

**Report to
Rapport au:**

**Planning Committee / Comité de l'urbanisme
November 22, 2016 / 22 novembre 2016**

and/et

**Agriculture and Rural Affairs Committee / Comité de l'agriculture et des affaires
rurales
November 24, 2016 / 24 novembre 2016**

**and Council / et au Conseil
December 14, 2016 / 14 décembre 2016**

**Submitted on November 10, 2016
Soumis le 10 novembre 2016**

**Submitted by
Soumis par:
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Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE File Number: ACS2016-PIE-PGM-0183

SUBJECT: Official Plan Amendment 2016

OBJET: Modification au Plan officiel 2016

REPORT RECOMMENDATIONS

1. **Planning Committee recommend that Council:**
 - a) **adopt the population, household and employment projections to 2036 included as Document 2 as the basis for the update to the Official Plan and confirm that there is no need to consider any changes to the Urban or Village land supply to accommodate the population, household or employment projected to 2036.**
 - b) **Receive and adopt the Ottawa Employment Land Review Final Report: 2036 Employment Projection Update, included as Document 3.**
 - c) **Receive and adopt the Growth Projections for Ottawa, 2014-2036 Addendum: Inclusion of Recommended Conversions of Employment Land Supply, included as Document 6.**
 - d) **Receive and adopt the City of Ottawa Land Evaluation and Area Review for Agriculture included as Documents 7 and 8.**
 - e) **Adopt the Official Plan Amendment, included as Document 1 and direct staff to prepare a by-law and other documents for Council approval and submission to the Ministry of Municipal Affairs and Housing pursuant to Section 26 of the *Planning Act*.**
 - f) **Repeal those components of Official Plan Amendments 140 and 150 identified in Document 12 that are made redundant by the Official Plan Amendment.**
 - g) **Direct the City Solicitor to advise the Ontario Municipal Board that Council has completed the Employment Land Review and the Land Evaluation and Area Review for Agriculture study as required by its decision of February 23, 2016 and schedule a prehearing to address appeals to Official Plan Amendment 140, 141 and 150, as soon as possible.**
 - h) **Approve the Consultation Details Section of this report be included as part of the 'brief explanation' in the Summary of Written and Oral Public Submissions, to be prepared by the City Clerk and Solicitor's Office and submitted to Council in the report titled, "Summary of Oral and Written**

Public Submissions for Items Subject to Bill 73 ‘Explanation Requirements’ at the City Council Meeting of December 14th,” subject to submissions received between the publication of this report and the time of Council’s decision.

- 2. That the Agriculture and Rural Affairs Committee received this report for information purposes.**

RECOMMANDATIONS DU RAPPORT

- 1. Le Comité de l’urbanisme recommande au Conseil :**

- a) d’adopter les prévisions en matière de population, de ménages et d’emplois pour 2036, jointes en tant que Document 2, comme base pour la mise à jour du Plan officiel et de confirmer qu’il n’est pas nécessaire d’envisager des changements à l’offre de terrains en zone urbaine et dans les villages pour répondre aux besoins liés à la population, aux ménages et aux emplois prévus pour 2036;**
- b) de recevoir et d’adopter le document « Examen des biens-fonds destinés à l’emploi : mise à jour des prévisions en matière d’emploi pour 2036 », joint en tant que Document 3;**
- c) de recevoir et d’adopter l’addenda sur les prévisions de croissance 2014-2036 : inclusion des changements de vocation recommandés des biens-fonds destinés à l’emploi, joint en tant que Document 6;**
- d) de recevoir et d’adopter le Système d’évaluation des terres et d’analyse des zones à des fins agricoles de la Ville d’Ottawa, joint en tant que Documents 7 et 8;**
- e) d’adopter la modification au Plan officiel, jointe en tant que Document 3, et de demander au personnel de rédiger un règlement municipal et d’autres documents qui seront soumis à l’approbation du Conseil et présentés au ministère des Affaires municipales et du Logement, conformément à l’article 26 de la *Loi sur l’aménagement du territoire*;**
- f) d’annuler les éléments des modifications 140 et 150 au Plan officiel présentés dans le Document 4 que la modification au Plan officiel rend redondantes;**

- g) de demander à l'avocat général de la Ville d'aviser la Commission des affaires municipales de l'Ontario que le Conseil a terminé l'Examen des biens-fonds d'Ottawa destinés à l'emploi et l'étude sur le Système d'évaluation des terres et d'analyse des zones à des fins agricoles qui étaient requis dans sa décision du 23 février 2016 et de fixer une audience préliminaire pour entendre les appels des modifications 140, 141 et 150 au Plan officiel le plus tôt possible;
- h) de donner son approbation à ce que la section du présent rapport consacrée aux consultations soit incluse en tant que « brève explication » dans le résumé des observations écrites et orales, qu'elle soit rédigée par le Bureau du greffier municipal et avocat général et soumise au Conseil dans le rapport intitulé, « Résumé des observations orales et écrites du public sur les questions assujetties aux "exigences d'explication" aux termes du projet de loi 73 », à la réunion du Conseil municipal du 14 décembre, à la condition que les observations aient été reçues entre le moment de la publication du présent rapport et le moment de la décision du Conseil.

2. Que le Comité de l'agriculture et des affaires rurales prenne connaissance du présent rapport.

EXECUTIVE SUMMARY

This report recommends changes to the Official Plan in response to the results of two major studies: the Employment Land Review and the LEAR update; and to reflect a change to the planning horizon of the Official Plan to the year 2036 as recommended by the OMB. The Ontario Municipal Board (OMB) directed the City submit the results of these pieces of work before the appeals to Official Plan Amendments (OPA) 140, 141 and 150 are considered by the OMB.

Projections and Employment Lands

The 2036 projections update anticipates that the City of Ottawa in 2036 will have a total population of 1,214,000, 506,000 households, and employment of 745,000 jobs. A review of designated and planned urban expansion areas has identified a potential for a small shortfall to accommodate the anticipated demand for singles and semi-detached dwellings (the low-density projection) at 2036. However, adopting the recommendations for employment lands conversions will make up for the shortfall.

The Employment Land Review received by Committee and Council on September 28, 2016 has been updated to incorporate the 2036 employment projection. It shows a surplus of vacant employment lands to accommodate the employment projection for designated employment lands at 2036. Surplus vacant employment lands predominately located within the City's suburban communities are recommended to be converted to non-employment land uses, with the majority having redevelopment potential for the lower-density residential uses that would typically occur in more suburban locations. These employment land conversions have sufficient capacity for residential purposes to accommodate the housing projection to 2036.

Infrastructure capacity assessments have been completed to identify the need for, and timing of, upgrades to trunk water and wastewater systems required to support growth to the 2036 planning horizon. Preliminary assessments of community-level water, wastewater, and stormwater infrastructure in the candidate Employment land conversion areas have also been completed. Subject to confirmation in more detailed local master serving studies, servicing issues are not anticipated to constrain the proposed conversion of Employment land in the candidate areas.

This report recommends that, Council adopt the updated Planning Horizon for the Official Plan. This report also recommends that Council adopt the policy and land uses changes identified in Document 1 to implement the recommendations from the Employment Land Study.

LEAR and changes to the Agricultural Resource Area

This report recommends that, Council adopt the revised Land Evaluation and Area Review for Agriculture (LEAR) system, included in Documents 7 and 8 attached, and approve the changes to the Agricultural Resource Area designation and the update to the City's Agricultural policies included in Document 1.

The Ottawa-Carleton (O-C) LEAR system, which was used to define the City's current Agricultural Resource Area designation, was adopted in 1997. The review of the City's LEAR System was reinitiated when the LEAR Working Group, which was established to oversee this review, met on December 15, 2015. The working group ultimately recommended that the basic structure of the O-C LEAR be retained, but that some of the components and how they are scored should be modified.

The resulting LEAR scores generally confirm the current Agricultural Resource Areas, however staff used the results of the LEAR and the City's 2014 and 2015 aerial photography to identify land with potential for inclusion in the Agricultural Resource Area

and other land that may be in that designation inappropriately. The land identified was then inspected by staff with the assistance of a consultant agrologist, with AgPlan Limited.

Staff identified 15 areas of land totaling 2163 hectares that are recommended for inclusion in the Agricultural Resource Area and 10 areas totalling 449 hectares for removal. The field results for these areas are provided in Ottawa LEAR Implementation attached as Document 10. Three submissions, containing consultant studies with more detailed soils analysis were received and reviewed by staff. These assessments generally propose that the LEAR scores should be lower, and that the different sites be removed from the Agricultural Resource Area. At the time of writing this report staff agreed with the results of one of these submissions. Staff are waiting for further information for the land north of Wall Road in Orleans and the land at River Road and Mitch Owens before considering these areas.

The staff recommendations for additions to and removals from the Agricultural Resource Area designation are reflected in Schedules R1, R2, R4 – R16 in the Draft OP, attached as Document 1.

Repealing Sections of Official Plan Amendments 140 and 150

As a result of the changes proposed in OPA 2016 attached as Document 1 some of the policy and schedule changes made by OPA 150 and errors corrected by OPA 140 will no longer be relevant. For this reason staff are recommending that Council repeal those earlier changes simultaneously with the adoption of OPA 2016.

