Nation Municipality Strategic Plan 2034, Parsons September 2014* to provide the overall framework for municipal decision-making
- *Village of Limoges Potable Water and Wastewater Master Plan, Delcan January 2013* to guide the servicing of the Limoges Urban Policy Area and Trade and Industry Policy Areas
- *The Asset Management Plan For The Nation Municipality, Public Sector Digest December 2013* to guide lifecycle budgeting and scheduling of infrastructure maintenance for linear assets (roads, water and wastewater)

Weaknesses

- High taxes relative to low population and large municipal territory
- Low non-residential tax base
- Lack of diverse economic base in Limoges to provide needed retail and service uses and employment opportunities for residents
- No serviced land that is immediately available for development
- Lack of planning guidelines for future development in Limoges
- Lack of recreational and cultural programs
- Inadequate/insufficient tourism information to attract visitors
- High percentage of municipal budget needed to maintain roads, bridges and culverts
- Inadequate municipal facilities (libraries, works yards, municipal offices, community centres, etc.) to meet current and future needs

Opportunities

- Attract upper-level government facilities to improve services and add jobs
- Willingness to consider alternative project delivery mechanisms such as P3s for major municipal facility and infrastructure projects
- Upper-level government funding programs for municipal initiatives
- Active development industry
- Proximity to Ottawa and Highway 417 to attract spin-off development including increased employment opportunities and more diverse retail and service sectors to better serve residents
- Large, strategically located Trade and Industry Policy Areas to accommodate development and create economic diversity

- Diverse rural areas (Larose Forest, Alfred Bog, agriculture) to serve as the basis for eco- and agro-tourism

Threats

- Communities that are resistant to change
- Too accepting of the status quo
- Residents have a poor understanding of municipal financial resources
- Emergency response preparedness
- poor communication
- Lack of upper-level government funding

4. STRATEGIC OBJECTIVES, IMPLEMENTATION ACTIONS & IMPLEMENTATION TIMING

The following tables set out the strategic objectives of this Strategic Plan, the implementation actions needed to achieve the strategic objectives, and the time lines in which the implementation actions are to be implemented, all of which are based on staff meetings and workshops, on public workshops, on email, online and written submissions, and on Council review and adoption.

The following Implementation Actions are meant to build on, to add to, or to further refine the plans, programs and projects which Nation is currently undertaking.

A SOCIAL SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
A.1 Identify and distribute parks and recreation facilities to adequately serve all areas of the municipality and to promote active, healthy life styles for all residents.				
A.1.1 acquire and develop new neighbourhood parks in developing communities (Limoges) as part of the development approval process		X	X	X
A.1.2 identify and acquire a site for a new major recreation/community facility in Limoges (10 to 15 acres)		X		
A.1.3 determine uses to be included in Limoges recreation/community facility including potential pool, arena, fitness facilities, seniors facilities, soccer field (including winter dome), meeting/conference rooms, outdoor play equipment, etc., and commence phased construction		X	X	
A.1.4 prepare and implement cycling plan to connect to the planned UCPR network, to the network(s) in adjacent municipalities and to significant natural features in Nation (Larose Forest, Alfred Bog, Conservation Authority sites, etc.)		X	X	X
A.1.5 initiate feasibility (cost benefit) analysis, including cost recovery mechanism, to implement an eco-friendly mosquito control program in Limoges, and implement if warranted		X		
A.1.6 consider acquisition of waterfront property on South Nation River for future recreational use and connection to cycle network		X		
A.1.7 commence phased development of consolidated/re-purposed community facilities		X	x	
A.2 Provide the municipal services and facilities needed to meet the needs of current residents and to support future development.				
A.2.1 implement Village of Limoges Potable Water and Wastewater Master Plan (Delcan January 2013) and the Village of Limoges Potable Water and Wastewater Functional Design Report (Delcan July 2014) to accommodate future growth in Limoges		X	X	X
A.2.2 rationalize public works yards and fire halls to better achieve cost-effective service to the entire municipality		X	X	

A SOCIAL SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
A.2.3 improve/enlarge the libraries and community centres to better serve existing and future residents		X	X	
A.2.4 expand municipal offices to better accommodate existing and future staff requirements and to improve public space		X	X	
A.2.5 Conduct periodic organizational and operational reviews to maintain a high quality level of service.		X	X	X
A.3 Provide effective communications with residents, community groups, businesses and other stakeholders				
A.3.1 update the municipal website, particularly the Notice Board and Feedback functions		X		
A.3.2 provide and maintain links to other relevant websites (in conjunction with other related Implementation Actions)		X		
A.3.3 identify individual staff member to serve as the primary contact for specific Implementation Actions related to the municipal website		X		
A.4. Create complete communities				
A.4.1 design subdivisions that are interconnected to create fully integrated neighbourhoods		X	X	X
A.4.2 provide a full range of housing types to meet the needs of diverse age groups and household incomes through the subdivision and site plan approval processes and through attracting assisted housing projects		X	X	X
A.4.3 support establishment of a High School in Limoges		X	X	X
A.4.4 support/promote improved access to Ottawa (Limoges Road/Highway 417 interchange modifications and Limoges transit service)		X	X	X

