

2015 Employment Lands Review

Open House Presentation
September 29, 2016

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Policy Development and Urban Design



Overview

- Study Background and Purpose
- Policy Context and Employment Growth of Ottawa
- Supply and Demand Results
- Amendments
 - Employment and Enterprise Area designations
 - Employment Area permissions
 - “One City” Perspective
 - Rural Employment and Servicing
- Next Steps

Background

- Council motion in November 2013 to undertake an Employment Lands Review as part of the adoption of Official Plan Amendment 150, the last comprehensive review of the Official Plan.
- The consulting team of Hemson Consulting, Urban Strategies and Stantec Consulting were retained in the fall of 2014.
- The review included sponsor Councillors, Industry and Federal Government representatives and a diverse stakeholder group.
- A draft report was completed in the spring of 2016. Comments from the above groups were received, reviewed and a Final report was completed in the summer of 2016.

Policy Context

Employment Lands/Areas:

- Industrial Business Parks and High-Tech campuses

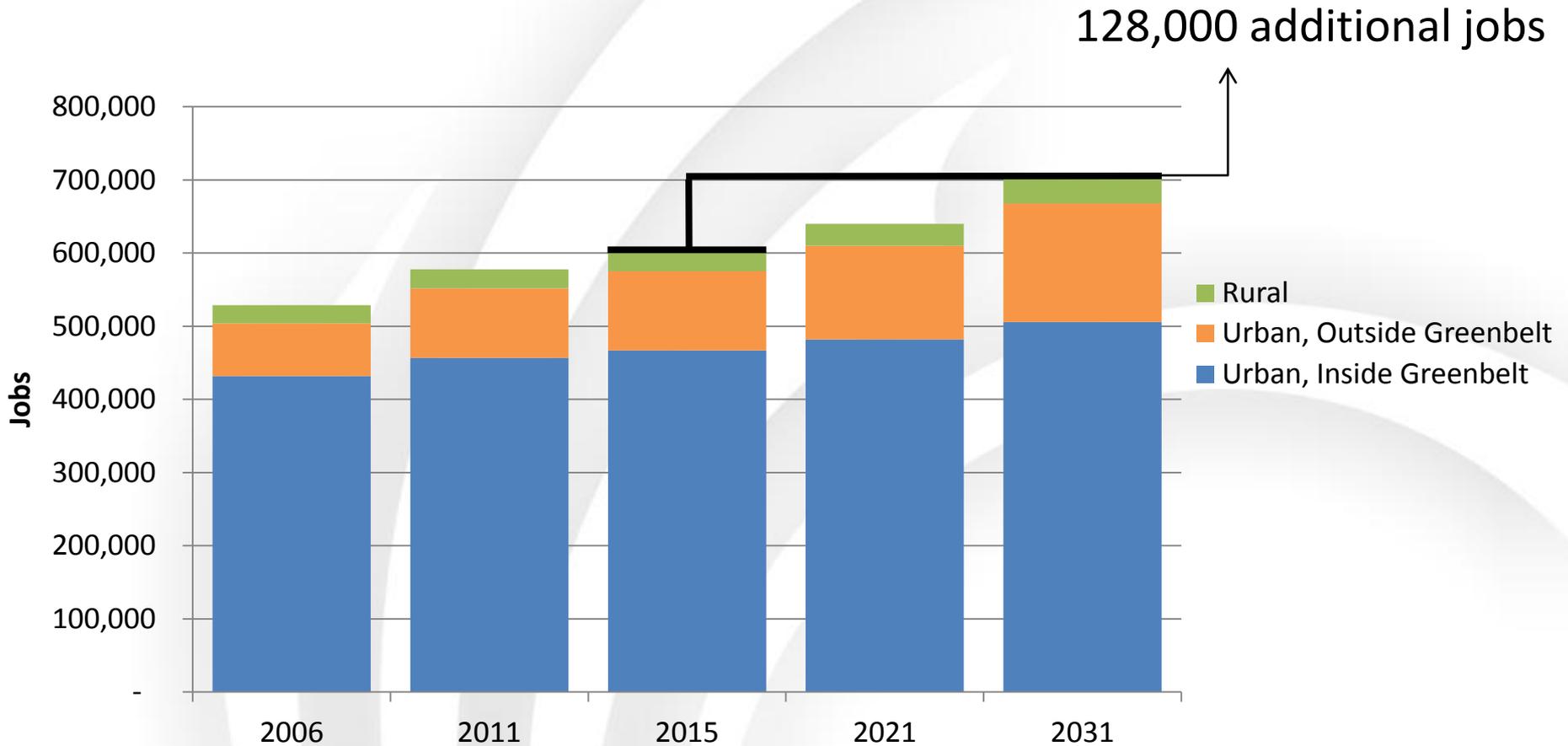
Provincial Policy Statement:

- Plan for and Protect Employment Areas
- Maximum Planning Horizon is 20 years: 2036
- Can convert employment use to non-employment use only through a comprehensive review

Ottawa Official Plan – Growth Management:

- Ensure sufficient Employment Lands supply
- Planning Horizon: 2031
- Target of 1.3 jobs per household in each urban community

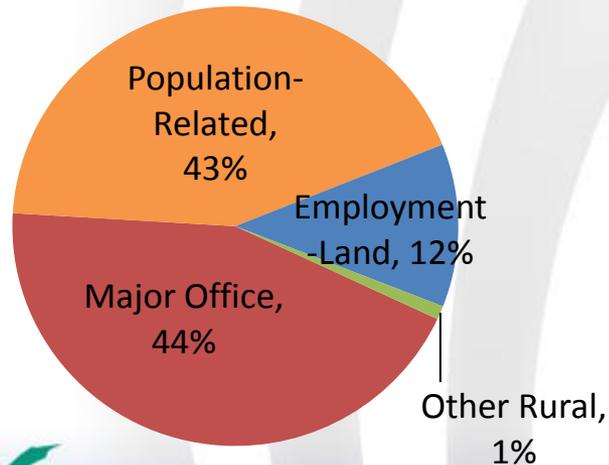
Official Plan Employment Projection to 2031



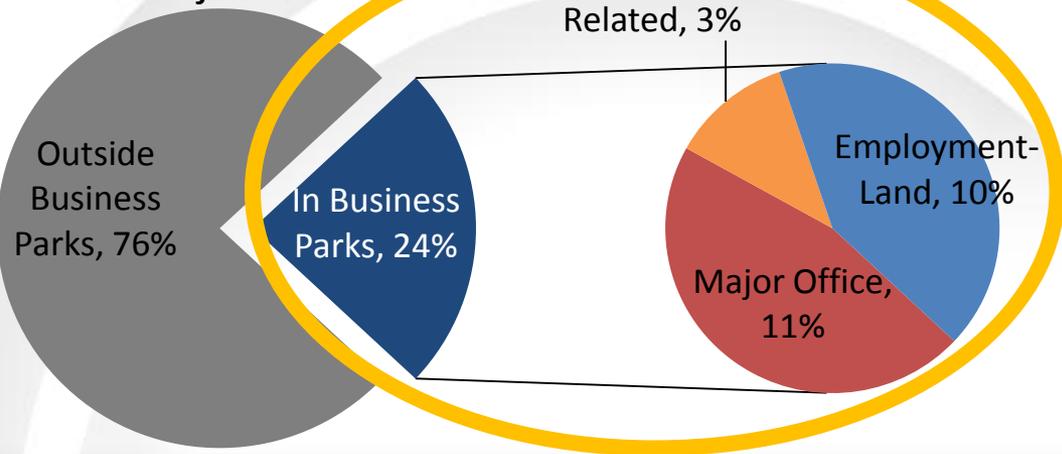
Employment Categories and Growth

Major Office	Population-Related	Employment-Land	Rural-Based
Federal	Retail, Grocery	Manufacturing	Agriculture
Non-Federal	Restaurant	Warehouse	Aggregates
High-Tech	Health/Medical	Distribution	Waste Mngmt
	Hair, Daycare	Construction	

% of job growth to 2031



% of land for new jobs



Ensure sufficient vacant land to accommodate 24% of job growth.