RÉSUMÉ

Le présent rapport recommande des modifications au Plan officiel en réponse à deux études importantes, l'Examen des biens-fonds destinés à l'emploi et la mise à jour du Système d'évaluation des terres et d'analyse des zones, et pour refléter une modification à l'horizon de planification du Plan officiel jusqu'en 2036, comme le recommande la Commission des affaires municipales de l'Ontario (CAMO). La CAMO a demandé à la Ville de présenter ces documents avant que la CAMO ne prenne en compte les appels des modifications 140, 141 et 150 du Plan officiel.

Prévisions et biens-fonds destinés à l'emploi

Les nouvelles prévisions pour 2036 estiment la population totale à 1 214 000, les ménages à 506 000 et les emplois à 745 000. Une révision des zones d'expansion urbaine déjà établies et projetées a mis au jour la possibilité d'un léger manque

d'espace pour accueillir les habitations individuelles isolées et jumelées (aménagements de faible densité) prévues pour 2036. Cependant, l'adoption des recommandations concernant le changement de vocation des biens-fonds destinés à l'emploi comblera ce manque.

L'Examen des biens-fonds destinés à l'emploi remis au Comité et au Conseil le 28 septembre 2016 a été mis à jour avec les prévisions d'emploi pour 2036 et fait état d'un surplus de terrains vacants destinés à l'emploi pour répondre aux besoins en la matière projetés pour 2036. Il est recommandé de changer la vocation des terrains vacants destinés à l'emploi situés dans les zones suburbaines de la ville étant donné que la majorité d'entre eux présente un potentiel de réaménagement pour les utilisations résidentielles de faible densité, généralement plus répandues dans ces zones. Un tel changement de vocation suffirait à répondre aux besoins résidentiels projetés pour 2036.

Des évaluations de la capacité des infrastructures ont été effectuées afin d'identifier la nécessité d'apporter des améliorations aux réseaux d'aqueduc et d'égout et l'échéancier de ces améliorations nécessaires pour appuyer la croissance prévue par l'horizon de planification de 2036. Des évaluations préliminaires des infrastructures d'aqueduc, d'égout et d'eaux pluviales au niveau de la collectivité pour les terrains susceptibles de faire l'objet d'un changement de vocation ont également été effectuées. Sous réserve de confirmation par des études de viabilisation plus poussées, les questions de viabilisation ne devraient pas limiter le changement de vocation proposé des biens-fonds destinés à l'emploi dans les zones candidates.

Le rapport recommande que le Conseil adopte le nouvel horizon de planification pour le Plan officiel et les modifications aux politiques et aux utilisations du sol énoncées dans le Document 1 pour mettre en œuvre les recommandations formulées dans l'Examen des biens-fonds destinés à l'emploi.

Système d'évaluation des terres et d'analyse des zones à des fins agricoles et changements au secteur de ressources agricoles

Le rapport recommande également que le Conseil adopte la version révisée du Système d'évaluation des terres et d'analyse des zones à des fins agricoles, présentée dans les Documents 7 et 8 ci-joints, et approuve les changements à la désignation de secteur de ressources agricoles et la mise à jour des politiques agricoles de la Ville énoncée dans le Document 1.

Le Système d'évaluation des terres et d'analyse des zones à des fins agricoles d'Ottawa-Carleton (O-C), sur lequel est fondée la désignation actuelle de secteur de ressources agricoles, a été adopté en 1997. C'est au terme d'une rencontre, le 15 décembre 2015, du groupe de travail chargé de mener l'examen du Système d'évaluation des terres et d'analyse des zones à des fins agricoles de la Ville que l'examen a été entrepris. Le groupe de travail a finalement recommandé de conserver l'essentiel de la structure du Système d'évaluation des terres et d'analyse des zones à des fins agricoles d'O-C, mais de modifier certains éléments et leur notation.

Les notations du Système confirment en général les secteurs de ressources agricoles actuels, mais le personnel s'est servi des résultats du Système et des photographies aériennes prises par la Ville en 2014 et 2015 pour repérer les terrains qui pourraient être intégrés au secteur de ressources agricoles et d'autres terrains qui pourraient avoir cette désignation par erreur. Les terrains relevés ont ensuite été inspectés par le personnel avec l'aide d'un agrologue-conseil travaillant chez AgPlan Limited.

Le personnel a désigné 15 parcelles totalisant 2 163 hectares qui devraient être intégrées au secteur de ressources agricoles, et 10 parcelles totalisant 449 hectares qui devraient en être retirées. Les résultats obtenus sur le terrain sont détaillés dans la mise en œuvre du Système d'évaluation des terres et d'analyse des zones à des fins agricoles d'Ottawa (Document 10 ci-joint). Le personnel a reçu et examiné trois rapports d'étude de consultant comportant des analyses plus poussées du sol. Les recommandations qui en ressortent indiquent que les notations du Système d'évaluation des terres et d'analyse des zones à des fins agricoles devraient être plus faibles et que les parcelles désignées devraient être retirées du secteur de ressources agricoles. Au moment de la rédaction du rapport, le personnel est d'accord avec les résultats d'un de ces rapports, et attend d'avoir plus d'information sur le terrain au nord du chemin Wall, à Orléans, et sur le terrain à l'intersection des chemins River et Mitch Owens avant de se pencher sur ces cas.

Les recommandations du personnel à l'égard de l'ajout et du retrait des désignations de secteur de ressources agricoles se trouvent dans les annexes R1, R2, et R4–R16 du Plan officiel provisoire ci-joint (Document 1).

Annulation de sections des modifications 140 et 150 au Plan officiel

Avec les changements proposés dans la MPO de 2016 (Document 1 ci-joint), certains changements apportés aux politiques et aux annexes par la MPO 150 et certaines erreurs corrigées par la MPO 140 ne sont plus pertinents. C'est pourquoi le personnel

recommande au Conseil d'annuler ces changements en même temps que l'adoption de la MPO de 2016.

BACKGROUND

OPA 150 implemented changes to the Official Plan resulting from the Comprehensive Official Plan Review undertaken in 2013. OPA 150 was adopted by Council on December 11, 2013 and approved by the Ministry of Municipal Affairs on April 30, 2014. A number of appeals were received to OPA 150 including appeals of the entire amendment. Subsequent changes proposed by OPA 140 (corrections to OPA 150) and 141 (other matters that were consolidated with the appeals to OPA 150). The OMB, on February 23, 2016, after giving consideration to motions to repeal OPA 150 and the subsequent amendments made through OPAs 140 and 141, issued an interim decision directing the City to complete a review of employment lands and LEAR and suggested that the City also adjust the Planning Horizon for OPA 150 from 2031 to 2036.

2036 Projections Update

A recommendation from the OMB decision was to change the planning horizon of the Official Plan to the year 2036 from the current horizon of 2031 to ensure consistency with the Provincial Policy Statement (PPS). The current projections in Figure 2.2 of the Official Plan are based on a 2007 model. Concurrent with the planning horizon change to 2036 it would be appropriate to develop a new model for new projections based on more recent information.

Employment Land Review

One of the motions of Council at the time OPA 150 was adopted was direction to staff to initiate a second Employment Land Review. On September 13, 2016 Planning Committee received and adopted the recommendations in Planning report ACS2016-PIE-PGM-0146.

On September 28, 2016 Council adopted the Ottawa Employment Land Review final report (the "final report") dated August 2016 by Hemson Consulting and Urban Strategies Inc. as the background document for employment land designations and policies in this Official Plan Amendment. As the 2036 projections update commenced after the consultants had conducted their demand and supply analysis, Council directed staff to request the consultants review and update their recommendations, if necessary, using the 2036 employment projection as presented in this Official Plan Amendment. The consultants have conducted their review and confirm that there are no changes to

their recommendations pertaining to employment land use designations and policies. The updated report incorporating the 2036 employment projection presented in this OPA is attached as Document 3.

Land Evaluation and Area Review (LEAR) update

The existing LEAR System was developed by the former Regional Municipality of Ottawa-Carleton in 1997. Work to update the City's LEAR System was originally intended to be part of the comprehensive review of the Official Plan, but work was suspended in 2012 and it was not considered part of the Official Plan Review and OPA 150 due to concerns with the new soil information provided by the Ministry of Agriculture Food and Rural Affairs.

In December 2015 the LEAR Working Group reconvened to work on updating the City's LEAR System. This was completed in late August 2016 at which time staff commenced the analysis of potential changes to the Agricultural Resource Area designation. The results of this update are incorporated into this report and detailed in the following sections.

This report recommends that, Council adopt the revised LEAR system, included in Documents 7 and 8 attached, and approve the changes to the Agricultural Resource Area designation, and the update to the City's Agricultural policies included in Document 1.

Process and next steps

Given that the proposed OPA to implement the findings of these three projects will be consolidated with the OMB consideration of OPA 150, and the other two amendments, this amendment must follow the same process as a Comprehensive review. This means the Ministry of Municipal Affairs is the approval authority for this amendment. Following the approval of the amendment by the Ministry the OPA will be forwarded to the Ontario Municipal Board. At that time the City solicitor will request a date for a pre-hearing to deal with all the amendments.

DISCUSSION

The report presents a proposed OPA that includes new Official Plan growth projections, policies, and changes to land use designations and mapping in response to the update of the City's projected growth in population, households and employment, economic health, employment lands, and agricultural resources areas.

1 PLANNING HORIZON 2036

This OPA proposes a planning horizon to 2036 to be consistent with the Provincial Policy Statement (PPS). The current growth projections for population, housing and employment in Figure 2.2 of the Official Plan were last updated in 2007. Although they have tracked actual population, housing and employment well, it is appropriate to update the projections when establishing a new planning horizon. The growth projections were developed by staff and the methods and assumptions are provided in Document 1, the highlights of which are summarized below.