B ECONOMIC SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
B.1 Develop and implement an economic development strategy to attract commercial and industrial development to serve the retail and service needs of residents and to create employment opportunities for residents.				
B.1.1 implement the Village of Limoges Potable Water and Wastewater Master Plan (Delcan January 2013) and the Village of Limoges Potable Water and Wastewater Functional Design Report (Delcan July 2014) to service the Trade and Industry Policy Areas and to further increase residential growth to reach the population threshold needed to attract large scale commercial and industrial uses		X	X	X
B.1.2 identify individual staff member to serve as the primary contact with the development industry and as liaison to the UCPR economic development and tourism agencies		X		
B.1.3 update the municipal website to provide links to the UCPR economic development and tourism agencies and to other tourism sites (Larose Forest, Alfred Bog, SNCA, etc.)		X		
B.1.4 consider appointment of permanent Economic Development Officer			X	
B.1.5 establish design guidelines/development criteria for small-scale commercial redevelopment projects along Limoges Road in the Urban Policy Area, and review and revise Zoning By-law as required		X		
B.1.6 establish design guidelines/development criteria for large-scale commercial and industrial development projects in the Trade and Industry Policy Areas, and review and revise Zoning By-law as required		X		
B.1.7 review and revise Zoning By-law as required to establish permitted uses for Casselman and St. Isidore Trade and Industry Policy Area and establish related design guidelines/development criteria		X		
B.1.8 initiate Class Environmental Assessment process to determine servicing strategy for Casselman and St. Isidore Trade and Industry Policy Areas			X	
B.2 Support and promote tourism				

B ECONOMIC SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
B.2.1 re-locate the Tourism Information Centre to a more prominent location near the Limoges Road/Highway 417 interchange		X		
B.2.2 update municipal website as identified in other Implementation Actions to provide links to tourism-related sites		X		
B.3 Support and promote the local agricultural economy.				
B.3.1 review Zoning By-law (Rural and Agricultural Zones) and revise as necessary to ensure permitted uses include agricultural diversity (e.g., wine industry), and agri-tourism and agricultural-related uses		X		
B.3.2 update the municipal website to provide links to local agricultural societies to promote activities and events		X		

C CULTURAL SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
C.1 Support and promote the cultural heritage of Nation				
C.1.1 determine local interest in Municipal Heritage Committee(s) and create Committee(s) under the Ontario Heritage Act as interest warrants		X		
C.2 Support and promote cultural activities and events of local groups				
C.2.1 develop a cultural policy for local groups using municipal facilities, including eligibility and support criteria (type of event, organizational structure, business plan, emergency response plan and municipal sponsorship/support (grants, rental rates, liability insurance, promotion on municipal website, etc.)		X		
C.2.2 develop a policy to promote activities and events on the municipal website for groups not using municipal facilities (e.g., artists tour) including eligibility criteria		X		
C.2.3 identify individual staff member to serve as the primary contact for proposed cultural activities and events		X		
C.2.4 provide ongoing promotional information/link on municipal website for events and		X		

C CULTURAL SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
activities approved under Implementation Actions C.2.1 and C.2.2 above				

D ENVIRONMENTAL SUSTAINABILITY PILLAR				
Strategic Objectives and Implementation Actions		Implementation Timing		
		Short Term (0 to 5 Yrs.)	Medium Term (5 to 10 Yrs.)	Long Term (10 to 20 Yrs.)
D.1 Promote energy efficient subdivision and building design.				
D.1.1 design subdivisions with east-west street orientation to promote passive solar gain		X	X	X
D.1.2 encourage alternative energy systems in subdivision and site-specific development projects to reduce energy consumption		X	X	X
D.1.3 review Zoning By-law and amend as required to remove impediments to domestic solar power generation and to add appropriate regulations for domestic wind and biomass power generation		X		
D.1.4 consider adding domestic solar or wind generation to all municipal building renovations and new projects, and consider LEED (Leadership in Energy and Environmental Design) certification for municipal projects		X	X	X
D.2 Promote environmentally sustainable solid waste management.				
D.2.1 consider introduction of annual or semi-annual yard waste pick-up (tree limb, shrubs/bushes, etc.) including cost implications		X		
D.2.2 consider sponsorship (cost recovery) of domestic composting boxes for residential grass and leaf waste		X		
D.3 Protect significant natural heritage features				
D.3.1 protect significant natural features (Larose Forest, Alfred Bog, South Nation and Castor Rivers, etc.) from the impacts of incompatible development through the development approval process (e.g., refusal, appropriate mitigation measures, alternative location, etc.)		X	X	x

5. IMPLEMENTATION

The previous section of this Plan describes the Implementation Actions and Implementation Timing needed to achieve the identified Strategic Objectives, all within the context of sustainable development.