Employment and Enterprise Areas – Permitted Uses

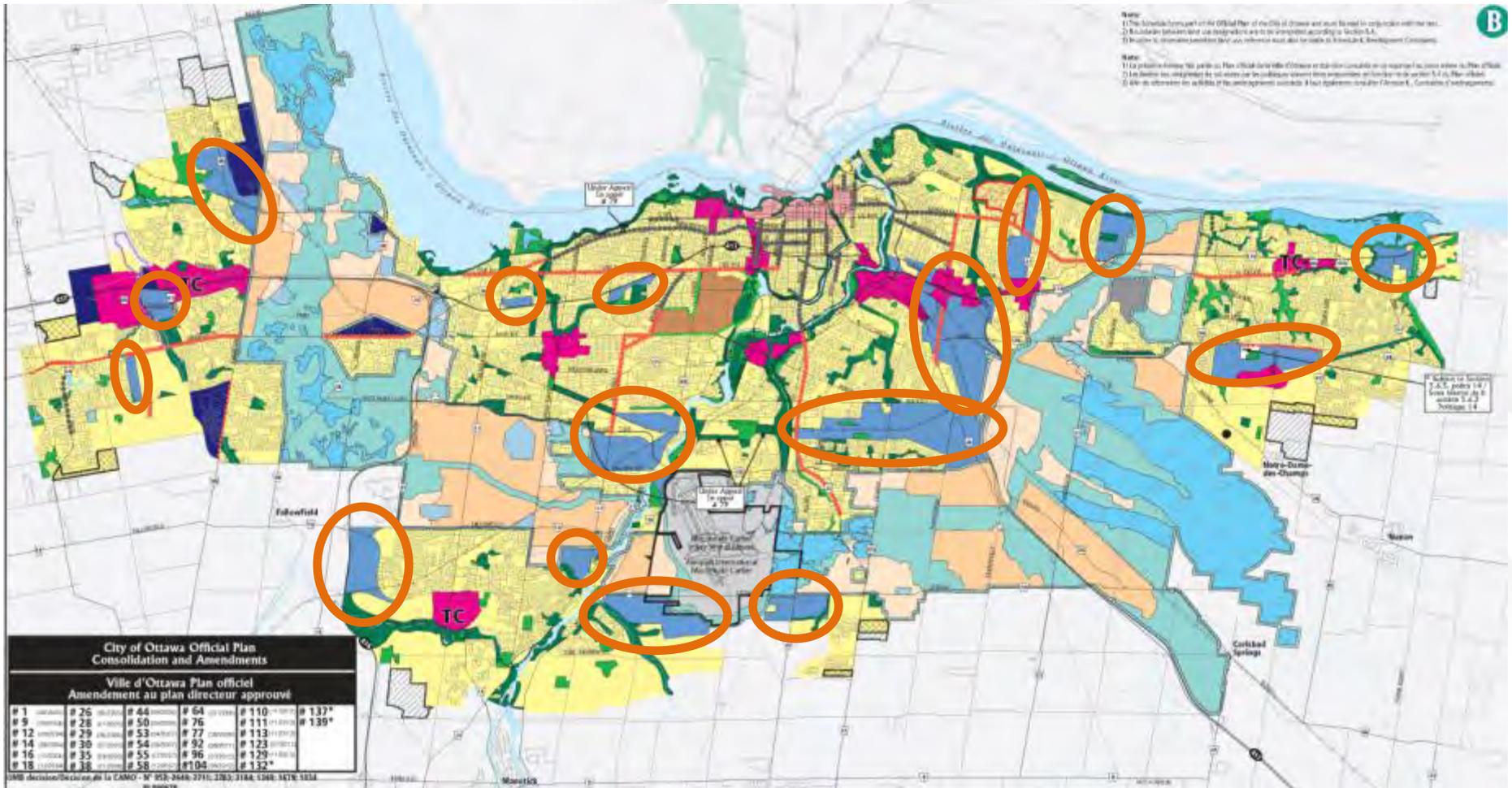
Employment Areas:

- Industrial, R&D
- Office
- Outdoor storage and display
- Ancillary uses – recreational, daycare, service commercial
- Secondary showrooms

Enterprise Areas:

- Same employment uses permitted as in Employment Areas
- Limited townhouse and/or apartment buildings
- Minimum 50% of the land for employment
- Jobs at higher densities