Population Growth

The population projection is based on the widely-accepted cohort-survival model that examines population change into the basic components of births, deaths (natural increase) and net migration. The projections begin at mid-year 2014 as this is the latest year for which reliable and detailed data from Statistics Canada are available for the geography of the City of Ottawa. Three scenarios were developed:

1. **Low Projection:** Assumes a lower than recent rate of births, higher mortality and lower rates of in-migration. The 2036 projected population is 1,076,621, 14 per cent representing growth from 2014.
2. **Reference Projection:** Assumes a slight increase in the birth rate based on recent trends, decreasing mortality in line with projected provincial forecasts, and in- and out-migration rates per 1,000 population based on averages for the past decade. The 2036 projected population is 1,213,553, 28 per cent representing growth from 2014.
3. **High Projection:** Assumes a ten per cent increase in birth rates, accelerated declines in mortality, and higher than average in-migration rates. The 2036 projected population is 1,305,224, 38 per cent representing growth from 2014.

Population Projection	2031	Change from Current OP
Current Official Plan	1,136,000	-
Low Scenario	1,057,305	-78,695 (-6.9%)
Reference Scenario	1,153,535	+17,535 (+1.6%)
High Scenario	1,214,771	+78,771 (+6.9%)

Table 1 shows the change between the current 2031 population projection and the three population scenarios to show the comparison between the previous projection and the current update. Staff recommend that the reference scenario form the basis of the updated growth projections to 2036 in Figure 2.2 of this OPA due to the more reasonable assumptions.

Households and Housing Projection

Housing for private households is the single largest consumer of urban land and is vital in determining required land supply. Households were determined by applying a headship rate, or the proportion of the population that heads a household, to the reference population scenario. Household growth from 2014-2036 will require 130,839 units when factoring replacements for demolitions and a vacancy rate.

Housing propensities determine the proportion of each household age group to choose a housing type, such as single and semi-detached, row and apartments. The housing projection propensities are partly based on past trends in housing shares by unit type. Past trends of housing starts by type show significant declines in the proportion of single-detached units and large increases in apartments. In 2013 the Residential Land Supply and Demand to 2031 update for OPA 150 showed larger declines in single-detached than was projected in 2007 and since the 2013 update changes in the market have continued.

The overall aging of the population will change the demand for dwellings by type over the next 20 years. In 2011 almost 13 per cent of the population was aged 65+ and is projected to increase to approximately 21 per cent by 2036. As we live longer, there will be increasing incidences of disability and mobility restrictions which will make moving to smaller, single floor accommodation a logical choice for an increasing number of seniors. The financial pressure resulting from household debt and increasing pressure on pensions will lead some to sell their single detached homes and buy or rent smaller, less-expensive units. These recent trends, demographic and economic considerations suggest that the future demand for single-detached units will be less than the projected shares identified in 2013 and shift to an increased demand for apartment units from the 2013 share projections.

Table 2: Past and projected housing proportions by type.

Housing Shares	Period	Single	Semi	Row	Apartment
Shares in 2013 update	2006-12	35.9%	4.8%	29.7%	29.6%
Current trend for shares	2011-16*	27.5%	4.5%	26.7%	41.2%
2036 projection	2014-36	33.0%	3.0%	28.1%	35.9%

Table 2 compares the housing shares from 2006-2016 and the 2036 projection based on the above factors. Compared to the 2013 update the 2036 projection anticipates lower shares for single-detached and row units, similar shares for semi-detached and increased shares for apartments. However compared to the more recent observed trends the 2036 projection anticipates that single-detached and row shares will be higher while semi-detached and apartment shares will be lower.

Employment Projection

Employment projections are based on the labour force of the reference population scenario of Ottawa and the projected population characteristics of the surrounding areas that commute in and out of Ottawa. The economic zone of Ottawa is the entire Ottawa-Gatineau Census Metropolitan Area (CMA) plus adjacent municipalities in Ontario that are not included in the CMA. A labour force participation rate was applied to the reference population scenario to produce an estimate of the resident labour force and adjusting for an unemployment rate and a multiple job-holders rate. The number of net in-commuters from adjacent municipalities, the difference between the number of Ottawa residents who hold jobs outside of the City, and the number of people who reside outside of Ottawa but hold jobs in Ottawa, is added to the projected resident labour force to project the total number of jobs located in Ottawa.

From 2011 to 2036, the total number of jobs in Ottawa is expected to increase by 34 per cent to 744,500, faster than the population growth rate of 32 per cent. The unemployment rate for Ottawa is projected to remain below Provincial and National averages and will decrease to a low of 5 per cent by 2036. However, employment growth will continue to be constrained by the aging population and the number of people reaching retirement. The overall labour force participation rate is expected to decrease from 68 per cent in 2016 to 64 per cent in 2036, due to the aging of the population.

RESIDENTIAL LAND DEMAND AND SUPPLY

The assessment of the demand for residential land is a series of iterative steps that begins with the projected housing demand by type from 2014-2036 and applying the housing propensities as was described in the Households and Housing section above.

Table 3: Projected City-Wide Housing Demand by Unit Type, 2014-2036

	Single	Semi	Row	Apt	Total
2014-36	43,211	3,900	36,738	46,989	130,839
Shares	33.0%	3.0%	28.1%	35.9%	100.0%

Rural housing demand retains a nine per cent share of total units, consistent with historical trends and is subtracted from the city-wide demand in Table 3 to provide the urban housing demand. Intensification shares by unit type were determined based on increasing the existing overall intensification target in the Official Plan linearly from 2032-2036 and building permits from the past 10 years, which were then adjusted to account for the expectation that in the future lower density units will decline and consequently apartment shares will increase. Intensification shares by unit type are then subtracted from the urban housing demand to provide the Greenfield demand or the demand for housing in the suburban communities outside of the Greenbelt as shown in Table 4 below.

Table 4: Greenfield Demand, 2014-2036

	Single	Semi	Row	Apt	Total
Urban Units	33,367	3,817	35,478	46,401	119,063
minus Intensification Units	2,774	1,513	5,296	40,856	50,440
Greenfield Units	30,593	2,304	30,182	5,545	68,624

Greenfield supply is based on the Vacant Urban Residential Land Survey (VURLS), which is an annual monitoring report of vacant residential land in the suburban communities that includes lands within the urban boundary and urban expansion areas from OPA 76, but does not include proposed employment land conversion areas as recommended in the Ottawa Employment Land Review Final Report. The latest VURLS 2015 was used with adjustments made to bring the supply in-line with the start of the demand period being mid-year 2014.

Table 5: Overview of residential land demand and supply.

Step		Single	Semi	Single + Semi	Row	Apt.	Total
1	New dwellings required, 2014-2036	43,211	3,900	47,111	36,738	46,989	130,839
2	% split by unit type	33.0%	3.0%	36.0%	28.1%	35.9%	100.0%
3	Rural dwellings (9% of total)	9,844	82	9,927	1,260	589	11,775
4	Rural split	83.6%	0.7%	84.3%	10.7%	5.0%	100.0%
5	Urban dwellings (1 minus 3)	33,367	3,817	37,184	35,478	46,401	119,063
6	Intensification (42.4%)	2,774	1,513	4,287	5,296	40,856	50,440
7	Intensification split	5.5%	3.0%	8.5%	10.5%	81.0%	100.0%
8	Greenfield Demand (5 minus 6)	30,593	2,304	32,897	30,182	5,545	68,624
9	Greenfield Supply	30,699	2,176	32,875	31,284	20,945	85,104
10	Greenfield Supply minus Demand	106	-128	-22	1,102	15,400	16,480

Single-detached and semi-detached units are often classified together as low density development in various concept plans. As a result, they are combined for the purposes of reviewing supply and demand.

Table 5 depicts the iterative process by each step. The 2036 projections update shows that a very small potential shortfall of land for single and semi-detached dwellings is anticipated by 2036. The PPS requires the designation of enough land, including the identification of intensification and redevelopment opportunities, to accommodate the household projection.

Furthermore, the City is currently engaged in the Building Better and Smarter Suburbs (BBSS) initiative, which seeks to improve efficient use of land, liveability, and cost effectiveness in new suburban communities. Staff anticipate that the implementation of BBSS will lead to more efficient use of land that will increase the potential of single and semi-detached units on lands within the urban boundary and urban expansion areas from OPA 76 and offset the identified shortfall in Table 5.

2 EMPLOYMENT LAND REVIEW

The Ottawa Employment Land Review Final Report provides recommendations for Official Plan Amendments for employment designations and policies, and forms the basis of the proposed employment changes in this Official Plan Amendment. The proposed employment amendments relate to:

- Managing Employment Area growth policies;
- Urban Employment Area designation;
- Re-designation of Enterprise Areas;
- Ancillary Uses in Urban Employment Area policies;
- Institutional Uses in Urban Employment Area policies;
- Employment area conversions;
- Rural Employment Area designation; and
- General Rural Area policies.

An Employment area is a defined term in the PPS and refers to those areas designated in the Official Plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices and associated retail and ancillary facilities. The Employment Lands Review is primarily a review of vacant lands in these Employment areas, more colloquially referred to as business parks, high-tech campuses or industrial subdivisions. The terms Employment Lands and Employment Areas have the same meaning and are used interchangeably throughout the Employment Land Review. Despite the label employment areas these areas are not only meant to be areas for job opportunities within a community, but also areas that are to be preserved for employment uses, as defined above, in order to diversify the economic base and support a wide range of economic activities.