5.1 Implementation Actions

Not all of the Implementation Actions set out in Section 4 are within the authority of Nation to implement and, in these circumstances, the intent of this Plan is that Nation's primary role will be to promote/lobby and to facilitate implementation by the responsible authority.

Where the Implementation Actions are within the authority of Nation to implement, it is the intent of this Plan that they are to be implemented as budget considerations allow (i.e., as the Development Charges reserves grow, as future development leads to increased municipal tax revenue and as grants become available).

5.2 Implementation Timing

The Implementation Timing set out in Section 4 generally sets three time frames in which the Implementation Actions are to be undertaken:

- Short Term (0 to 5 years)
- Medium Term (5 to 10 years)
- Long Term (10 to 20 years)

As regards these implementation time frames, it is intended that this Plan is to be interpreted as follows.

- Where one time frame is shown, the Implementation Action is to be started and completed within the specified time period.

Most of these Implementation Actions occur in the Short Term (0 to 5 years) and are related to plans and programs, as opposed to projects, which do not require significant capital expenditures. Nonetheless, considerable staff time and effort will be required to undertake all of them. As a consequence, it will be necessary to prioritize them, with some potentially not being completed within the specified time period.

- Where two time frames are shown, the Implementation Action is to be started in the first time period and completed in the second time period.

These Implementation Actions generally involve projects, as opposed to plans and programs, which are related to the growth and asset management strategies contained in the Appendices to this Plan, which require extensive capital budget commitments and which often rely on Development Charges reserves for their funding.

- In some cases, all three time frames are shown for the start and completion of an Implementation Action.

These Implementation Actions are generally related to projects which require significant capital expenditures, which can only be implemented over the long term, and which are not necessarily directly related to the growth and asset management strategies contained in the Appendices to this Plan. These projects include such long term initiatives as the phased servicing of Limoges and the introduction of on-road cycling lanes.

Notwithstanding the generality of the foregoing, where a completion date is indicated, it does not mean that Nation should not seek continuous improvement after the Implementation Action has been completed or that the Implementation Action will not be revised/updated during future reviews of this Plan, as set out in Section 6.

5.3 Changing Priorities

This Plan is also intended to recognize that priorities can change due to a variety of factors such as changing growth rates and/or patterns, unexpected or urgent needs, gain or loss of senior government funding, etc. In these circumstances, it is not necessary to formally amend this Strategic Plan to alter priorities, to delay or advance Implementation Actions, or to add or delete Implementation Actions. However, it is the intent of this Plan that any such changes be supported by an explanation/rationale and accepted by Council before being implemented, in accordance with Section 6 below.

5.4 Management Strategies

The Implementation Actions and Implementation Timing which are contained in this Strategic Plan are set out in general terms, based on existing needs and on anticipated future growth-related needs. Additional detail is provided in the Growth Management Strategy (attached as Appendix A) and in the Asset Management Strategy (attached as Appendix B). These are meant to provide clarity and detail as to the specific initiatives that Nation should undertake in order to achieve the intent of this Plan.

6. STRATEGIC PLAN ADMINISTRATION

6.1 Introduction

This Section sets out how the Strategic Plan is to be administered, and is intended to ensure that it is implemented in a timely and effective manner. There are three components to the administration process, as described below.

6.2 Council Agenda Items

All staff reports that form part of a Council Agenda are to contain a line item entitled “**Strategic Plan Implications**”. This line item is to be used to indicate how the staff report recommendation(s) implement the Strategic Objectives and the Implementation Actions of the Plan.

It is recognized that not all staff reports are directly related to this Plan. In these instances, the line item would simply indicate NA (not applicable).

Where a staff report contains a recommendation that is not consistent with the Strategic Plan, an explanation/rationale is to be provided and accepted by Council before the recommendation is implemented.

6.3 Annual Status Report

An annual status report is to be submitted to Council listing the Implementation Actions which have been initiated/completed during the current year.