Official Plan Employment Areas

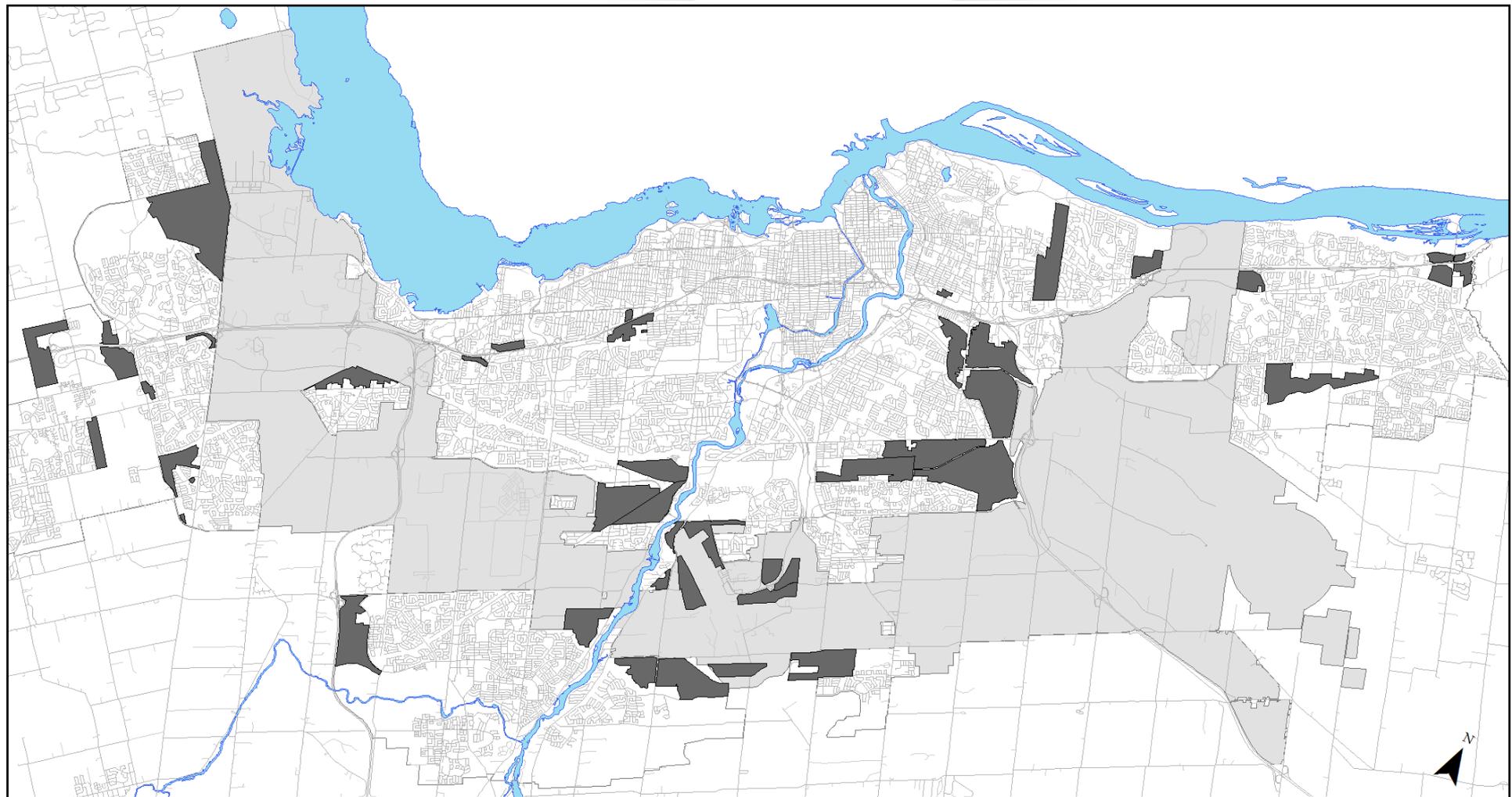


Employment Area



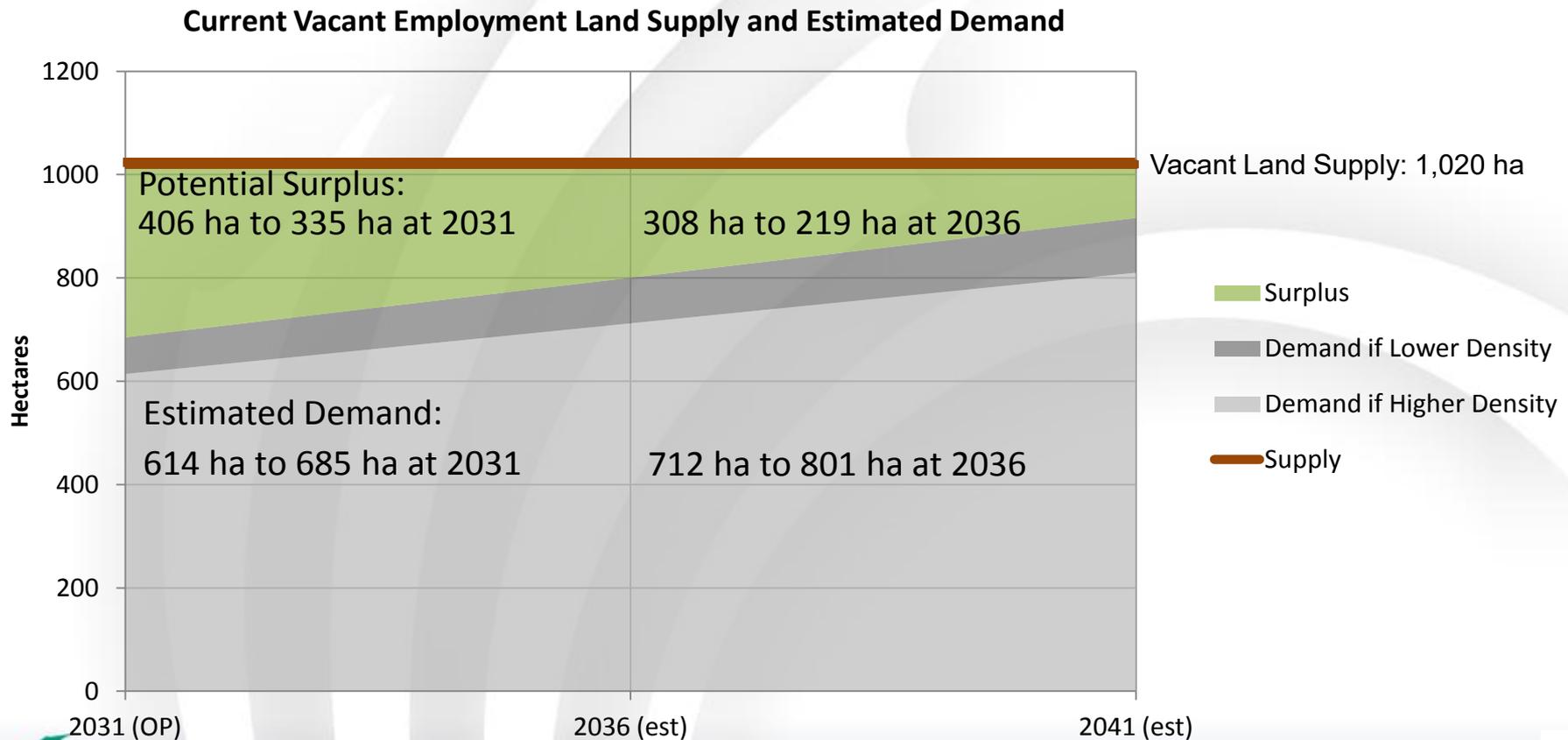
Enterprise Area

Employment Lands Reviewed



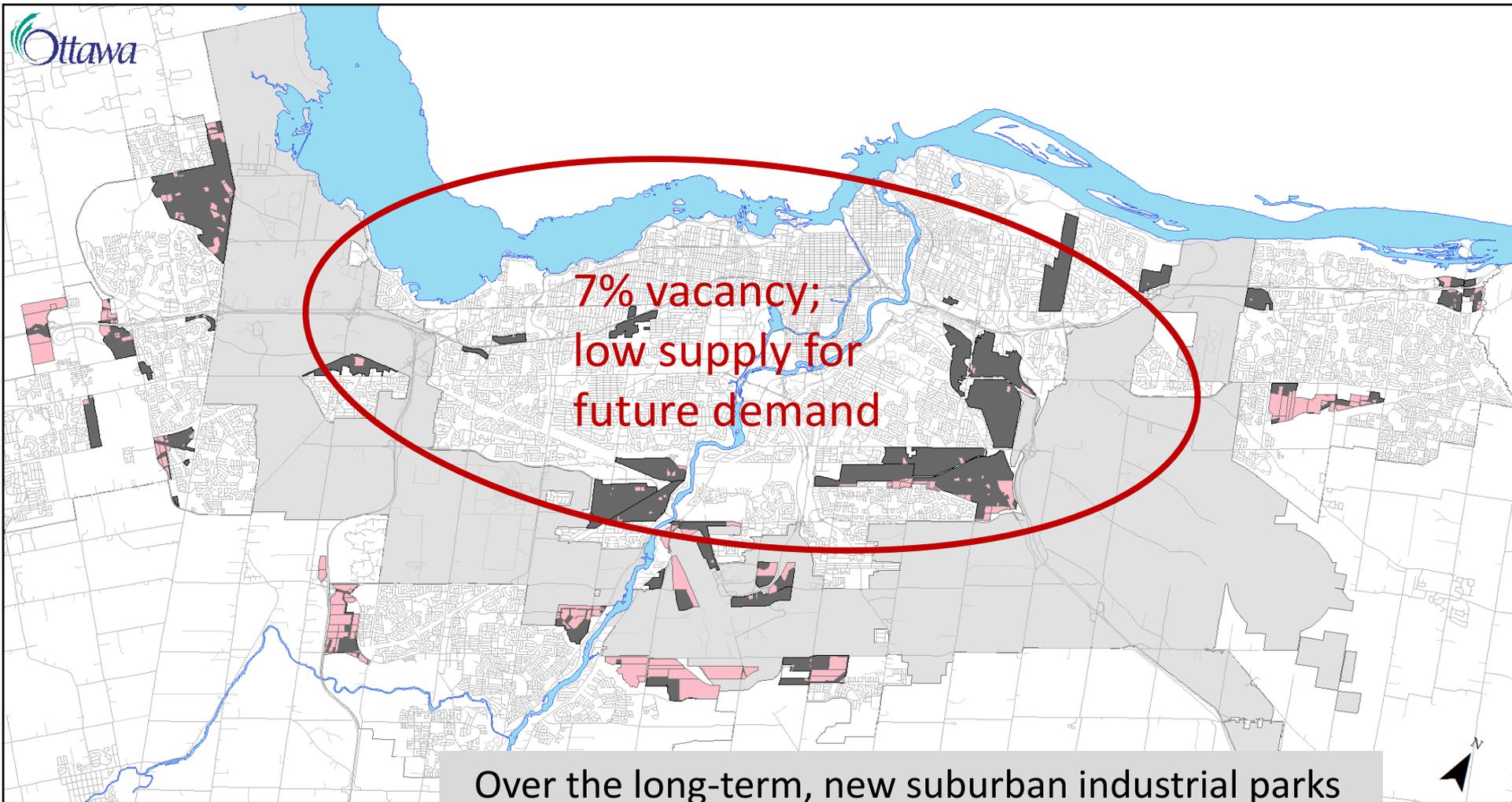
Supply Demand Results

Demand: 24% of new Employment Land jobs by 2036 is approx. 36,000+ jobs.
 Current Vacant Supply: 1,020 hectares



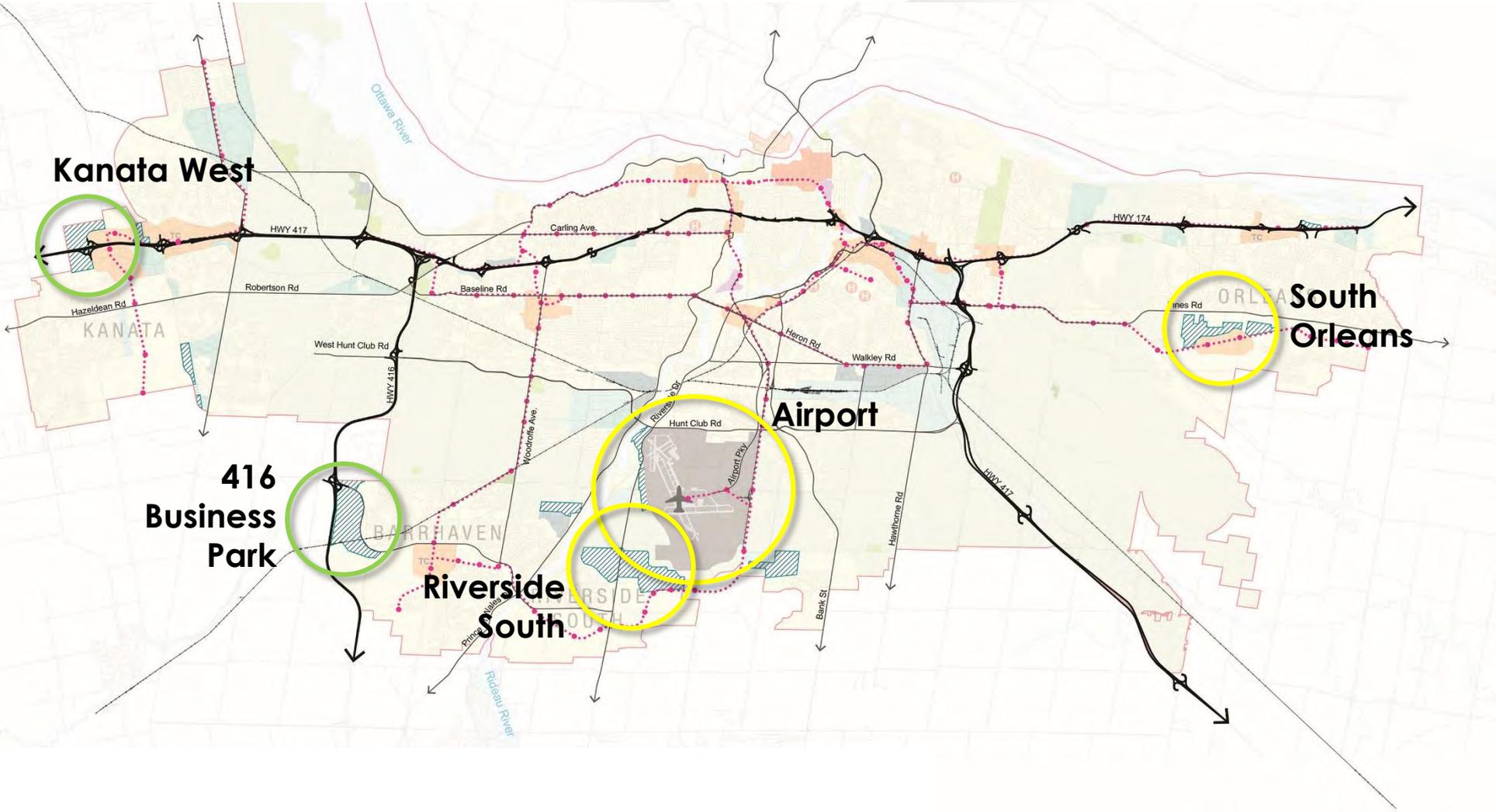
The Official Plan provides employment projections to 2031. The 2036 and 2041 demand is based on the consultants' estimates.