The PPS only permits the Official Plan to designate enough Employment Lands to meet projected needs for a time horizon of up to 20 years. The Official Plan must ensure that there are enough vacant and Employment Lands, designated specifically for employment uses, to accommodate the projected job growth.

MANAGING EMPLOYMENT AREA GROWTH

This OPA anticipates that there will be 745,000 jobs in 2036, a growth of over 125,000 from 2016. The following principles will help manage this employment growth:

- focusing urban employment growth (predominately higher density office uses that can co-exist within mixed use contexts) within nodes and corridors that are best able to accommodate and provide transit services;
- planning for “one-city” rather than separate communities;
- aligning the distribution of office employment opportunities with the planned transportation network;
- protecting established employment areas and areas with good highway access for more traditional employment type uses (industrial, warehousing, business parks); and
- focusing rural employment growth to strategic areas within the rural area.

Employment growth should focus within established jobs nodes such as the downtown and business parks recognizing the historic development pattern and the planned transportation connections in-between.

Just as the city’s major infrastructure is planned holistically, its major employment land nodes should also be planned as one-city to comprehensively plan for and distribute required employment lands. The current policy environment of linking employment land growth to residential growth has led to long-term vacancies and reserving lands for employment uses that could be better reallocated elsewhere. To help manage future employment growth within the context of a 20-year period, employment lands for more traditional employment type uses should be added through a comprehensive review.

Ottawa’s job growth will continue to be primarily office based with many office tenants preferring urban central locations accessible to transit while others may choose suburban locations with good highway access, suggesting that office growth will continue to be distributed across the city. Significant higher intensity office concentrations however are expected to continue to be within the Central Area, within Mixed Use Centers, Town Centers, along transit priority corridors and within TOD areas. This serves to support and increase the use of transit infrastructure. Such major office developments (generally being more than 10,000 square metres) are encouraged to locate in these areas.

Established employment areas inside the Greenbelt have good access to highways, railways and/or major arterial roads. They have been successful with a low supply of vacant lands. They contribute to diversifying the local economy that is dominated by office type uses as a National Capital with strong high-tech presence. Similarly as a centre for the eastern part of the Ontario and to a lesser extent the western part of Québec the economy also has a number of service jobs and regional-level retail. This transportation access is beneficial to not only goods movement but also drawing on a larger work force. To help diversify the economic base and provide good access to a variety of job opportunities these employment areas should be protected for more traditional employment type uses and maintained over the long term.

The current Official Plan only designates one area for rural employment uses on the Carp Road Corridor and widely distributes employment uses within the remaining rural area, mainly through site-specific zoning within the General Rural Area designation. There are several existing rural business parks; some at key highway interchange locations that are currently not recognized in the Official Plan. To help focus rural employment growth, this OPA proposes to direct future growth to industrial areas within villages or Rural Employment Areas at key 400-series highway interchanges.

Urban Employment Areas

The Official Plan currently contains Employment Area and Enterprise Area land use designations that are meant to protect and reserve lands for more traditional employment type uses so that they can develop over time without conflict from competing land uses or be out-bid from land uses that would otherwise be associated with higher land values. These land use designations are meant to conform to an Employment area as defined by the PPS within the urban area.

Enterprise Areas were intended as areas of employment that may accommodate the integration of housing without detracting from the Employment Area objectives for the community. Enterprise Areas permitted non-employment uses including residential as long as 50 per cent of the lands would be reserved for employment uses. Unfortunately, the objective of residential integration was not achieved and some business parks have developed into distinct employment and residential segments. For other Enterprise Areas there is confusion on how to determine the amount of land devoted to employment and residential uses as their context is more infill oriented.

This OPA proposes to re-label the Employment Area designation as the Urban Employment Area designation to provide a distinction between urban and rural employment areas. This OPA also proposes to re-designate the Enterprise Area to

designations that reflect the intended uses within each of the Enterprise Areas or provide site specific policies that explain where, or in what circumstances residential land uses would be permitted. Existing land uses are proposed to correspond to the most appropriate designation, such as Employment Area or General Urban Area. As such those portions of Enterprise Areas that are intended for employment purposes are proposed to be re-designated as Urban Employment Areas.

The following Enterprise Areas are proposed to be re-designated in this Official Plan Amendment:

Kanata West: Urban Employment Area with site specific policies, General Urban Area, Mixed-Use Centre;

Kanata North: Urban Employment Area with site specific policies;

Kanata South: Urban Employment Area, General Urban Area;

Bells Corners: Urban Employment Area with site specific policies;

South Orléans: General Urban Area, Arterial Mainstreet; and

Ottawa River (part of 8600 Jeanne d'Arc Boulevard North): Urban Employment Area with site specific policies.

The proposed Urban Employment Areas with site specific policies in Kanata North, Bells Corners and the Ottawa River reflect the existing Enterprise Area residential permissions in the Official Plan as amended by OPAs 150 and 168. Any non-employment permissions or re-designations reflect the existing Enterprise Area permissions and are not considered a conversion of employment lands under the PPS or the Official Plan.

Ancillary Uses in Urban Employment Areas

The Urban Employment Area permits ancillary uses to the main permitted uses of manufacturing, warehousing and office to serve the employees of the employment area and be clearly incidental to the above uses. The Employment Land Review received feedback that the amount of floor area of a proposed ancillary use is the main determining factor of what is considered ancillary, and that the Zoning By-law is out of date with its current limit of 300 square metres for ancillary uses. In terms of current ancillary uses banks, recreational and athletic facilities and sit down restaurants tend to exceed 300 square metres. To provide an updated limit for the Zoning By-law this OPA proposes in Section 3.6.5. Policy 2e that no stand alone ancillary use shall be greater

than 750 square metres. As per a Planning Committee motion approved on September 13, 2016 this OPA also establishes that alternative and area specific limitations may be determined through a municipally-initiated Zoning By-law amendment that analyses the appropriate size and application of ancillary uses relative to the circumstances and attributes of the different Urban Employment Areas to their surrounding community. This policy recognizes that employment areas adjacent to designations that have existing similar uses and services may not require larger floor space thresholds within their business park.

Institutional Uses in Urban Employment Areas

The former Employment Areas permitted Institutional uses that were interpreted to include sensitive uses such as a place of worship or school. Feedback through the Employment Land Review process was received that clarity should be provided on what institutional uses were intended to be permitted. There are some institutional uses that by virtue of the associated subject matter or density are compatible with employment areas such as university affiliated research facilities, or private career colleges that offer instruction in truck-transportation, HVAC systems, construction-trades and aviation. Currently there are seven private career colleges within business parks. There are also some institutional uses that are sensitive such as community centres, daycares and places of worship that may impact existing and potential employment uses depending on the nature of the business park. Ottawa has a diversity of employment areas, some of which are characterised as being primarily research campuses, some more traditional with manufacturing and outdoor storage and others that are a blend of uses. To respond to a potential variety of circumstances for establishing these uses this OPA proposes that institutional uses such as universities, community colleges and private career colleges will be reviewed through an amendment to the Zoning By-law, and are subject to the Major Urban Facilities policies 5 to 10 in Section 3.6.7, which provides criteria for appropriate locations and impacts that need to be assessed.

The draft Official Plan Amendment also proposes that low density institutional uses such as community centres, daycares and places of worship be reviewed through a Zoning By-law amendment to assess the ability to achieve and maintain job targets within the business park and the compatibility with existing and potential permitted uses within the Urban Employment Area.

Employment Land Demand and Supply

The City maintains and updates a Vacant Industrial and Business Park Lands Inventory every two years to monitor consumption and available Employment Lands (see

Document 4). As of 2015, there were 1,020 hectares of vacant urban Employment Lands within the city: 1,009 hectares from the industrial inventory and 11 hectares from the South Nepean Secondary Plan, Area 8.

The final report forecasts the demand for vacant Employment Lands from the same base year of the supply being 2015 to the years 2031, 2036 and 2041. The forecasts have been updated to be based on the 2031 and 2036 Employment projection as proposed in Figure 2.2 of this Official Plan Amendment. The forecasts provide a range that stems from low and high density scenarios; lower future job densities will require more vacant land to accommodate the employment growth projection while higher future job densities will require less vacant land.

2015 to	Current Supply (net HA)	Land Need (net HA)	Surplus (net HA)
2031	1,020	621 to 694	326 to 399
2036	1,020	715 to 805	215 to 305
2041	1,020	808 to 916	104 to 212

Table 6 shows that the Ottawa Employment Land Review concludes that there is a surplus of 215 to 305 net hectares at 2036 and that there will be more than enough vacant urban Employment Land supply to 2041.

Geographically, about half of the Employment Lands are located inside the Greenbelt, but most are near build-out with only about 7 per cent vacancy. Strong demand for employment lands inside the Greenbelt, particularly in proximity to Highway 417 is expected over the long-term. However the low supply of vacant lands inside the Greenbelt is expected to only meet a small portion of the long-term demand. The few remaining vacant parcels located inside the Greenbelt should be maintained for employment purposes to protect the established employment areas.

With the bulk of the vacant Employment Land supply outside the Greenbelt, demand will shift to these locations over the long-term. More than 70 per cent of the vacant supply outside the Greenbelt is located in the south and east.