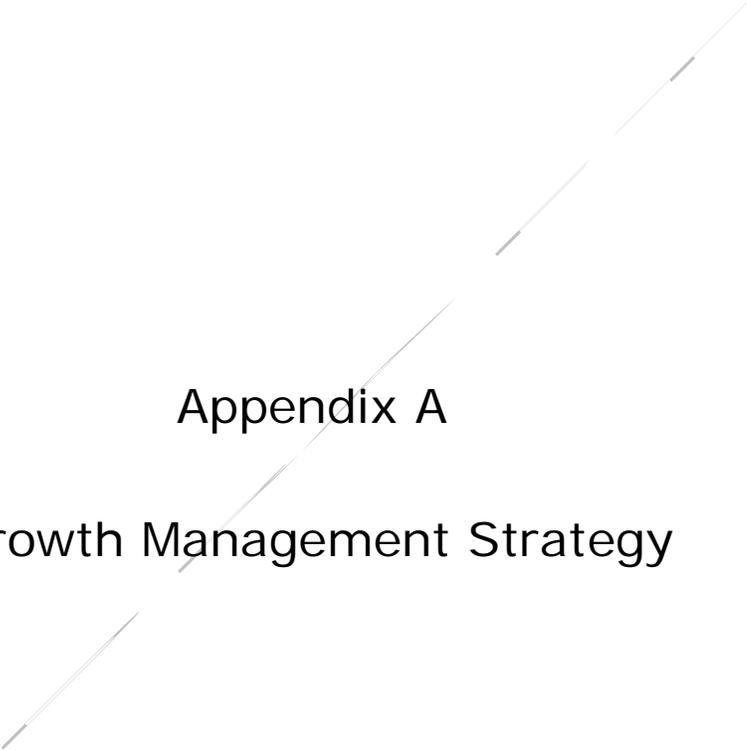
It is recommended that this report be prepared and submitted immediately prior to the annual budget process, so that it can serve as a precursor to identifying the Implementation Actions to be included in the budget for the forthcoming year.

6.4 Five Year Review

The Strategic Plan is to be maintained as a 20-year Plan by reviewing and updating it every five years in order to ensure that it remains relevant in the context of changing conditions.

It is recommended that the 5-year review be undertaken in a similar manner as was followed during the preparation of this initial Plan.

As described in the Growth Management Strategy (Appendix A), the Strategic Plan Review will be undertaken following the 5-year review of the UCPR Official Plan and preceding the 5-year review of the Nation Development Charges By-law. This sequence will allow the findings of each successive Review to serve as the basis for the subsequent Review.



Appendix A
Growth Management Strategy

1. INTRODUCTION

Growth management is a joint responsibility of The Nation Municipality (Nation) and the United Counties of Prescott Russell (UCPR). The UCPR Official Plan identifies growth areas throughout the United Counties by designating Urban Policy Areas, Trade and Industry Policy Areas and Community Policy Areas. Future development within the United Counties is intended to be distributed primarily to these three policy areas as follows:

- Most development, including residential development and its supporting institutional and local commercial uses, is intended to be located in the fully serviced Urban Policy Areas. Industrial development (employment uses) is also permitted in the Urban Policy Areas, but the focus of large-scale industrial development is intended to be the Trade and Industry Policy Areas. Limoges and St. Isidore are the designated Urban Policy Areas in Nation.
- Most large-scale commercial development (including big box centres) and industrial development (employment uses) is intended to be located in the Trade and Industry Policy Areas. The designated Trade and Industry Policy Areas in Nation are strategically located along Highway 417 at Limoges, Casselman and St. Isidore.
- Residential development, and its supporting institutional and local commercial uses, is also intended to be located in the Community Policy Areas, but generally at a much smaller scale and at lower densities on private or partial services. The designated Community Policy Areas in Nation are St. Albert, Pendleton, Ste. Rose-de-Prescott, Riceville, Fournier and St. Bernardin.

Within the context of the foregoing, the Rural Policy Areas are intended primarily for agricultural uses, agricultural-related industrial and commercial uses, other rural uses, and limited residential development. The Rural Policy Areas are not intended to be the focus of future development.

The 5-year review of the UCPR Official Plan was initiated in 2011 and is currently nearing completion, and will bring the Official Plan into conformity with the Provincial Policy Statement (PPS) 2014. This review has been undertaken in consultation with local municipalities and was based, in part, on the Growth Forecast and Land Needs Analysis prepared by Hemson Consulting Ltd. As it relates to Nation, the 5-year review of the UCPR Official Plan resulted in the following:

- The Limoges Urban Policy Area was expanded by approximately 80 ha, with corresponding reductions to other Urban and Community Policy Areas in Nation. This was done to recognize that Limoges has become the primary focus of urban development within the municipality over the past ten years, compared with the relatively low to modest levels of development in other communities. Specifically, the expansion of the Limoges Urban Policy Area reflects the findings of the Growth Forecast and Land Needs Analysis which identified a potential shortfall of land in Limoges under the “high growth” scenario. This finding is of particular importance in view of the decision by Russell Township (Russell) to postpone servicing of the undeveloped portion of the Limoges Urban Policy Area which is located within its boundaries.
- No changes were made to the boundaries of the Limoges, Casselman and St. Isidore Trade and Industry Policy Areas, based on the findings of the Growth Forecast and Land Needs Analysis.