Designated Employment Areas inside the Greenbelt are almost filled up.



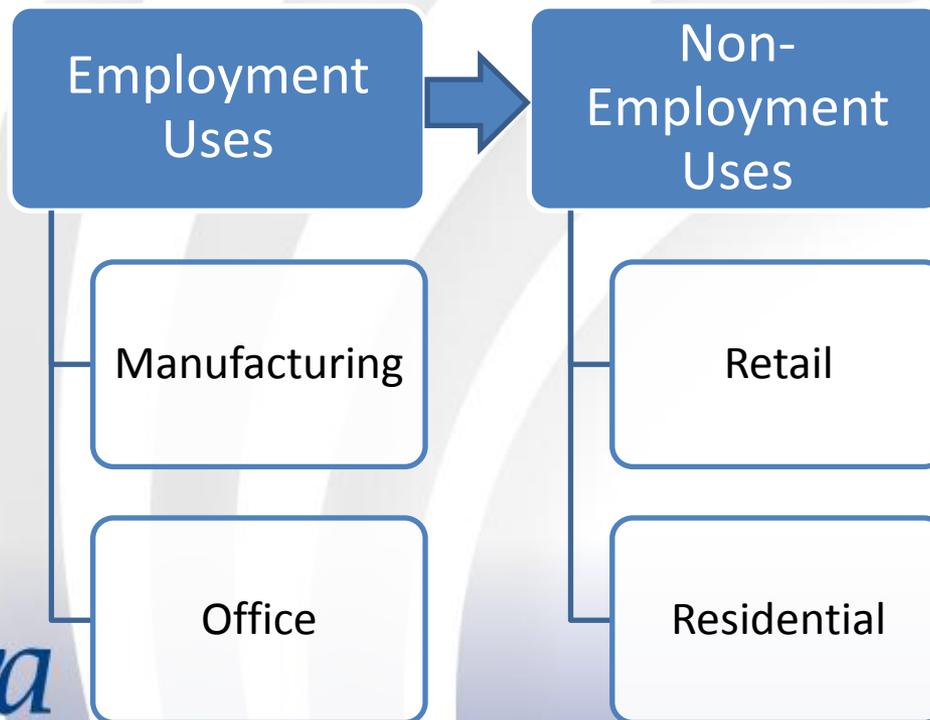
Over the long-term, new suburban industrial parks with good highway access likely will be needed.

Some planned Employment Areas are well positioned to attract employment. Others face access challenges.



Supply Demand Summary

- Ottawa has more supply than needed for the next 20 years.
- Some of the supply are not in ideal locations.
- Some of the supply will likely remain vacant over the long-term.
- Possibility of converting some supply to a non-employment use:



Candidate Conversion Areas

When proposing a land use designation change from Employment Area to non-employment, a **Comprehensive Review** will be undertaken, consistent with the Provincial Policy Statement and Ottawa Official Plan.

Such a review should demonstrate:

1. the employment land is not required for employment purposes over the long term; and
2. there is a need for conversion.

Proposed Official Plan Re-designations
(Incorporating OPA 150 Re-designations)

- Re-designate to General Urban Area
- Re-designate to Employment Area
- Re-designate to Employment Area w/ Site-Specific Policy
- Retain Employment Area Designation
- Re-designate to Mixed Use Centre
- Re-designate to Greenbelt
- Re-designate to Arterial Mainstreet



416 Business Park / CitiGate

South Orléans Industrial Park

Albion-Leitrim Industrial Area

Riverside South Business Park

City of Ottawa Official Plan Consolidation and Amendments

Ville d'Ottawa Plan officiel Amendement au plan directeur approuvé

# 20	# 21	# 22	# 23	# 24	# 25	# 26	# 27	# 28	# 29	# 30	# 31	# 32	# 33	# 34	# 35	# 36	# 37	# 38	# 39	# 40	# 41	# 42	# 43	# 44	# 45	# 46	# 47	# 48	# 49	# 50	# 51	# 52	# 53	# 54	# 55	# 56	# 57	# 58	# 59	# 60	# 61	# 62	# 63	# 64	# 65	# 66	# 67	# 68	# 69	# 70	# 71	# 72	# 73	# 74	# 75	# 76	# 77	# 78	# 79	# 80	# 81	# 82	# 83	# 84	# 85	# 86	# 87	# 88	# 89	# 90	# 91	# 92	# 93	# 94	# 95	# 96	# 97	# 98	# 99	# 100	# 101	# 102	# 103	# 104	# 105	# 106	# 107	# 108	# 109	# 110	# 111	# 112	# 113	# 114	# 115	# 116	# 117	# 118	# 119	# 120	# 121	# 122	# 123	# 124	# 125	# 126	# 127	# 128	# 129	# 130	# 131	# 132	# 133	# 134	# 135	# 136	# 137	# 138	# 139	# 140	# 141	# 142	# 143	# 144	# 145	# 146	# 147	# 148	# 149	# 150
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Official Plan - Schedule B Urban Policy Plan
Plan officiel - Annexe B Plan des politiques en milieu urbain

Prepared by: Planning and Growth Management Department, Mapping & Graphics Unit
Préparé par: Service de l'urbanisme et de la gestion de la croissance, Unité de la cartographie et des graphiques

General Urban Area	Zone urbaine générale	Enterprise Area	Secteur d'entreprises	Urban Natural Features	Caractéristiques naturelles zone urbaine
Urban Expansion Study Area	Zone d'étude d'expansion urbaine	Natural Environment Area	Zone écologique naturelle	Landscape Resource Area	Zone de ressources paysagères
Central Area	Zone centrale	Agricultural Resource Area	Zone de ressources agricoles	Significant Wetlands	Ternes humides d'importance
Town Centre	Centre ville	Agricultural Research Area	Zone de recherche agricoles	Central Experimental Farm	Parc expérimental central
Traditional Mainstreet	Rue principale traditionnelle	Macdonald-Carter International Airport	Aéroport International Macdonald-Carter	Greenbelt Boundary	Limite de la Ceinture de verdure
Arterial Mainstreet	Avenue principale	Greenbelt Employment and Institutional Area	Zone d'emploi et d'équipement collectif de la Ceinture de verdure	Solid Waste Disposal Site	Site d'enfouissement des déchets solides
Mixed Use Centre	Centre poly-usage	Employment Area	Secteur d'emploi	Lands leased by the Ottawa International Airport Authority	Terrains loués par l'Administration de l'Aéroport International d'Ottawa
Carp River Restoration Policy Area Overlay	Zone sous-jacente de restauration de la rivière Carp	Greenbelt Rural	Ceinture de verdure - secteur rural		
Developing Community	Communauté en développement	Major Open Space	Grand espace vert		
Developing Community (Expansion Area)	Communauté en développement (zone d'expansion)				

Candidate areas collectively are 165 ha.

With an estimated surplus of at least 219 ha at 2036 these areas are not needed for the next 20 years.



Enterprise Areas

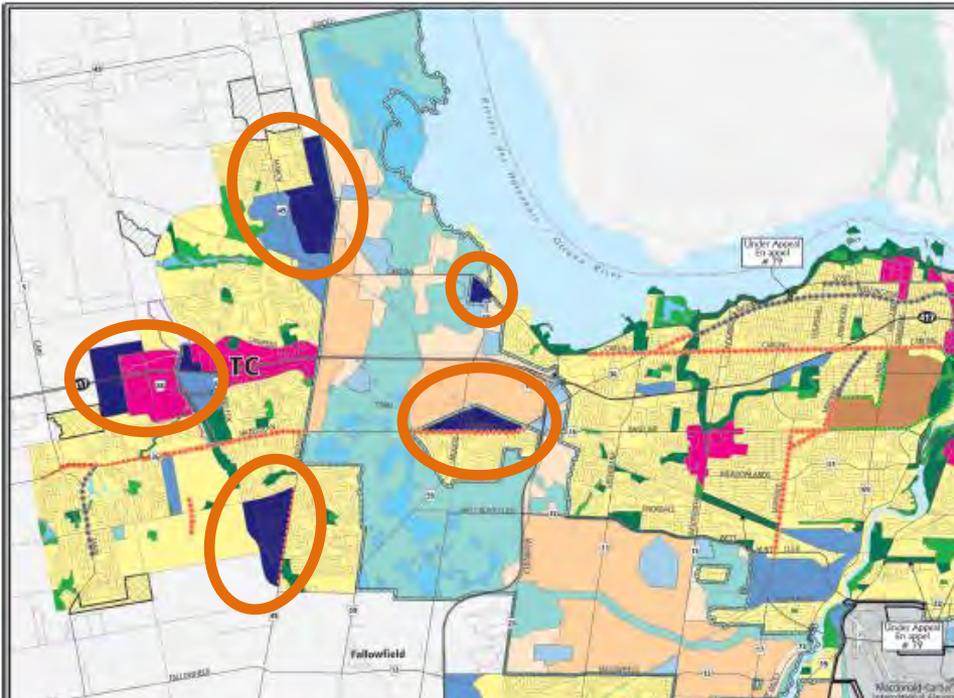
- Permits both employment and residential uses.
- Intended to be well integrated