Highway access is important for industrial areas and office parks as they provide goods movement by truck and provide a larger employment pool to draw from in the region. Employment Lands in Riverside South, Albion-Leitrim and South Orléans on Innes Road are expected to accommodate part of the employment projections, but given their distance to highways, not all of the existing designated supply at these locations will be

needed, but some will be required for locally-oriented employment businesses that are linked to population growth. The final report concludes that there may be opportunities to investigate alternative non-employment uses in some of these employment areas to meet a demonstrated need for that alternate use and/or achieve other Official Plan objectives.

Conversions to Non-Employment Uses

Under the PPS Employment Areas can be converted to non-employment uses through a comprehensive review, only where:

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

The Ottawa Employment Land Review Final Report recommends the following Employment Areas be considered for conversion to a non-employment use (see Document 3):

1. 416 Business Park / Citigate (Highway 416 and Strandherd Drive): 20.1 gross hectares / 17.6 net hectares (on the southwest and southeast corners of Strandherd Drive and Borrisokane Road (formerly Cedarview Road);
2. Riverside South Business Park: 53.8 gross hectares / 48.7 net hectares east of Limebank Road and north of Earl Armstrong Road;
3. Albion-Leitrim Industrial Area: up to 32.2 gross hectares / 26.4 net hectares southeast of Leitrim Road and Fenton Road; and
4. South Orléans Industrial Park: 110.1 gross hectares / 71.8 net hectares south of Innes Road between a line due south of Belcourt Boulevard and Pagé Road.

These areas collectively remove approximately 165 net hectares from the vacant employment land supply and are not required over the long-term, and meet the first test of the PPS with regards to Employment Land conversion. These areas are termed candidate conversion areas in this review because the final report shows that they are not needed to accommodate the employment projections, but require a full review under the applicable conversion criteria of the PPS and Official Plan.

The second test of the need for the conversion can be both a quantitative exercise based on the land budget for land uses, and also a range of a more qualitative rationale

such as meeting other Official Plan objectives. Given the anticipated surplus of designated employment lands by 2036 there is a need for the candidate employment land conversion areas to help accommodate the projected housing needs at 2036 within the existing urban boundary. The candidate employment land conversion areas are opportunities for intensification and redevelopment, consistent with the PPS.

Council has directed staff to assess the candidate conversion areas and to use the 2036 projections update as part of the assessment. Staff have reviewed and assessed the four candidate conversion areas in the 416 Business Park, Riverside South Business Park, Albion-Leitrim Business Park, and South Orléans Business Park. In addition, two conversion requests were made in the Colonnade Business Park and in the South Orléans Business Park. The candidate conversion areas and the conversion requests were assessed against the conversion criteria in the PPS and the Official Plan, which includes the 2036 projections as a demonstrated need (see Document 5). The staff assessments conclude that the candidate conversion areas in the 416 Business Park, Riverside South Business Park, Albion-Leitrim Business Park, and South Orléans Business Park meet the established criteria for conversion. The conversion requests in the Colonnade Business Park and the South Orléans Business Park do not meet the established criteria for conversion. The following summarizes the results of the assessments for each area.

The Employment Land Study has determined that the 416 candidate conversion area can be considered for re-designation to General Urban Area. This derives in part from the attributes of the location and the encumbrance of the area by Gregory Casey stormwater management facility between McKenna Casey Drive and Borrisokane Road. This area was identified as potentially presenting challenges in terms of land size and its separation from the remainder of the business park for development of these lands for employment purposes in a way that is integrated with the remainder of the employment area. Staff have considered the potential conversion and are recommending that the current Employment Land Designation be retained. The lands are within an area subject to a secondary plan (South Nepean Secondary Plan) that designates the area as part of the Prestige Business Park. This business park as a whole is strategically located adjacent to the Highway 416 Corridor and directly accessible from the corridor at from the Fallowfield/416 interchange. This situation provides for the area to have ready access and accessible from three 400 series highways (417, 416 and 401). It is also located in close proximity to the Barrhaven Via station and the Ottawa International airport. These significant accessibility attributes and the directions provided for the development of south Nepean through the secondary

plan, including the extension of a BRT into the area. It also provides for the area as a whole and potentially areas to the south not now in the urban area, but that are possible candidate areas for inclusion in the urban area in the future, which would be one of the most important employment areas within the City to accommodate future employment growth for uses seeking a location within an employment area. Given these potential opportunities, staff are of the view that it is important to retain all of the area within an employment land designation to allow for more detailed planning and possible employment development opportunities to be pursued that will capitalize on the areas potential. Retaining the employment land designation for the 416 Candidate Conversion area will also provide for the total vacant urban employment land inventory to meet projected demand to 2036 under all the density scenarios examined through the Employment Land Study.

The Riverside South Business Park has a large amount of designated employment land (240 gross hectares) and given that there are no established businesses and its distance from a 400-series highway, it is unlikely that all of the business park will be consumed in the next 20 years. A recently approved Community Design Plan (CDP) included an alternate land use plan for a small area (58 hectares) within an employment designation that proposes a mix of residential densities and commercial adjacent to the planned transit station. Given the need for additional residential lands as part of the 2036 household projections, the CDP objectives of supporting transit-oriented development, and that the proposed conversion will not affect the remaining employment lands, staff concur with the recommendation in the final report to re-designate the Riverside South Business Park candidate conversion area.

The planned Leitrim Road realignment will divide the eastern vacant lands in the Albion-Leitrim Business Park, which also has more supply than will be absorbed in the next 20 years. The Leitrim Road realignment represents an ideal division between employment uses to its west and residential uses to its east. The western portion of the subject lands are also within the Airport Operating Influence Zone as identified on Schedule K of the Official Plan which prohibits sensitive uses and will provide a buffer to existing employment uses. A stormwater management facility is also planned in the south east area of the business park that will displace vacant employment land. Given the need for additional residential lands as part of the 2036 household projections, and as the assessment that the proposed conversion will not affect the remaining employment lands, staff concur with the recommendation in the final report to re-designate the Albion-Leitrim Business Park candidate conversion area so that the

final Leitrim Road alignment will determine the boundary between employment uses to the west, and non-employment uses to the east.

The South Orléans Business Park has a large amount of designated employment land (175 gross hectares) and given its distance from a 400-series highway it is unlikely to be consumed within the next 20 years. The candidate conversion area is recommended within the western portion of the business park. Given the uses surrounding the western portion of the business park, the need for additional residential, achieving the Official Plan objectives for transit supportive development and the assessment that the conversion will not impact the remainder of the business park, staff concur with the recommendation in the final report to re-designate the South Orléans Business Park candidate conversion area.

A conversion was requested at 103 Colonnade Road in the Colonnade Business Park. The parcel is owned by Ashcroft Homes who are proposing mixed commercial/office buildings and more than 112 apartment units. The subject parcel is 2.3 hectares in size within a 92 hectare business park that is between Merivale Road and Prince of Wales Drive, north of West Hunt Club Road. The business park is well established with only three vacant parcels. The business park, including the subject land, is recommended to be retained as employment lands in the final report. Staff concur with this recommendation as there is no demonstrated need for the proposed conversion, which would introduce a sensitive use at all times within the business park. The proposed conversion has the potential to set a precedent to allow residential uses within business parks that increases the price of land, impacts the affordability of lands to establish new employment uses, all of which contribute to destabilizing the operating environment for employment uses.

A conversion was requested for two properties within the South Orléans Business Park, east of Mer Bleue Road, one owned by Innes Shopping Centres and represented by SmartREIT, an affiliated company, and the other owned by Taillefer being the outdoor golf driving range opposite the snow disposal facility. The request is to re-designate the subject lands to Mixed Use Centre. To offset the amount of lands lost by the conversion request the proponents propose to add a similar amount of land back into the employment supply from the candidate conversion area on the western portion of the business park. The final report recommends that these lands be retained for employment purposes. Due to the size and location of the subject lands, they are key to the viability of the remaining employment lands east of Mer Bleue Road that have been recommended to be retained. The conversion of these parcels would mean that the remaining lands east of Mer Bleue Road would no longer be viable and that the

business park at Highway 174 and Trim Road would be the only other lands with employment potential in Orléans. With only 14 hectares of supply remaining, this area would be insufficient to accommodate employment needs for the next 20 years.

The proposed conversions have the potential to introduce sensitive uses that could impact future employment uses or be impacted by the existing snow disposal facility. Staff are of the opinion that the vacancies in this part of the business park are due to a lack of road access. The westerly extension of Vanguard Drive to Mer Bleue Road is identified as a proposed collector on Schedule E to the Official Plan and will provide direct road access to the proposed conversion parcels. Staff are of the opinion that the extension of Vanguard Drive should be regarded as an economic development initiative and is developing a work plan to accelerate the timing of the extension and look at potential financing options. Staff will provide a report to the Finance and Economic Development Committee and are targeting early Q1 2017. Based on the above, staff concur with the recommendation in the final report to retain the subject lands for employment purposes.

Proposed Employment Land Supply

The proposed re-designations of the Enterprise Areas and the candidate conversion areas removes approximately 200 net hectares from the current vacant employment land inventory leaving approximately 821 net hectares of vacant employment land. The projected employment growth range from a low density scenario of 45 jobs per net hectare to a high density scenario of 53 jobs per net hectare; the lower future job density will require more vacant land to accommodate the employment growth projection while the higher future job density will require less vacant land. Should employment lands develop at an average density of 45 jobs per net hectare, being the low-density-high-land-demand scenario, the employment land needs to accommodate projected 2036 growth will be 805 net hectares, leaving a surplus of 16 net hectares, as shown in Table 7.