2. SCOPE OF GROWTH MANAGEMENT STRATEGY

Based on the foregoing, this Growth Management Strategy is focussed primarily on the future growth of those portions of the Limoges Urban Policy Area and of the Limoges Trade and Industry Policy Areas which are located within the boundaries of Nation. In the event that Russell decides to participate in the servicing of its undeveloped portions of the Limoges Urban Policy Area and the Trade and Industry Policy Area, it may be necessary to review and update this Growth Management Strategy; however, it is not anticipated that any potential changes to this Strategy will be significant. Rather, it is more likely that the time period in which Limoges reaches its full development capacity will be extended.

While the main focus of this Growth Management Strategy is Limoges, it also includes the Casselman and St. Isidore Trade and Industry Policy Areas as well as the Rural Policy Areas.

3. LIMOGES GROWTH MANAGEMENT STRATEGY

3.1 Limoges Growth Area

The Limoges growth area is comprised of the designated Urban Policy Area and two Trade and Industry Policy Areas. One of the Trade and Industry Policy Areas is located on the east side of Limoges Road, south of Highway 417, and the second is located on the east side of Limoges Road, north of Highway 417 and is bisected by Calypso Street.

3.2 Limoges Growth Management Strategy

The Limoges Growth Management Strategy is composed of three inter-related components, as described below.

Municipal Servicing

The Village of Limoges Potable Water and Wastewater Master Plan to service all of the Limoges Urban Policy Area and all of the Limoges Trade and Industry Policy Areas (in both Nation and Russell) was completed in January 2013, notwithstanding that Russell has postponed servicing of the undeveloped portions of the designated lands within its boundaries. The Limoges Potable Water and Wastewater Functional Design was completed in July 2014. It is anticipated that the Limoges Potable Water and Wastewater Detailed Design for those portions of the designated Limoges Urban Policy Area and the two the Trade and Industry Policy Areas which are located within Nation will be completed by March 2015, with construction anticipated in the 2015-16 period.

Stormwater management plans are prepared for individual development projects; however, abutting land owners within a drainage area are required to co-ordinate plans to create an overall management plan for the drainage area.

The Growth Management Strategy for municipal services is:

- 1. Implement the Village of Limoges Potable Water and Wastewater Master Plan in response to development applications, while facilitating orderly development within both the Urban Policy Area and the Trade and Industry Policy Areas.*
- 2. Once the UCPR Official Plan is approved, update the Village of Limoges Potable Water and Wastewater Master Plan (Municipal Class EA) to include the 80 ha expansion to the Limoges Urban Policy Area. The timing for this update will depend on the rate of future development; however, the Detailed Design of the water and sanitary sewer systems and of stormwater management plans should take the expansion areas into consideration from the outset.*
- 3. Four years in advance of reaching the rated capacity of the wastewater treatment plant, undertake the Municipal Class EA for the Phase 2 expansion of the plant.*
- 4. Continue existing approach to stormwater management.*

Transportation

While there have been extensive discussions as to the future transportation needs of Limoges, no comprehensive transportation plan has been prepared.

The Growth Management Strategy for transportation is:

- 1. Prepare a Transportation Master Plan, including all environmental assessment requirements, in consultation with UCPR, Russell, Ministry of Transportation (MTO) and VIA Rail (VIA), as is required, to include such components as:*
 - Conversion of Limoges Road to a village “mainstreet” north of the Trade and Industry Policy Area where the existing residential development is expected to be converted/re-developed to commercial uses, including such features as sidewalks, shared entrances, on-street parking and cycling;*
 - Access control to the Trade and Industry Policy Area (north of Highway 417) where large scale commercial development (including big box centres) is expected to locate, including internal circulation;*
 - Intersection modifications at Limoges Road and Calypso Street to accommodate future traffic conditions;*
 - Direct on-ramp to westbound Highway 417 from southbound Limoges Road when warranted by future traffic conditions;*
 - Intersection modifications/closures at the Limoges/Main/Des Pins and Limoges/Cambridge/Mabel intersections;*
 - Approval of a third rail crossing and its location and design;*
 - Identification of existing and future collector road network including appropriate cross-section (sidewalks and cycling lanes); and,*
 - Transit service to Ottawa (re-instate bus service or new VIA Rail stop) including Park & Ride and Drop-off facilities.*
- 2. Implement the Transportation Master Plan in stages as warranted by the rate of future development.*

Planning

While considerable effort has been made to integrate new residential subdivision and infill projects into the existing community, there has been no overall planning statement/description as to how Limoges is to be developed as a diverse, fully integrated community. With the planned expansion of the municipal servicing systems which is needed to support continued residential development and with the expectation that significant non-residential development (commercial and industrial) activity will soon follow to compliment and support past and future residential development, it is considered advisable to create a Concept Plan/Official Plan to guide future development in both the designated Limoges Urban Policy Area and the two Trade and Industry Policy Areas. In this regard, there are two options, as follows:

- The Concept Plan is an “informal” document which is approved by Council, but not adopted under the Planning Act; nonetheless, it should be prepared with the same level of public consultation as is required for an Official Plan. The Concept Plan can be more detailed and descriptive than an Official Plan since it does not require a formal Official Plan Amendment process to deviate from it should it be considered appropriate in response to a particular development application.
- The Official Plan is a formal document which is adopted by Council and approved by the UCPR. The Official Plan will often be less detailed and descriptive, and more flexible than the Concept Plan since it requires a formal Official Plan Amendment process to deviate from it.