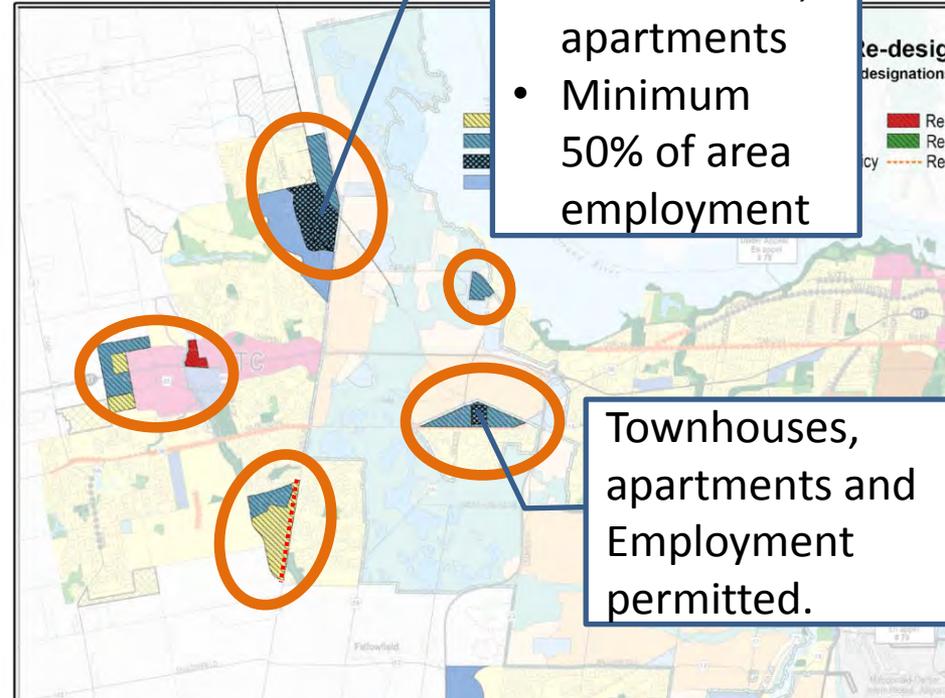
- Rather the uses have become segregated.
- There continues to be confusion on how to determine the amount of land devoted to either use.

Enterprise Area Re-designation

Existing



Proposed



- Permit townhouses, apartments
- Minimum 50% of area employment

Townhouses, apartments and Employment permitted.

- Replace the Enterprise Area designation with land uses that correspond to the most appropriate designation.
- Establish boundaries or site specific policies that clarify the extent of the land uses.

City of Ottawa Official Plan Consolidation and Amendments

Ville d'Ottawa Plan officiel Amendement au plan directeur approuvé

# 1 (06/2002)	# 44 (05/2006)	# 110 (11/2012)	# 168 (04/2018)
# 9 (07/2002)	# 50 (06/2008)	# 111 (11/2012)	
# 12 (05/2004)	# 53 (04/2007)	# 113 (11/2012)	
# 14 (09/2004)	# 54 (06/2007)	# 123 (07/2013)	
# 16 (11/2004)	# 55 (07/2007)	# 129 (11/2013)	
# 18 (12/2004)	# 58 (10/2008)	# 131 (03/2016)	
# 26 (06/2009)	# 64 (07/2008)	# 132 (04/2016)	
# 28 (07/2009)	# 76 (03/2009)	# 137*	
# 29 (08/2009)	# 77 (04/2009)	# 139 (10/2016)	
# 30 (07/2009)	# 92 (04/2011)	# 155 (10/2016)	
# 35 (09/2009)	# 96 (05/2012)	# 158 (06/2016)	
# 38 (11/2009)	# 104 (06/2012)	# 160 (10/2016)	

OTH decision/Décision de la CAMG - N° 952, 2648, 2731, 2762, 3184, 1369, 1675, 1934, PL020676, PL148303

Official Plan - Schedule B Urban Policy Plan
 Plan officiel - Annexe B Plan des politiques en milieu urbain

Prepared by: Planning and Growth Management Department, Mapping & Graphics Unit
 Préparé par: Service de l'urbanisme et de la gestion de la croissance, Unité de la cartographie et des graphiques

General Urban Area	Zone urbaine générale	En
Urban Expansion Study Area	Zone d'étude d'expansion urbaine	En
Central Area	Zone centrale	Natural Environ
Town Centre TC	Centre ville	Agricultural Re
Traditional Mainstreet	Rue principale traditionnelle	Agricultural Re
Arterial Mainstreet	Artère principale	Macdonald-Carter Internatio
Mixed Use Centre	Centre polyvalent	Greenbelt Employment and Inst
Waterfront	Zone sous-jacente de restauration de la rivière Carp	Empl
Developing Community (Expansion Area)	Communauté en développement (zone d'expansion)	Gre
		Major

Official Plan - Schedule B Urban Policy Plan
 Plan officiel - Annexe B Plan des politiques en milieu urbain

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Developing Community (Expansion Area)	Communauté en développement (zone d'expansion)	Major

Ancillary Uses

- An ancillary use is a use that is additional, secondary, or complementary to a principal permitted use, such as a bank, convenience store or restaurant.
- Additional clarity on ancillary use permissions was requested throughout the process.

Recommendation:

- An ancillary use capped to 750 square metres of gross floor area.

Planning Committee Motion:

- Zoning implementation to review appropriateness of ancillary uses in more detail.

Institutional Uses

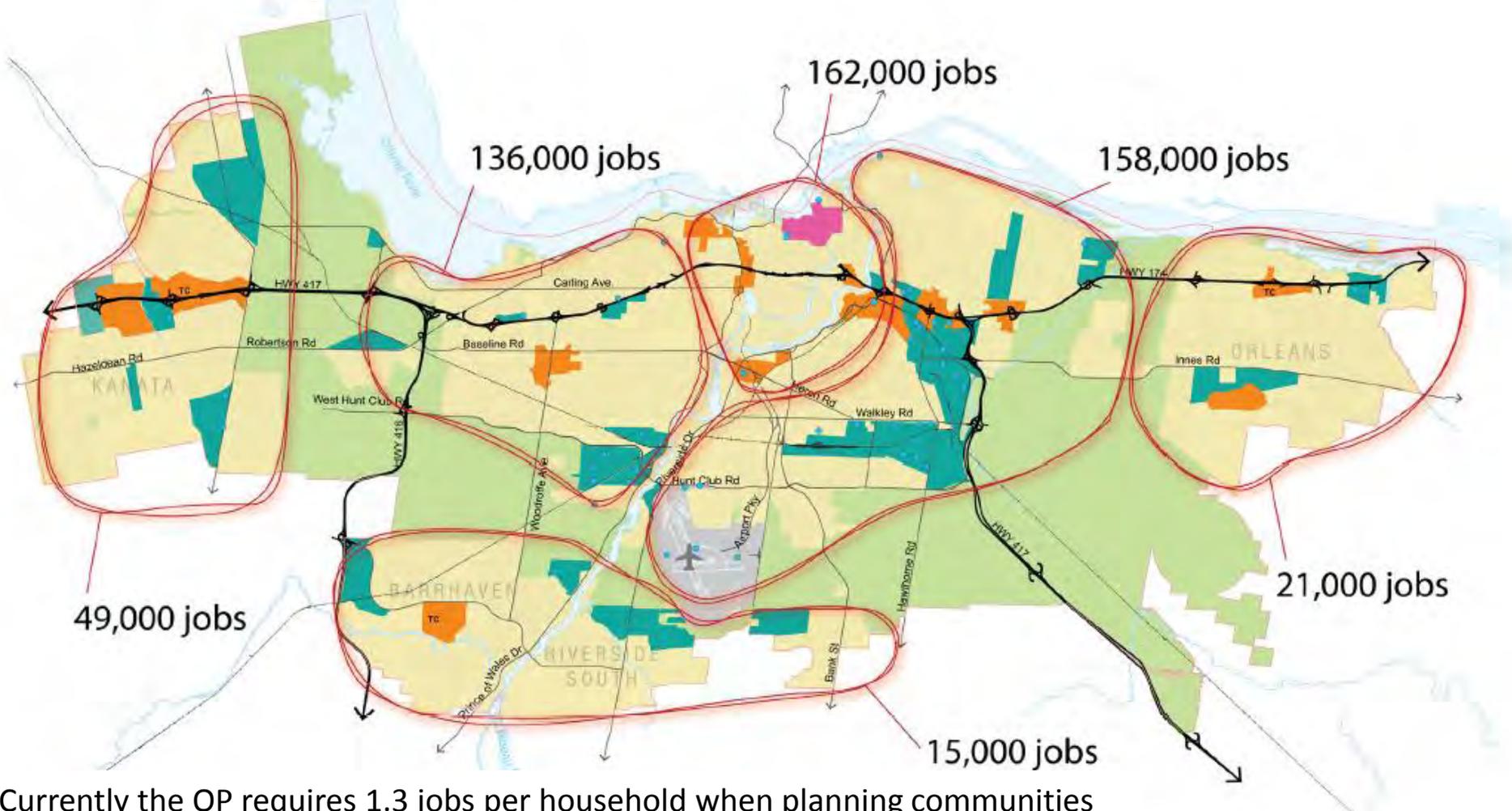
Clarity was also requested with respect to Institutional uses:

- are all institutional uses permitted, or
- only those that meet the objectives of the Employment Area designation?