2015 to	Current Supply (net HA)	Updated Supply post- conversions (net HA)	Land Need (net HA)	Surplus (net HA)
2031	1,020	821	621 to 694	127 to 200
2036	1,020	821	715 to 805	16 to 106
2041	1,020	821	808 to 916	-95 to 13

Updated Residential Supply from Recommended Conversions

The candidate conversion areas in Riverside South Business Park, Albion-Leitrim Business Park and South Orléans Business Park have the potential to add over 1,500 single and semi-detached units to the residential supply. These units represent just over one year of extra supply for anticipated single and semi-detached post-2036.

Table 8: Greenfield Housing Supply & Demand Supplemented with Employment Land Conversions							
Step		Single	Semi	Single +		Total	
				Semi	Row		Apt.
Greenfield Supply minus							
10	Demand	106	-128	-22	1,102	15,400	16,480
11	Employment Land potential	1,420	148	1,568	1,449	475	3,493
12	Greenfield Supply with EL	32,119	2,324	34,443	32,733	21,420	88,597
Supply with EL minus							
13	Demand	1,526	20	1,546	2,551	15,875	19,973
Supply in Years, post-2036		1.3	0.3	1.2	1.9	203.5	7.4
Single-detached and semi-detached units are often classified together as low density development in various concept plans. As a result, a separate column is produced to review their combined supply and demand.							

With the addition of the recommended employment land conversions as shown in Table 8, the supply of land for housing of all types is sufficient for the next 20 years and is consistent with the PPS in regards to identifying intensification and redevelopment opportunities, accommodating the projected housing needs, promoting densities that efficiently use infrastructure including multi-modal transportation, and maintaining at all times a minimum of 10 years of residential growth including opportunities for intensification and redevelopment.

Proposed Rural Employment Area Designation

The Official Plan provides limited direction with respect to rural employment uses and effectively managing employment growth in the rural area. Currently rural employment uses are widely permitted and can locate within the Carp Road Corridor Rural Employment Area, the industrial zones within the Villages of Richmond, North Gower, and Greely, or the industrial zones within the General Rural Area. The General Rural Area designation also permits industrial uses through a Zoning By-law amendment. Limited recognition of the potential of some highway interchanges and a conditional permission in the General Rural Area neither provides clarity as to which uses are appropriate nor supports clustering of similar uses.

Rural interchanges provide access and highway visibility and are attractive locations for certain traditional industrial and commercial uses catering to rural industries. They also attract businesses catering to the traveling public, unique recreational or entertainment uses with unusual site requirements, and for uses that require interchange access but also may not be compatible within an urban setting due to operational impacts.

However, not all of Ottawa's rural interchanges may be appropriate locations for rural employment uses. The following criteria were used to assess those locations most conducive to accommodating and attracting 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 for transport purposes within the urban area such as construction equipment or logistics distribution.

The final report concludes that the rural interchanges that meet the above criteria are most appropriate for rural Employment uses, and have the greatest economic development potential are:

1. Highway 417 and Carp Road;
2. Highway 417 and Boundary Road;
3. Highway 416 and Fallowfield Road.

In addition to these interchanges, the South Gloucester Industrial Area southeast of Bank Street/Highway 31 and Rideau Road is a significant rural employment cluster with over 1,700 jobs in 2012, second only to the Carp Road Corridor Rural Employment Area for the number of jobs within a rural business park. With vacant parcels of varying sizes on the east side of Hawthorne Road this industrial area also has good economic development potential to reinforce this existing employment cluster.

To support a coherent city-wide development pattern this OPA supports the strategy of focussing rural industrial and commercial uses in Villages and business parks with the greatest economic potential. A new Rural Employment Area designation is proposed for the existing business parks that are conducive for economic development:

1. Highway 417 and Carp Road;
2. Highway 417 and Boundary Road;

3. Highway 416 and Fallowfield Road; and
4. South Gloucester Industrial Area at Bank Street and Rideau Road.

The new Rural Employment Areas would permit the industrial uses that were contemplated within the current General Rural Area designation such as industrial, transportation, storage, noxious and ancillary uses.

As the new designation is proposed to be applied to existing rural business parks that are currently within the City's Vacant Industrial and Business Park Lands Inventory, the recommendation will not add new supply to the rural Employment Land inventory. The new designation is a means to formalize and help focus future growth through a policy context and maintains the current rural employment supply.

Through the OPA process the current zoning of the existing rural business parks was reviewed to determine the supply of rural industrial zones. The PPS prior to 2014 included commercial uses within the definition of an employment area and as such parcels with RC - Rural Commercial zones within rural business parks were also included in Vacant Industrial and Business Park Lands Inventories. When removing RC – Rural Commercial Zone parcels from rural business parks the effective rural employment land supply within the proposed Rural Employment Area designation is 427.5 net hectares as shown in Table 9. If rural consumption continues at an average rate of 10.8 net hectares a year this represents a 39.6 year supply and is more than sufficient to accommodate anticipated rural employment growth to 2036.

Table 9: Proposed Supply of proposed Rural Employment Area designation, based on existing zoning, from Table 21 in the Ottawa Employment Land Review Final Report, 2036 Projection Update.

Vacant Supply of Zoned Rural Employment Lands by Designation			
Business Park	Ha	Official Plan Designation	
		Current	Proposed
A.G. Reed Industrial Area	56.1	Carp Rd Corridor Rural Employment Area	Rural Employment Area
Carp Rd Corridor Rural Employment Area	167.4	Carp Rd Corridor Rural Employment Area	Rural Employment Area
Carp Airport Industrial	88.5	Carp Airport	Rural Employment Area
Moodie Drive Industrial Area	12.6	General Rural Area	Rural Employment Area
South Gloucester Industrial Area	36.9	General Rural Area	Rural Employment Area
IndCum Industrial Area	66.0	General Rural Area	Rural Employment Area
Sub-Total	427.5		
Other Rural Business Parks*	109.6		
Total	537.1		

* No changes are proposed for these Business Parks. Includes Business parks within Villages.

** Proposed designation changes reflect approved zoning status. No net change to the total rural employment land supply is being contemplated

Through the OPA process lands southwest of Moodie Drive and Fallowfield Road, municipally known as 2726, 2760, 2782 and 2800 Moodie Drive, was requested to be included within the Rural Employment Area if there was sufficient justification to re-designate the lands from the Agricultural Resource Area designation. Staff have reviewed the request to include the lands as part of the Rural Employment Area and have two concerns: the request would represent an addition of vacant rural employment lands of which there is more than sufficient supply and no study has been provided that examines the potential impacts of industrial uses to the existing adjacent residential uses west of 2726 Moodie Drive. In the absence of a study that examines the potential impacts to the adjacent residential uses staff are of the opinion it is premature to apply a Rural Employment Area designation to these lands through this Official Plan amendment.

PROPOSED GENERAL RURAL AREA POLICY AMENDMENTS

To complement the strategy of focussing rural Employment growth within Villages and Rural Employment Areas, the Employment Land Review report further recommends amending the General Rural Area to be less extensive with regards to Employment uses in OPA 150 Section 3.7.2 Policy 5. A Zoning By-law amendment would still be required for Employment uses, but new industrial and commercial uses in Policy 5a would be replaced with agriculture-related industrial and commercial uses and noxious

uses in 5b are proposed to be removed. Small-scale retail uses are also recommended to be redefined from 1,000 to 300 square metres of gross leasable area to better reflect the objective of meeting the needs of the travelling public rather than a destination that would be better located within a village. The requirement for a Zoning By-law amendment is proposed to apply to new uses. For clarity, staff do not recommend or intend to rescind any existing zones that do not conform to the list of proposed new uses in Policy 5.

Focussing new industrial uses to villages and Rural Employment Areas was raised as a concern over the economic competitiveness for parcels within the Vars Business Park at the Highway 417 and Rockdale Road interchange. Adjacent to this business park is a business park within the Township of Russell with a range of employment and commercial uses. The Vars Business Park is 150 gross hectares in size and is unique due to the amount of vacant General Rural Area lands, 76.7 gross hectares, surrounding a 400-series interchange, which has a different character than a typical General Rural Area lot on an arterial road. There are also existing uses within this business park that through a specific exception to the Zoning By-law could be characterized as an employment use. To recognize the unique nature of this business park, existing employment uses, and to maintain economic competitiveness, staff recommends that the current ability to evaluate new industrial and commercial uses through a Zoning By-law amendment be maintained as a site-specific policy to the Vars Business Park. Staff will amend the Zoning By-law in a specific nature, similar to exceptions 88r and 293r.

To permit flexibility for the review of new uses in the General Rural Area that would not otherwise detract from the strategy of focussing rural employment growth within village or rural employment areas, Policy 5d maintains the potential to add other new non-residential uses that would not be better located within a village or Rural Employment Area. Some of examples would be a research, development and testing facility associated with a water theme park or an indoor amusement park. Such uses could be reviewed through a Zoning By-law amendment process.

3 Infrastructure Assessment - 2031-2036 Growth / Employment Land Use Conversions

The Infrastructure Master Plan is updated by the City every five years, typically, to ensure there is sufficient trunk water and wastewater infrastructure capacity in the right areas of the municipality at the right service levels at the right time to accommodate development and redevelopment within the planning horizon of the Official Plan.