Regardless of the approach chosen, the Plan should serve as the basis for infrastructure and development approval decisions.

The Growth Management Strategy for planning is:

1. *Prepare and adopt a Concept Plan/Official Plan, including map and associated development criteria, to guide future development in both the designated Limoges Urban Policy Area and the two Trade and Industry Policy Areas, to include such components as:*
 - *A Mainstreet district along Limoges Road intended for commercial and mixed use development, including access control, parking, types of uses, etc.;*
 - *A Core district in the older part of Limoges along the side streets connecting to the Mainstreet district where (1) commercial and mixed use development can extend from Limoges Road and (2) where residential intensification can be accommodated due to large lot sizes;*
 - *Definition of the appropriate uses for the Trade and Industry Policy Area north of Highway 417, primarily as a commercial centre along Limoges Road, including access control to Limoges Road and interior traffic circulation, with the more traditional business park and industrial uses to be located in the eastern portion of this area and in the Trade and Industry Policy Area south of Highway 417;*
 - *Location of the proposed major community facility (10 to 15 acres);*
 - *Conceptual school location(s);*
 - *Residential districts including locational requirements for medium and high density residential uses and for permitted non-residential uses such as convenience commercial uses and churches;*
 - *Parkland, including conceptual location of local parks and footpaths in future residential areas;*

- *Relevant components of the Village of Limoges Potable Water and Wastewater Master Plan, including staging, as well as a description of stormwater management requirements;*
 - *Relevant components of the Transportation Master Plan, including road profile and access control for Limoges Road, the collector road network (with road profile and access control), intersection modifications, potential transit service, etc.; and,*
 - *Review and update the Zoning By-law (text and schedule), as appropriate, to reflect the Concept Plan/Official Plan.*
2. *Maintain close liaison with the land owners and UCPR economic development and tourism agencies to identify and facilitate industrial, commercial and institutional (ICI) development proposals in accordance with the Concept Plan/Official Plan.*

4. CASSELMAN AND ST. ISIDORE TRADE AND INDUSTRY POLICY AREAS

The primary intent of the Casselman and St. Isidore Trade and Industry Policy Areas is to accommodate industrial development, such as storage, warehousing, contracting and transportation uses, which require large sites but do not require full municipal services. The intent is to partially service these areas with municipal water supply and individual sanitary sewer services. Stormwater management is intended to be implemented on a site-by-site basis; however, integrated stormwater management systems may be required in circumstances where there is more than one development proposal within a drainage area.

There is insufficient recent development activity in these areas upon which to predict future development activity and to guide the timing for implementing the proposed municipal water supply system. As a consequence, the management strategy for these areas is less definitive.

The Growth Management Strategy for the Casselman and St. Isidore Trade and Industry Policy Areas is:

1. *Maintain close liaison with property owners to determine potential development plans as far in advance as possible, recognizing the time that is needed to construct the proposed municipal water supply systems and that some early development may need to be initially serviced by private wells pending construction of the municipal water supply system(s).*
2. *Maintain close liaison with the UCPR economic development and tourism agencies to identify and facilitate development proposals.*
3. *Initiate the Class EA process to confirm the proposed municipal servicing strategy, recognizing that construction of the preferred solution must be started within five years of completing the Class EA, otherwise the Class EA will need to be updated.*
4. *In the St. Isidore Trade and Industry Policy Area it may be necessary to impose access restrictions due to limited site lines.*
5. *Review and update the Zoning By-law (text and schedule), as appropriate.*

5. RURAL POLICY AREAS

Most of the Rural Policy Area lands is located in the western part of the municipality and includes the Larose Forest. In addition, there are Rural Policy Area lands adjacent to portions of the Alfred Bog and in

small scattered areas throughout the central and eastern portions of the municipality with many of these smaller areas located on the approach roads to Urban and Community Policy Areas.

As described above, the Rural Policy Areas are not intended to be the focus of future development. However, they may be subject to development pressures, particularly in the western part of the municipality because of the proximity to Ottawa and Highway 417, and on the on the approach roads to Urban and Community Policy Areas throughout the municipality, resulting in unsightly strip development which is not consistent with the traditional rural landscape.