Recommendation:

- Permit institutional uses that complement and are compatible with industrial and other Employment uses, such as colleges.
- Low density institutional uses such as community centres, daycares and places of worship may be permitted if no issues with compatibility and subject to a zoning by-law amendment.

One City Perspective

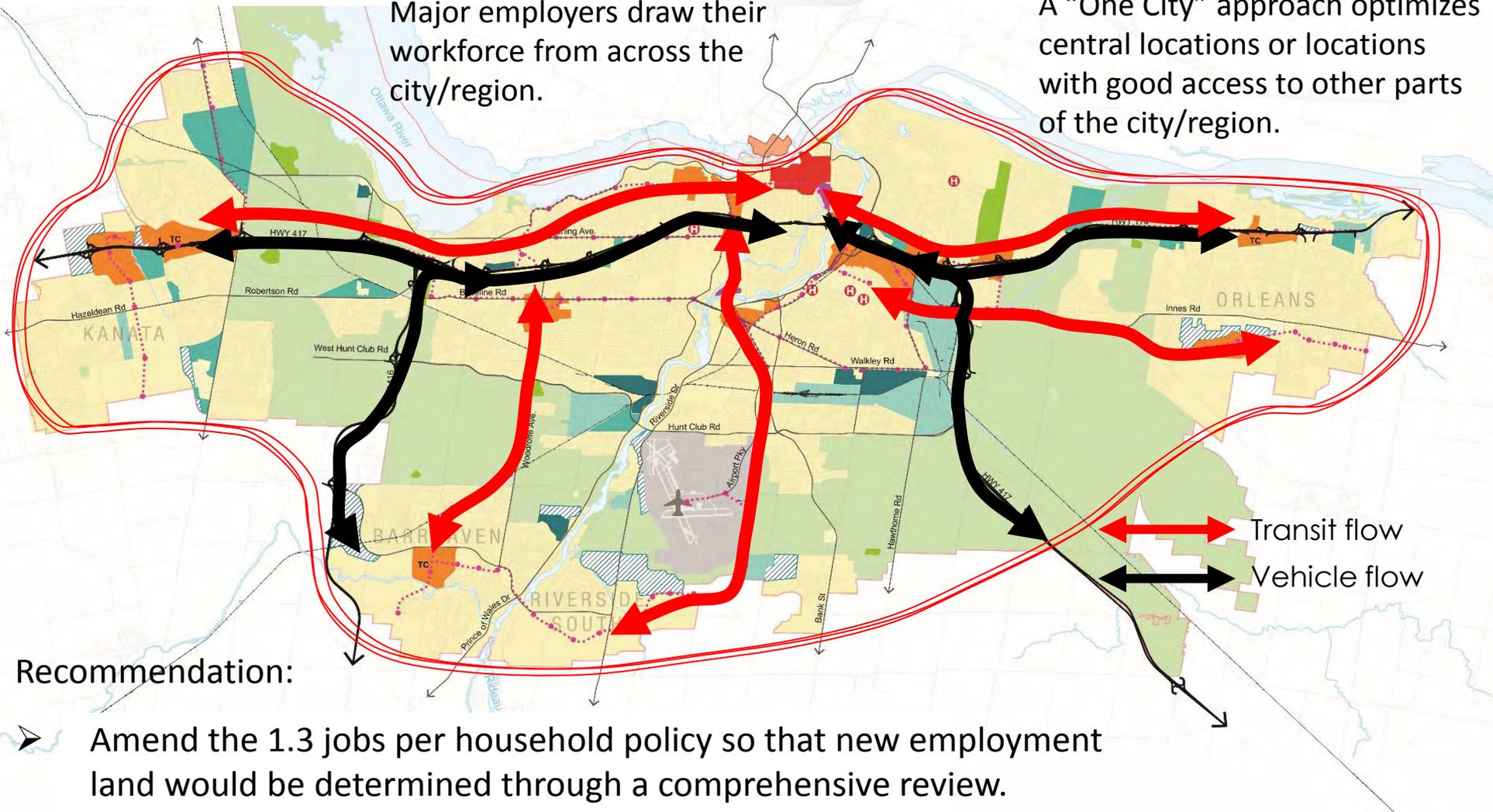


Currently the OP requires 1.3 jobs per household when planning communities outside the Greenbelt.

However this has not resulted in a balance of jobs and housing in each community but rather has contributed to the over supply of vacant industrial lands in less accessible business locations.

Major employers draw their workforce from across the city/region.

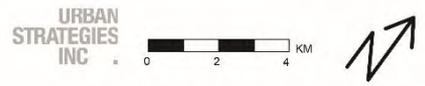
A “One City” approach optimizes central locations or locations with good access to other parts of the city/region.



Transit flow
Vehicle flow

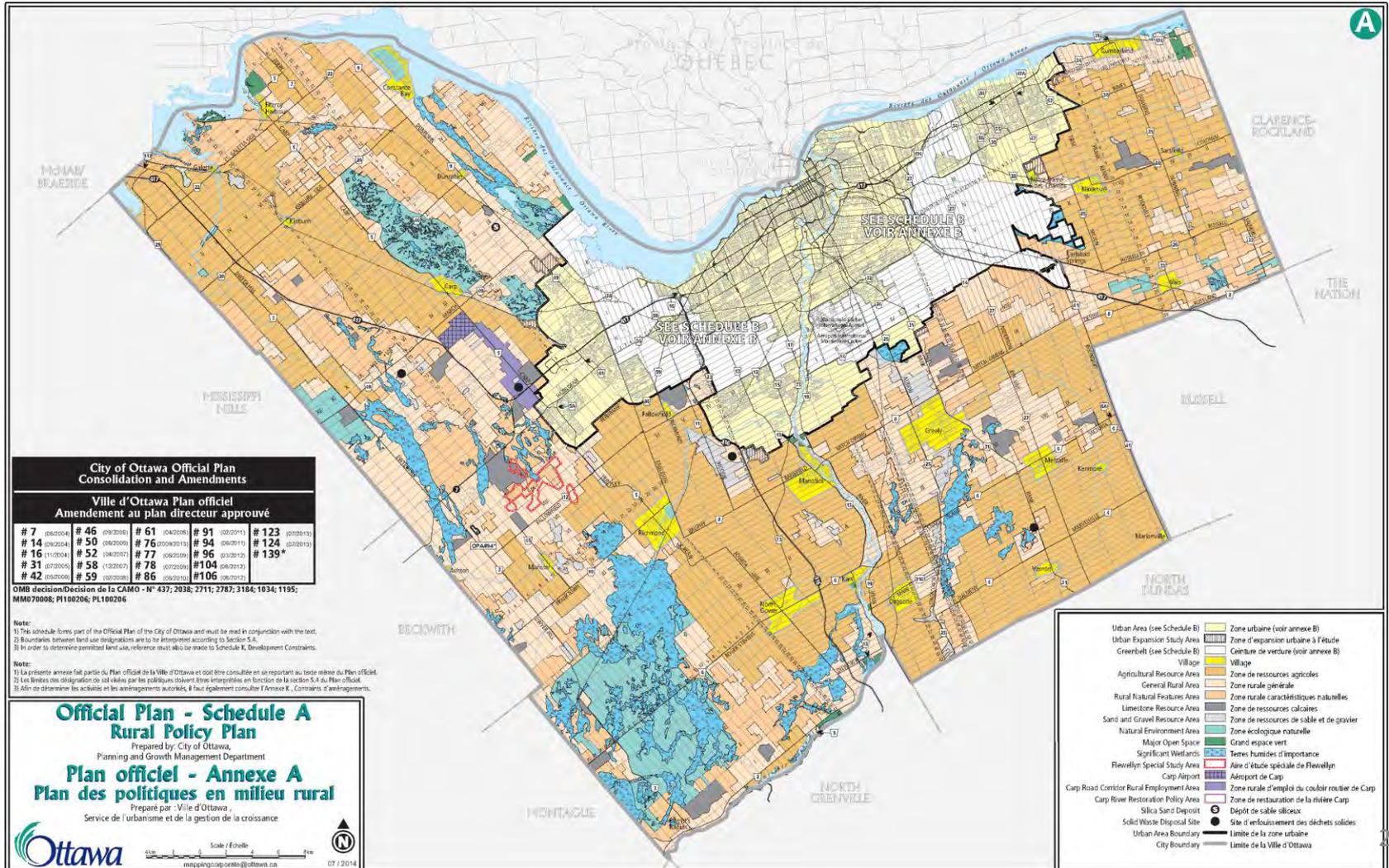
Recommendation:

- Amend the 1.3 jobs per household policy so that new employment land would be determined through a comprehensive review.
- Still plan for a range of employment opportunities in each community outside the Greenbelt but not necessarily tie to a specified ratio to households.
- Strong protection for Employment Lands inside the Greenbelt as the last areas for these uses in central locations.



