

Subject: Greenfield Residential Land Supply, Mid-2021 Update

File Number: ACS2022-PIE-EDP-0018

Report to Planning Committee on 27 October 2022

and Council 9 November 2022

Submitted on October 11, 2022 by David Wise, Acting Director, Economic Development and Long Range Planning, Planning, Real Estate and Economic Development Department

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Ward: Citywide

Objet : Stock de terrains résidentiels en zone verte, mise à jour de mi-année 2021

Dossier : ACS2022-PIE-EDP-0018

Rapport au Comité de l'urbanisme

le 27 octobre 2022

et au Conseil le 9 novembre 2022

Soumis le 11 octobre 2022 par David Wise, Directeur par intérim, Développement économique et Planification à long terme, Direction générale de la planification, de l'immobilier et du développement économique

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION

That Planning Committee receive this report for information.

RECOMMANDATION DU RAPPORT

Que le Comité de l'urbanisme prenne connaissance du présent rapport, à titre d'information.

EXECUTIVE SUMMARY

Council adopted a new Official Plan (OP) on November 24, 2021, with a planning period from July 2018 to July 2046. The new OP is currently under review for approval by the Minister of Municipal Affairs and Housing. The new OP divides the urban area into two categories: a "built-up area" and "greenfield area". This new Greenfield Residential Land Survey (GRLS) report replaces the former Vacant Urban Residential Land Survey (VURLS) and monitors the residential land supply within the greenfield portion, as of July 1, 2018, of the urban area.

In addition to monitoring only greenfield lands, this report changes the 12-month reporting period from a calendar year to a mid-year to mid-year period, being July 1, 2020 to June 30, 2021, and land supply as of July 1, 2021.

From mid-2020 to mid-2021, there were 5,131 greenfield housing starts resulting in consumption of 132.1 hectares of greenfield residential land. After the 5,131 dwelling starts were removed from the greenfield inventory and parcels were updated, as of July 1, 2021, there was approximately 1,587.3 hectares of greenfield residential land in Ottawa.

The Provincial Policy Statement (PPS) requires a 15-year supply of residential land to accommodate projected growth and a three-year supply with servicing capacity that are draft approved or registered to accommodate more immediate development. The applicable 15-year timeframe requires 1,458 net residential hectares, and the applicable three-year timeframe requires 291.6 net residential hectares.

As of July 1, 2021, the greenfield residential supply consisted of approximately 1,587.3 hectares. Within the greenfield supply, 1,428.7 hectares are serviced or have water and wastewater servicing capacity for residential lands and 628.2 of those hectares are either draft approved or registered. The greenfield land supply has the potential to accommodate 69,078 residential dwellings. There are sufficient lands to accommodate more than 15-years worth of growth and 3-years worth of registered and draft approved dwellings, meeting the PPS requirements.

As part of the new Official Plan, Council adopted an additional 1,281 net hectares of greenfield residential land. If approved by the Minister of Municipal Affairs and Housing,

this additional land supply will supplement the 2021 greenfield supply of 1,587.3 hectares past 2036.

RÉSUMÉ

Le Conseil municipal a adopté le 24 novembre 2021 un nouveau Plan officiel (PO), dont la période d'application s'étend de juillet 2018 à juillet 2046. Ce nouveau PO est en cours de révision en vue d'une approbation par le ministre des Affaires municipales et du Logement. Il divise le secteur urbain en deux catégories : la « zone bâtie » et la « zone verte ». Cette nouvelle enquête sur les terrains résidentiels en zone verte vient remplacer l'ancienne Enquête sur les terrains résidentiels vacants en milieu urbain et a pour objet de surveiller le stock de terrains résidentiels disponibles dans la zone verte, en date du 1^{er} juillet 2018, du secteur urbain.

En plus de se concentrer sur les terrains de la zone verte, cette enquête voit sa période de déclaration de 12 mois passer d'une année civile habituelle à une période de mi-année à mi-année, du 1^{er} juillet 2020 au 30 juin 2021, et le stock de terrains calculé en date du 1^{er} juillet 2021.