Assessments of trunk water and wastewater capacity has been completed to identify major infrastructure projects required to support growth to the 2036 planning horizon. A preliminary review of the status of community-level water, wastewater and stormwater infrastructure in the candidate areas for conversion of Employment lands to General Urban use was also conducted, as was a review of Facility Master Plans at the Britannia Water Purification Plant and the Robert O. Pickard Environmental Centre (ROPEC). The background reports for these reviews are available upon request.

Candidate Areas for conversion of Employment lands to General Urban land uses

There is no expectation that impacts to municipal services will extend beyond the boundaries of the respective Community Design Plan areas. Generally speaking, design guidelines used in the design of water and wastewater services result in a greater demand per unit area for employment lands compared to the demands created by residential or commercial lands. For the areas where conversion of employment lands is being considered, master servicing studies demonstrating availability of water and wastewater services have previously been prepared during the community planning exercises.

Existing studies have identified the routing of watermains, sanitary sewers, and storm sewers along road networks that were planned for employment lands and which are now expected to change when residential or commercial uses are considered for those areas. Grading plans in those areas are also likely to require adjustments – in particular in areas where housing developments will be proposed, due to the presence of basements instead of slab-on-grade construction. In a number of the candidate areas, the employment lands are situated in locations where grade raise restrictions exist. Servicing houses in these areas will be more challenging and will require additional investigations to be completed to determine if adequate grade can be made available for basement drainage.

Updates to the area specific Master Servicing Studies in the candidate Employment land conversion areas will be required. In some of these areas, such as the Albion-Leitrim Business Park Candidate Conversion Area 4, a Master Servicing Study was recently completed, and it is anticipated that the land use conversion will result in only minor revisions being required to be made to the recommended servicing approach. In other areas, such as the South Orleans Business Park Candidate Conversion Requests, master servicing studies are older and less detailed, and will require greater effort and time to update. Specific comments about servicing considerations for the candidate areas is provided in Document 5. Overall, subject to the

findings/recommendations of updated Master Servicing Studies, it is not expected that servicing issues will constrain the planned conversion of Employment land in the candidate areas.

Project Requirements to support growth to 2036 Planning Horizon

The following project requirements have been identified to support growth to the 2036 planning horizon:

- **Water** - Analysis of the future water distribution system indicates that there will be insufficient drinking water storage in the system in 2029, and upgrades to the Britannia WPP will be required.
- **Wastewater** - Analysis of the wastewater system has identified the need for capacity upgrades to the Conroy Road Trunk Sewer, Leitrim Pumping Station, Tenth Line Road Pumping Station, and upgrades to the grit tank and pumping capacity at ROPEC.

Implementation

The following outlines the process required to update Master Servicing Studies in the candidate land conversion areas:

1. Changes to the existing / Council approved MSSs will be required to be completed following a comprehensive study by the benefitting landowners. Depending on the scope of changes, an amendment to the Municipal Class EA process, may or may not be required;
2. It is anticipated that the approval of the MSS updates can occur concurrently with future Zoning Bylaw Amendments, providing the area of the ZBAs is coincident with the proposed OPA areas, and any off-site infrastructure requirements are located within existing rights-of-way. If the need for off-site infrastructure is identified that is located outside existing rights-of-way, a determination will be made whether the City will need to be a co-proponent of the infrastructure, and the appropriate approval authority; and
3. Until the MSS studies are updated, it is not possible to identify any incremental infrastructure costs to support the proposed Employment land conversion. By the nature of servicing demands created by employment lands vs. residential and commercial lands, significant increase in servicing costs resulting from the proposed OPA compared to the cost of the preferred servicing solutions in the

existing / Council approved MSSs that are based on Employment land uses are not anticipated.

Other major trunk infrastructure that has been identified through the Master Planning exercise would normally be implemented by the City in consideration of affordability and the timing required to meet development needs. In some instances, a developer may be permitted to front-end the implementation of a project if it is needed to support a specific development in advance of the City's schedule.

Financing

The identified projects will be added to the Development Charges Bylaw scheduled to be updated in 2022. The Development Charges Act (DCA) sets out the method that must be used to determine these charges. The DCA requires that the amount, type and location of development be estimated, and the associated service needs identified and justified. The *Act* further requires that Council indicate that it intends to ensure that such an increase in need will be met and that a project-specific expression of need would be applicable. Therefore, the adoption of this report signifies the City's intention to ensure that any growth-related projects identified in this document will be included in a subsequent Development Charges Background Study and By-Law update that will address post-2031 planning horizon. Each project that has been identified herein will first be reviewed and confirmed through a subsequent and comprehensive update of the Infrastructure Master Plan (IMP).

It should be noted that the capital projects identified in this report could include significant capacity that exceeds the 2036 development needs. Depending on the planning horizon established in advance of a future DC By-law update, the costs associated with this excess capacity would be considered post period capacity for the purposes of the by-law and would be recovered from development charges by-laws enacted in subsequent years. Furthermore all of the capital projects listed would be subject to the required methodology for calculating development charges, which includes determining whether there is any benefit to existing development.

4. CHANGES TO THE LAND EVALUATION AND AREA REVIEW (LEAR) SYSTEM

The Province of Ontario through the *Planning Act* and the PPS requires municipalities to identify and protect prime agricultural areas for long-term agricultural use. The PPS also provides for the use of a LEAR system to identify these prime agricultural areas and the Province of Ontario provides a draft guideline for the development of these systems by municipalities. A similar guideline was used by the former Regional

Municipality in 1997 to develop the O-C LEAR system that the City uses today. The guideline provides that these systems can be tailored by municipalities to address local agricultural conditions. A LEAR system consists of two parts:

- Land Evaluation (LE) focuses on the physical capability of the soil to support crops. The key source of this information is the Canada Land Inventory mapping provided by the Province. This component of the O-C LEAR represents 70 per cent of the LEAR score of each evaluated parcel;
- Area Review (AR) is intended to identify and evaluate other factors that either support or restrict ongoing agriculture on the parcel. The O-C LEAR considered three factors: parcel size, the amount of agriculture on the land, and the proximity of the land to incompatible uses. This component of the O-C LEAR represents 30 per cent of the LEAR score of each evaluated parcel.

The O-C LEAR permitted each parcel of land to be assessed and scored out of 200 points. Clusters of parcels 250 hectare or greater in size, and predominantly comprised of parcels that achieved a threshold score of 130 points or greater were designated as an Agricultural Resource Area in the Official Plan.

Recommended Changes to the O-C LEAR

The review of the O-C LEAR was undertaken by a LEAR Working group. The Working Group was comprised of two rural Councillors, farmers (including representatives of the Ontario Federation of Agriculture) Development Industry representatives, City and Ministry staff and the AgPlan Limited, consultant hired as a technical advisor. The Working Group concluded that the basic structure of the O-C LEAR should be retained but the following elements should be changed:

- **LE factor-** The Working Group chose to replace the existing O-C LEAR Soil Capability Points with a scoring system that uses the Provincial Field Crop points scale and which no longer disproportionately values class 2 and 3 soils. This scoring scale was considered to be more scientifically defensible. The overall 70 per cent weighting of the LE factor was not changed.
- **AR factor – Parcel Size** still retains a maximum score for parcels 36.4 hectares (90 acres) or greater but all smaller lot sizes were given higher scores to reflect the average smaller parcel size in the City. Parcels less than 4.5 hectares (10 acres) were given 1 point. In the final LEAR calculation parcels of 1 hectares or less were not scored.

- **AR factor -Conflicting uses** was modified to no longer assess how much of the parcel fell within 304 metres (1000 foot) of an urban or village boundary or a country lot subdivision. Instead the percentage of land within a 500-metre radius of the parcel that does not contain a conflicting use was assessed. Rural residential lots, created by severance or subdivision were considered the conflicting uses. Urban and village lands not were included in the study area and were not considered in this factor.
- **The Threshold Score** in the O-C LEAR was 130 points. This score indicates that the parcel of land was a candidate for inclusion in the Agricultural designation. There was no documentation as to how this was determined for the O-C LEAR. As part of the review staff was able to demonstrate that a threshold LEAR score of 125+ points reflected a very good correlation of both class 1, 2 and 3 soils and agricultural use. The recommended LEAR system includes a threshold score of 125 points.

The revised LEAR system is documented in “Ottawa Land Evaluation and Area Review for Agriculture (LEAR) Volume 1” attached as Document 7.

The LEAR data is documented in “Ottawa Land Evaluation and Area Review for Agriculture (Lear) Volume 2” attached as Document 8 and provides a record of the LE and AR points and LEAR score for each evaluated parcel.

The revised LEAR was forwarded to the Ministry of Agriculture Food and Rural Affairs for confirmation that the LEAR system meets Ministry’s requirements. The Ministry response is attached as Document 9.

Staff recommend that Documents 7 and 8 be adopted by Council as the City of Ottawa LEAR System.

Changes to Agricultural Resource Area Designation

The property scores resulting from the update of the LEAR review generally confirm the current Agricultural Resource Areas, but also highlight land that could be added to or removed from this designation. Staff used the results of the LEAR and the City’s 2014 and 2015 aerial photography to identify rural land that has potential for inclusion in the Agricultural Resource Area and other land that may be in that designation inappropriately. The land identified on the aerial photography was then inspected by staff with the assistance of the AgPlan agrologist. This inspection was undertaken to:

- verify the aerial photographic interpretation and provide information on the types and growth characteristics of crops;
- identify areas where crop type and/or crop growth characteristics support or contradict soil capability information and/or LEAR scores; and
- identify areas where agricultural use of land has just begun and where agriculture has been replaced by a different land-use.