The Growth Management Strategy for the Rural Policy Areas is:

- 1. Protect the natural and cultural heritage features of Nation by:*
 - Limiting rural residential development, particularly subdivision development, in accordance with the PPS 2014; and,*
 - Directing commercial and industrial uses such as transportation, storage, manufacturing and automotive uses which are not traditional rural uses to the designated Trade and Industry Policy Areas.*
- 2. Review and update the Zoning By-law to eliminate those uses which are not appropriate in the Rural Policy Areas and to include uses that promote agricultural diversity (e.g., wine industry), and agri-tourism.*

Appendix B

Asset Management Strategy

1. INTRODUCTION

1.1 Scope of Asset Management Strategy

By way of context, the scope of this Asset Management Strategy can be summarized as follows:

- It excludes roads, bridges, culverts and municipal services (water and wastewater) since these are included in *The Asset Management Plan For The Nation Municipality*; however, certain related facilities (for example, public works yards) are included in this Strategy.
- Notwithstanding the foregoing, however, implementation of the *Village of Limoges Potable Water and Wastewater Master Plan* (Delcan, January 2013) is an essential first step of this asset Management Strategy since it is a pre-requisite to accommodating the future growth of Limoges, as projected under the UCPR Official Plan.
- It includes existing municipal facilities (for example, expansion of the Municipal Offices) as well as those new growth-related municipal facilities (for example, the proposed Limoges Recreation/Community Facility) which had been previously planned under the Nation Development Charges By-law (DC By-law), and which are required to maintain the level-of-service as established under the DC By-law. Finally, it includes existing facilities for which no projects (upgrade, expansion, replacement, etc.) had been identified under the current DC By-law, but which are now required in order to meet projected future needs.
- It excludes any future municipal facilities which would add a new service or increase the level-of-service beyond that which had been planned for under the current DC By-law, since these are considered to be new initiatives not yet planned or approved by Council, notwithstanding that such new initiatives may be implemented in future in response to the Implementation Actions contained in the Strategic Plan.

1.2 Planning Horizon

This Asset Management Strategy, although forming part of the Nation Municipality Strategic Plan 2034, sets out the strategy for managing existing and planned municipal facilities over the next 10 years, to the planning horizon of 2024. The rationale for this is that the facilities which are included in this Strategy are those which already exist, as well as those which had been planned under the current DC By-law in order to maintain level-of-service in response to projected future growth. As described below, the management strategy for these existing and planned facilities are intrinsically inter-related.

1.3 Methodology

At the outset of the strategic planning process, municipal staff was asked to:

- review all of the individual projects which are planned under the current DC By-law in the context of an overall, comprehensive asset management strategy in order to determine whether there is a more cost-effective way of providing the planned projects while, at the same time, retaining or maximizing the use of existing facilities; and,

- comment or make recommendations with respect to other existing municipal facilities in terms of their continued need and whether improvements/re-purposing/disposal should be considered.

This process has resulted in a re-configuration of some of the major DC By-law projects in order to better utilize existing assets. The re-configuration of projects is possible as a consequence of the “domino effect” caused by changes to two of the major DC By-law projects, as described below.

2. ASSET MANAGEMENT STRATEGY

2.1 Introduction

The following are the major projects (excluding minor upgrades to existing municipal facilities) which were identified in the current DC By-law as being required in order to maintain level-of-service for the current and future population of Nation over the 10-year planning period allowed under the Development Charges Act¹:

- Administration: Expansion to Municipal Offices and related renovations and equipment
- Library: St. Albert (new)
St. Isidore (new)
Limoges (re-locate to Annex; however, Annex is no longer available)
- Recreation: Limoges Park and Rodolphe Latreille Park/Pavilion
Limoges Community/Recreation Centre and Savage St. Park (new)
Improvements to St. Isidore Arena
- Public Works: Expansion of garage at Municipal Offices
- Fire Protection: Limoges Fire Hall (new)
St. Albert Fire Hall (expansion)
St. Isidore Fire Hall (expansion)

As noted above, there are various other minor projects which are also required in order to maintain level-of-service in existing facilities and which were identified in the current DC By-law. As well, there are other existing facilities for which no projects had been identified under the current DC By-law, since no projects were needed to maintain existing level-of-service. All of these facilities are also included within the scope of this Asset Management Strategy.

New projects which are identified in any of the Strategic Plan Implementation Actions and which result in a new level-of-service are not included in this Strategy, unless they are to be accommodated in existing municipal facilities.

2.2 Asset Management Strategy

The following is the Asset Management Strategy arising from the initial staff review described in Section 1.3 above, and on the subsequent strategic planning process, including the consultation component.

¹ Some growth-related projects have longer planning horizons but these are not applicable to Nation.)

This Strategy does not include parkland acquisition and development which arises from new subdivision development (primarily in Limoges).