Rural Area

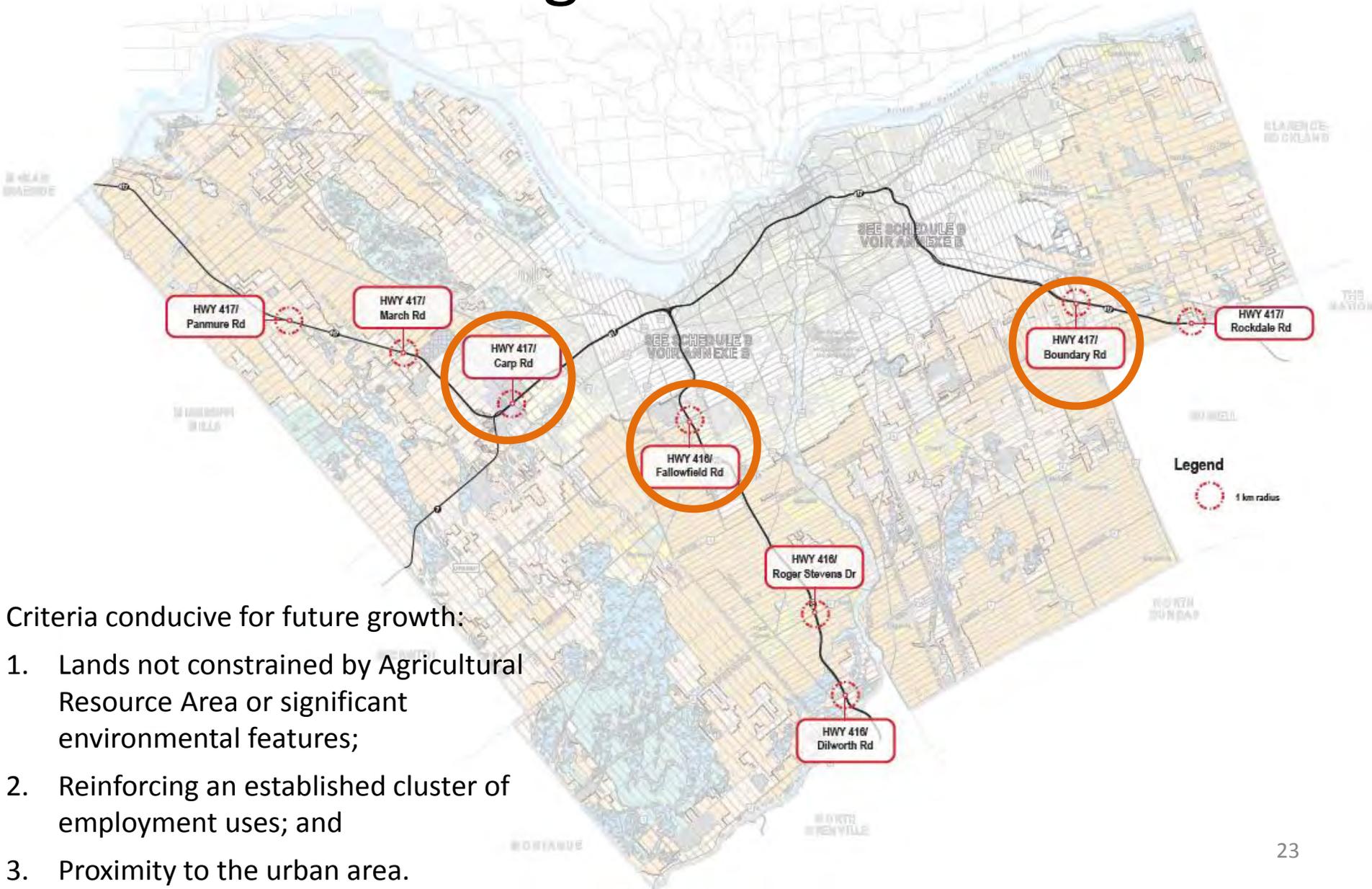
The General Rural Area has broad permissions with the potential for industrial uses to be scattered throughout and there is limited recognition for highway interchanges.



Focusing Rural Employment Growth

- Establish focal points for rural employment growth:
 - most commercial and some employment land to Villages
 - employment uses not suitable within Villages to rural business parks
- Formalize existing rural business parks.
- Rural interchanges can play a role for focusing rural industrial growth.

Rural Interchanges Examined



Criteria conducive for future growth:

1. Lands not constrained by Agricultural Resource Area or significant environmental features;
2. Reinforcing an established cluster of employment uses; and
3. Proximity to the urban area.

Proposed Rural Employment Areas

Existing rural business park + strategic interchange = focus area

Proposed Rural Employment Area has more than enough supply to 2036.

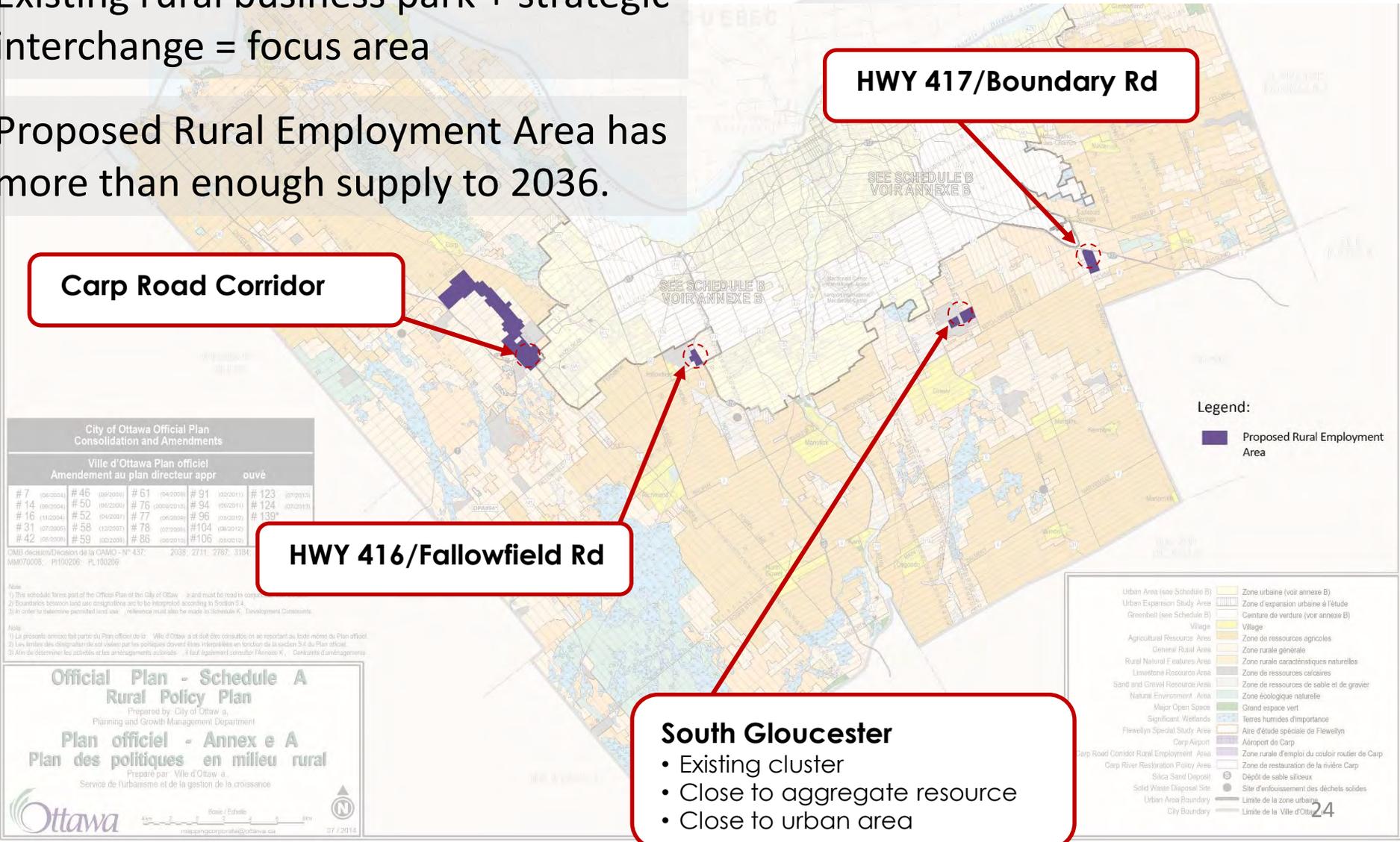
Carp Road Corridor

HWY 417/Boundary Rd

HWY 416/Fallowfield Rd

South Gloucester

- Existing cluster
- Close to aggregate resource
- Close to urban area



City of Ottawa Official Plan Consolidation and Amendments

Amendement au plan directeur approuvé

#	Date	#	Date	#	Date	#	Date	#	Date
# 7	(08/2004)	# 46	(08/2006)	# 61	(04/2009)	# 91	(02/2011)	# 123	(07/2013)
# 14	(11/2004)	# 50	(06/2006)	# 76	(02/2010)	# 94	(08/2011)	# 124	(07/2013)
# 16	(11/2004)	# 52	(04/2007)	# 77	(05/2009)	# 96	(03/2012)	# 130*	
# 21	(07/2006)	# 58	(10/2007)	# 78	(07/2009)	# 104	(08/2012)		
# 42	(06/2008)	# 59	(02/2008)	# 86	(08/2011)	# 106	(08/2012)		

OMB decisions/Decisions de la CAMO - N° 437, 2038, 2711, 2787, 3184, MM70006, PH0206, PL10020P

Note:
 1) The schedule forms part of the Official Plan of the City of Ottawa and must be read in conjunction with the Official Plan.
 2) Boundaries between land use designations are to be interpreted according to Section 5.4.
 3) In order to determine permitted land use, reference must also be made to Schedule K, Development Constraints.