This review resulted in the identification of 15 areas of land totaling 2163 hectares that are recommended for inclusion in the Agricultural Resource Area and 10 areas totalling 449 hectares for removal. The field results for these areas are provided in the report Ottawa LEAR Implementation, attached as Document 10.

Document 10 also identifies three submissions staff have considered as part of the review. These included consultant studies with more detailed soils analysis, and generally propose that: the LEAR scores should be lower for these sites than that identified by the revised LEAR system, and that the different sites should be removed from the Agricultural Resource Area. At the time of writing this report staff agreed with the results of one of these submissions. Staff are waiting for further information for the land north of Wall Road in Orleans and the land at River Road and Mitch Owens before considering these areas.

The Staff recommendations for additions to and removals from the Agricultural Resource Area designation are reflected in Schedules R1, R2, R4 – R16 in the Draft OPA, attached as Document 1.

Changes to the Policies for the Agricultural Resource Area

The 2014 PPS introduced a number of changes related to Agricultural land. These changes provide direction when Council may consider removal of land from an Agricultural Resource Area designation and to introduce the new PPS terminology for on-farm diversified uses and agriculture-related uses. On-farm diversified uses are equivalent to rural home occupations or rural home industries and include agri-tourism. These uses must be secondary to and produce value added products from the farm operation. Agriculture-related uses are those small scale commercial and industrial uses that are intended to serve and are compatible with local farm operations and do not hinder surrounding agricultural operations.

These policies are detailed in the Draft OPA attached as Document 1

PROVINCIAL POLICY STATEMENT

The draft Amendment, in Document 1, is consistent with the policies of the 2014 PPS in terms of the provision of sufficient urban land for residential and other purposes, the provision of sufficient Employment Land and the identification and protection of prime agricultural areas. Updated policy includes new terminology that is added in the 2014 Provincial Policy Statement.

RURAL IMPLICATIONS

Employment policies for the General Rural Area remove the general permission for new industrial uses in the General Rural Area and direct such uses to Villages where appropriate or to New Rural Employment Areas. Proposed policy changes also reduce the footprint of new commercial uses. Neither of these changes impact land already zoned for industrial or commercial use.

This report recommends the change of approximately 2163 hectares of rural land currently designated General Rural or Rural Natural Features to Agricultural Resource Area and the removal of approx 449 hectares of land from the Agricultural Resource Area. The Agricultural Resource Area designation is intended for the long-term protection of those areas with good soils and ongoing agriculture, from land fragmentation and the influences of conflicting land uses. This means that the ability to sever and develop land will be restricted on the New Agricultural Resource Area land. The land removed from Agriculture Resource Area may have slightly more development potential as a result.

This report is also to be presented to ARAC for information purposes. The ARAC meeting does not constitute the Public Meeting required by the *Planning Act* and therefore any recommendations proceeding from ARAC will need to be moved as motions at Council by individual Councillors.

CONSULTATION

As the Ministry of Municipal Affairs is the Approval Authority for this Official Plan Amendment. Notice in writing was given to the Ministry on September 26, 2016.

Employment Land consultation

The Employment Lands Review involved Sponsor Councillors, staff across departments (formerly Planning and Growth Management, Economic Development and Innovation, Realty Initiatives and Development), industry representatives, Federal Government

representatives, the real estate industry, special interest groups and members of the public. The project Sponsors Group included the representatives of City Standing Committees.

The Working Group advised on the scope of work, commented on proposals and recommendations, and provided opinions, advice and concerns on behalf of the organizations that they represent. Members from the Working Group included:

- Two representatives from the Greater Home Builders' Association;
- Two representatives from the Building Owners and Managers Association;
- Representative from Public Works and Government Services Canada; and
- Representative from the National Capital Commission.

To engage a larger but focussed community that included real estate professionals, landowners, special interest groups and members of the public a larger stakeholder list with over 100 contacts was also maintained.

- October 6 2014: tour of selected business parks with the Working Group;
- November 12 2014: selected stakeholder interview;
- January 15-16 2015: selected stakeholder interview;
- April 30 2015: stakeholder workshop;
- January 20 2016: stakeholder meeting; and
- May 2 2016: draft report posted online; comments requested.

An open house with two sessions was held on September 29, 2016 for the purpose of providing information and soliciting feedback on the recommendations of the Employment Lands Study and proposed land use and policy changes. Preliminary findings on the update of the population, housing and employment projections were also discussed. Feedback to date has been site-specific in nature as follows:

- employment land conversion request in the Colonnade Business Park;
- employment land conversion request in the South Orléans Business Park;
- a request to include lands southwest of Moodie Drive and Fallowfield Road as part of the adjacent proposed Rural Employment Area;

- a concern with the proposed amendments for the General Rural Area designation at the Vars Business Park at Highway 417 and Rockdale Road; and
- clarification on the proposed amendments for the General Rural Area designation for future non-residential uses such as research and development or an amusement park.

Staff have reviewed the above and provided recommendations with regards to the conversion requests in Document 5 and the remaining feedback within the discussion of the Employment Land Review section of this report.

LEAR and Agricultural Resource Area Consultation

The LEAR review was undertaken by the LEAR working group comprised of representatives of the farming industry, including representatives of the Ontario Federation of Agriculture and representatives of the Development Industry. The rural newsletter and the LEAR Review website attracted interest and some 50 people registered for updates on what was happening. Staff mailed out over 6000 letters to rural land owners advising that the LEAR review was complete and where the report and results could be viewed.

Staff notified land owners whose land is currently with in the Agricultural Resource Area and land owners who would be impacted by the Draft OPA by mail. Staff have received well over 100 phone enquires seeking information. The majority of these enquires that relate to changes of designation have been positive. Staff will provide a summary of responses received at the public Open House at Planning Committee.

A Public Open House will be held on November 14th at Ben Franklin Place in Nepean. The afternoon will be dedicated to a drop in for rural landowners to find out more about LEAR and the proposed changes to the Agricultural Resource Area designation.

The Evening Session of the Open House will deal with the proposed Population Projections, Employment Lands and the changes to the Agricultural Resource Area.

The Technical Circulation of the draft OPA to required agencies began on October 27, 2016. However, while the period in which these agencies and the public have been given to consider and make comments meets the requirements of the *Planning Act*, it does not conform to normal City policy and practice.

Under Bill 73 the City is required to provide the Ministries with 90 days to comment on the draft amendment before the notice of the Public meeting is given. Due to the

transition provisions in Bills 73 the City's notice in this instance is exempt from this new provision.

COMMENTS BY THE WARD COUNCILLORS

This is a City-wide report – not applicable.

LEGAL IMPLICATIONS

This amendment is intended to address the matters raised in the Ontario Municipal Board's decision respecting OPA's 150, 140 and 141 issued on February 23, 2016.

Following Council's adoption of this amendment and consideration by the Ministry of Municipal Affairs, a decision on the amendment will be released by the Ministry following which such decision will be open to appeal. The City will be requesting that such appeals be consolidated with OPA's 150, 140 and 141 and does not anticipate any opposition to this request.

In order to seek consideration of the amendments at the first available opportunity in 2017, the City Clerk and Solicitor Department will write to the Board following adoption to seek a date for a pre-hearing which would follow the 180 days permitted to the Ministry for review as well as time for any appeals to be received and notice sent. It is to be hoped that such pre-hearing will be scheduled in the third quarter of 2017.

With the entirety of OPA 150 being under appeal, hearings on it, OPA's 140, 141 and this amendment can be anticipated to go well into 2018.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

FINANCIAL IMPLICATIONS

The identified projects will be added to the Development Charges Bylaw scheduled to be updated in 2022. The *Development Charges Act* (DCA) sets out the method that must be used to determine these charges. The funding requirements from non-Development Charge sources will be determined through this By-law update.

ACCESSIBILITY IMPACTS

There are no accessibility implications associated with this report.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

EP1 - Promote Ottawa

EP2 - Support Growth of Local Economy

ES1 - Support an Environmentally Sustainable Ottawa

SUPPORTING DOCUMENTATION

Document 1 Draft Official Plan Amendment 2016

Document 2 Growth Projections for Ottawa: Prospects for Population, Housing, Employment and Land, 2014 – 2036

Document 3 Ottawa Employment Land Review Final Report: 2036 Employment Projection Update

Document 4 Vacant Industrial and Business Park Lands Inventory, 2014 – 15 Update

Document 5 Assessments of Candidate Conversion Areas and Conversion Requests

Document 6 Growth Projections for Ottawa 2014 – 2036 Addendum: Inclusion of Recommended Conversions of Employment Land Supply

Document 7 Ottawa Land Evaluation and Area Review for Agriculture (LEAR) Volume 1

Document 8 Ottawa Land Evaluation and Area Review for Agriculture (LEAR) Volume 2

Document 9 Ministry of Agriculture, Food and Rural Affairs' Letter, October 24, 2016

Document 10 Ottawa LEAR Implementation Report

Document 11 Summary of Changes

Document 12 Sections of OPAs 140 and 150 to be repealed

DISPOSITION

That the Planning, Infrastructure and Economic Development Department revise policy numbers and cross-references as needed and prepare the amendment in standard format for Council adoption by by-law.

That the Planning, Infrastructure and Economic Development Department forward the Official Plan amendment as adopted by Council and the documentation required under the *Planning Act* to the Minister of Municipal Affairs for final approval.