2.2.1 Primary Project

- *implement the Village of Limoges Potable Water and Wastewater Master Plan as a pre-requisite to accommodating projected future growth, most of which is planned for the designated Limoges Urban Policy Area and the two Limoges Trade and Industry Policy Areas. (This project is not included in the DC By-law growth-related projects because it is funded under separate service area charges, as opposed to the municipal-wide DC By-law funding for all other projects.)*

2.2.2 Re-configured Major DC By-law Projects

- *construct a new St. Isidore Fire Hall and vacate the existing St. Isidore and Fournier Fire Halls*
- *expand the St. Isidore Library into the existing St. Isidore Fire Hall*
- *St. Isidore Arena to occupy the existing St. Isidore Public Works Garage (storage and equipment)*
- *vacate the Public Works Garage at the Municipal Office in Casselman and re-locate to a new Public Works Garage on Pomainville Road*
- *vacate the Fire Hall in Fournier and expand the Public Works Garage into the vacated space (including segregation of the South Plantagenet Community centre from the Public Works Garage)*
- *expand the Municipal Office in Casselman (including re-location of Archives) into the vacated Public Works Garage*
- *construct a new Library in St. Albert (no change)*
- *construct new St. Albert Fire Hall and new St. Albert Library, preferably with the Community Centre*

2.2.3 Other Major DC By-law Projects

- *construct new Limoges Recreation/Community Facility*
- *complete Limoges, Rodolphe Latreille and Savage Street Parks*
- *re-locate the Limoges Library to the new Limoges Recreation/Community Facility*

2.2.4 Minor DC By-law Projects

The remaining DC By-law projects consist primarily of relatively minor improvements to other existing facilities, such as community centres, and are not affected by the major projects listed above. Typically, these projects would be undertaken as time and budget permits, without impeding the major projects.

2.2.5 Implementation Strategy

Context

There are three factors to be considered in implementing the above projects.

1. *The existing water supply and sanitary sewage systems in Limoges are at or near capacity. Implementation of the Village of Limoges Potable Water and Wastewater Master Plan is a pre-requisite for accommodating projected future growth.*
2. *On one hand, the greatest need in terms of local facilities to serve the social, economic and cultural needs of existing and future residents is in Limoges, where most of the current and planned future development in Nation will take place. Thus, Limoges should be a high priority for the planned DC By-law projects. At the same time, however, there is an expected lull in further development activity in Limoges, pending implementation of the Village of Limoges Potable Water and Wastewater Master Plan,*

and this potentially allows some needed projects to be postponed until such time as development resumes.

- 3. On the other hand, the proposed new St. Isidore Fire Hall is the first project that will create the “domino effect” which is needed to allow many of the other DC By-law projects to be undertaken in the eastern and central parts of Nation. Consequently, this project is also a high priority; however, it can also be postponed until such time as the Casselman Public Works Garage needs to be re-located in order to allow the Municipal Offices to be expanded.*

Strategy

Given the foregoing, this Asset Management Strategy is founded on the sequential initiation of projects as follows.

- implement the Village of Limoges Potable Water and Wastewater Master Plan.*
- acquire the site and construct the new Limoges Recreation/Community Centre, but do so as a long term staged project which would consist of: (1) an initial community centre and library as the first phase, followed by staged additions comprising (2) outdoor sports and recreation facilities such as soccer field, winter sports dome, other playground/sports facilities, as demand dictates, (3) building expansions to include such facilities as seniors centre, fitness centre, meeting/conference rooms, etc., as demand dictates, and (4) project completion with a major addition to add an arena/pool, as demand dictates.*
- construct the new St. Isidore Fire Hall.*
- determine the timing/need for the expansion of the Municipal Offices into the Public Works Garage and implement.*
- schedule and undertake all of the other DC By-law projects, most of which are relatively minor, as budgets permit.*

2.5 Potential Surplus Assets and Disposal

Under the foregoing Asset Management Strategy, the following assets could be considered surplus to current and future needs. The following assets should be considered for disposal:

- St. Albert Library (located in School).*
- St. Albert Fire Hall (if it is replaced by a new Fire Hall).*
- Limoges properties (4 vacant properties) should not be disposed of until the Growth Management Strategy has been completed and the potential need/use of these properties has been determined.*
- 5021 County Road 10 is in an isolated location and serves no purpose, and should be disposed of.*
- Forest Park undeveloped parkland (Typically, large-lot rural subdivisions do not require neighbourhood parkland, unless there are a number of such subdivisions located in close proximity to each other that require a larger-scale facility. Consider sale/disposal as a small-scale residential project by extending the road to a cul-de-sac and by servicing lots of a similar size in order to maintain character of existing community.)*
- All other properties not specifically referred to herein, including Forest Park Park, Lavigne Park, Village Gagnon Park, St Rose de Prescott Park, etc., should be retained. (These properties are relatively low-cost in terms of maintenance, are required to maintain existing level of service, and may be useful in terms of meeting some of the Implementation Actions of the Strategic Plan related to promoting tourism and agricultural diversity.)*