Note:
 1) Le présent annexe fait partie du Plan officiel de la Ville d'Ottawa et doit être consulté en se référant au texte même du Plan officiel.
 2) Les limites des désignations d'usage par les politiques doivent être interprétées en fonction de la section 5.4 du Plan officiel.
 3) Afin de déterminer les activités et les aménagements autorisés, il faut également consulter l'Annexe K, Contraintes d'aménagement.

Official Plan - Schedule A Rural Policy Plan
 Prepared by: City of Ottawa, Planning and Growth Management Department

Plan officiel - Annexe A Plan des politiques en milieu rural
 Préparé par: Ville d'Ottawa, Service de l'urbanisme et de la gestion de la croissance

Ottawa logo and scale bar (0 to 5 km) at the bottom.

Legend:

- Proposed Rural Employment Area (Purple)
- Urban Area (see Schedule B) / Zone urbaine (voir annexe B)
- Urban Expansion Study Area / Zone d'expansion urbaine à l'étude
- Greenbelt (see Schedule B) / Ceinture de verdure (voir annexe B)
- Village
- Agricultural Resources Area / Zone des ressources agricoles
- General Rural Area / Zone rurale générale
- Rural Natural Features Area / Zone rurale caractéristique naturelle
- Limestone Resource Area / Zone de ressources calcaires
- Sand and Gravel Resource Area / Zone de ressources de sable et de gravier
- Natural Environment Area / Zone écologique naturelle
- Major Open Spaces / Grand espace vert
- Significant Wetlands / Terres humides d'importance
- Flewellyn Special Study Area / Aire d'étude spéciale de Flewellyn
- Carp Airport / Aéroport de Carp
- Carp Road Corridor Rural Employment Area / Zone rurale d'emploi du couloir routier de Carp
- Carp River Restoration Policy Area / Zone de restauration de la rivière Carp
- Silica Sand Deposit / Dépôt de sable siliceux
- Solid Waste Deposit Site / Site d'enfouissement des déchets solides
- Urban Area Boundary / Limite de la zone urbaine
- City Boundary / Limite de la Ville d'Ottawa

Rural Employment Area – Permitted Uses

- Industrial and agriculture-related commercial uses
- Noxious industrial uses
- Gas stations
- Manufacturing
- Warehousing and distribution
- Truck terminals
- Environmental services
- Construction yards

Unsightly and/or noxious uses not permitted adjacent to highways.

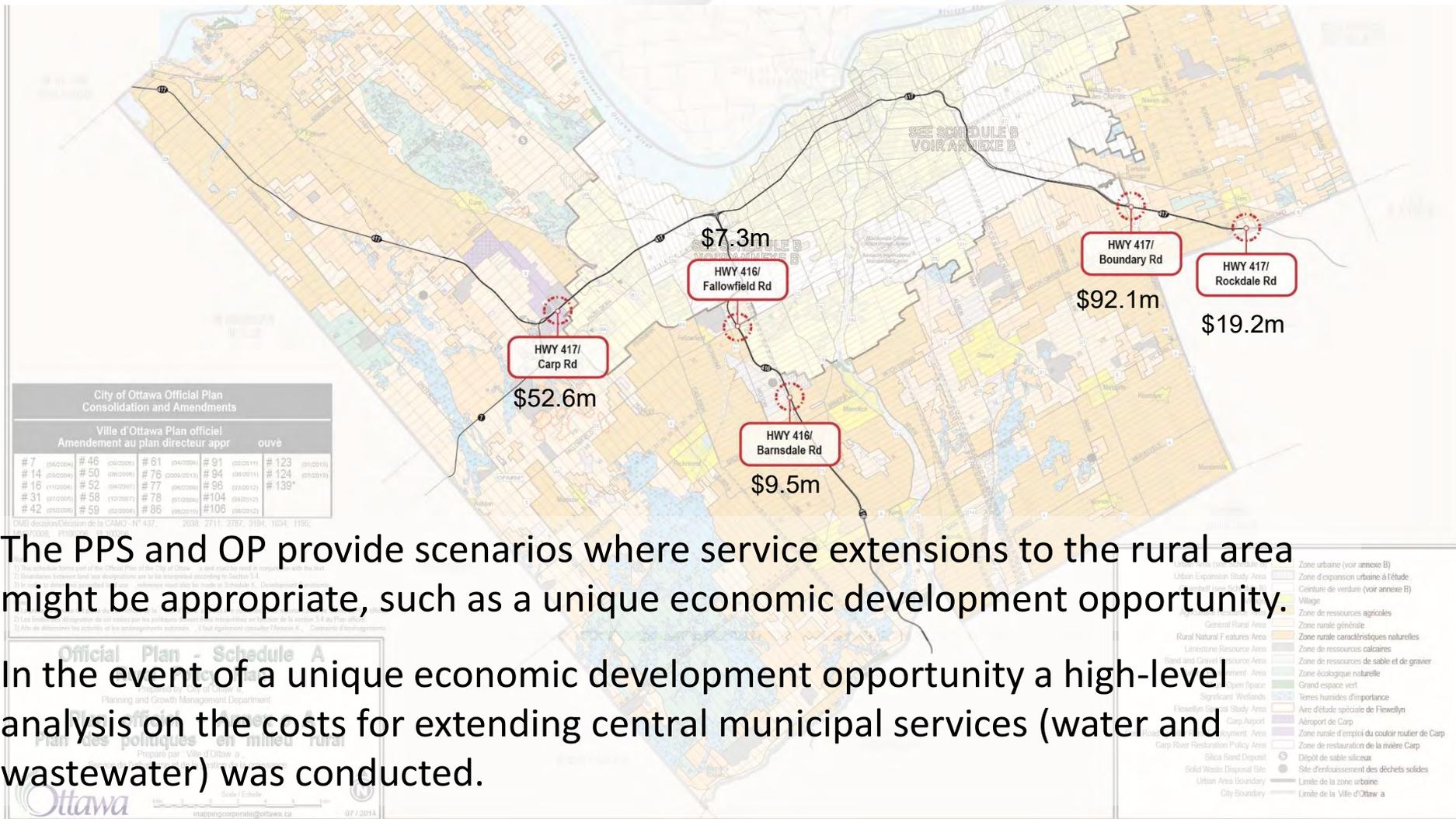
General Rural Area – Permitted Uses

- Agricultural, forestry and natural resource management;
- Existing residential uses;
- Animal boarding, breeding and training;
- Bed and breakfast;
- Open space and cemeteries;

By Zoning By-law Amendment:

- **Agricultural-related** industrial and commercial;
- Aggregate-related;
- Recreational such as golf courses and campgrounds;
- Continue to permit uses for travelling public and small-scale retail but lower GFA threshold from **1,000 to 300 square metres**;
- Institutional uses in proximity to a Village subject to Village supply;
- Grandparented country-lot subdivisions.

Rural Servicing



The PPS and OP provide scenarios where service extensions to the rural area might be appropriate, such as a unique economic development opportunity.

In the event of a unique economic development opportunity a high-level analysis on the costs for extending central municipal services (water and wastewater) was conducted.

A unique economic development opportunity should be known to evaluate a tangible and real cost-benefit analysis before contemplating any extensions.

OPA 150, LEAR and 2036 Projections

- OMB decision re: OPA 150 requires the completion of the Employment Lands Study and the Land Evaluation and Area Review (LEAR).
- City to review the adoption of 2036 as the planning horizon.
- Any amendments arising from the Employment Lands Review, LEAR and the 2036 Projections will be combined into one joint Official Plan Amendment.
- This joint Official Plan Amendment to be considered a comprehensive review.

Next Steps

- Continue to prepare an Official Plan Amendment using the “Ottawa Employment Land Review Final Report” as the basis.
- Assess the need for the candidate conversions in the Employment Areas.
- The consultants to review their recommendations vis-a-vis the City’s draft 2036 employment projection.
- Conduct a second Open House with LEAR in the fall of 2016.
- Staff will bring forward a joint Official Plan Amendment incorporating any amendments to relating to Employment Lands and Employment policies at a public meeting in the fall of 2016.

Summary of Recommendations

1. There is **currently more designated Employment Land than is needed** over the next 20 years.
2. **Most of the supply** of Employment Lands that are needed to accommodate industrial jobs **are located outside of the Greenbelt.**
3. Some of this over supply is not in ideal locations for Employment uses and will likely remain vacant over the long term. **The need for alternative non-employment uses** on these lands should be reviewed through this Official Plan Amendment.
4. The **Enterprise Area designation should be replaced** with land uses that make sense or provide policies that protect for needed Employment uses and remain flexible for residential infill.
5. The **supply of Employment Lands should be viewed for “One City”** rather than individually for each of the communities outside of the Greenbelt.
6. **Rural Employment Growth should be focussed** through a new Rural Employment Area designation at strategic locations while tightening the potential for future uses in the General Rural Area designation.