De la mi-année 2020 à la mi-année 2021, on a enregistré 5 131 mises en chantier de logements en zone verte, soit l'utilisation de 132,1 hectares de terrains résidentiels en zone verte. Une fois ces 5 131 mises en chantier supprimées de l'inventaire de la zone verte et la mise à jour du nombre de parcelles effectuée, en date du 1^{er} juillet 2021, on comptait à Ottawa environ 1 587,3 hectares de terrains résidentiels en zone verte.

La Déclaration de principes provinciale (DPP) exige un stock sur 15 ans de terrains résidentiels disponibles pour tenir compte de la croissance prévue, et un stock de trois ans de terrains viabilisés dans des plans de lotissement préliminaires ou enregistrés, en prévision des aménagements plus immédiats. Cette période de 15 ans nécessite un stock de 1 458 hectares résidentiels nets, et la période de trois ans nécessite 291,6 hectares résidentiels nets.

En date du 1^{er} juillet 2021, le stock de terrains résidentiels disponibles dans la zone verte était d'environ 1 587,3 hectares. De ce stock, 1 428,7 hectares sont viabilisés ou ont une capacité de traitement de l'eau et des eaux usées pour des terrains résidentiels, et 628,2 de ces hectares ont fait l'objet d'une approbation provisoire ou sont enregistrés. Le stock de terrains disponibles dans la zone verte peut accueillir 69 078 logements. Ce stock est suffisant pour une croissance sur plus de 15 ans et suffisant pour accueillir sur trois ans des logements enregistrés ou ayant fait l'objet d'une approbation provisoire, conformément aux exigences de la DPP.

Dans le cadre du nouveau Plan officiel, le Conseil a approuvé l'utilisation de 1 281 hectares nets supplémentaires de terrains résidentiels en zone verte. Si ce stock supplémentaire est approuvé par le ministre des Affaires municipales et du Logement, il viendra compléter le stock en zone verte de 2021, qui correspond à 1 587,3 hectares, jusqu'après 2036.

BACKGROUND

Since 1982, the City of Ottawa has undertaken the Vacant Urban Residential Land Survey (VURLS) which monitored the supply and consumption of vacant land in Ottawa's suburban areas to assess whether there is sufficient vacant residential land supply to support the growth projections of the Official Plan and the policy directions of the Provincial Policy Statement. VURLS reports typically have a one-year lag between the date of the received data and when the report is prepared.

Due to staff resources focused on the new Official Plan, the VURLS 2020 report was not completed in 2021. The new Official Plan was adopted on November 24, 2021 and establishes intensification targets of 40 per cent in 2018 and increasing to 60 per cent by 2046, resulting in urban residential growth of 51 per cent through intensification within the built-up area and 49 per cent within the greenfield area. A "built-up area" as of mid-2018 was delineated in the City of Ottawa and includes areas inside the Greenbelt as well as intensification parcels in the suburban areas of Ottawa. These intensification parcels were identified in previous VURLS reports as they are located within previously developed areas at the fringe of the built-up area. Therefore, to monitor the two areas (greenfield and built-up area) separately, the VURLS report will be referred to as the Greenfield Residential Land Survey and growth within the built-up area will be monitored in the Annual Development Report on an interim basis until the new Official Plan Monitoring Report is developed.

In addition to monitoring only greenfield lands, this report changes the 12-month reporting period from a calendar year to a mid-year to mid-year period, being July 1, 2020 to June 30, 2021, and estimates the greenfield land supply as of July 1, 2021. The tables in the appendices were also updated to a mid-year basis for the past five years to allow for an in-depth analysis of past years' consumption rates. Switching to a mid-year report allows direct comparisons/analysis to the Official Plan projections which are mid-year.

Two appendices are provided to help transition from the Vacant Urban Residential Land Survey to the Greenfield Residential Land Survey. Appendix 1 details the data for greenfield starts, consumption, and supply; and Appendix 2 details the data for starts,

consumption, and supply of the intensification parcels in previous VURLS reports. Additionally, the maps and the parcel list include both the greenfield parcels and the intensification parcels from previous VURLS reports, which are identified by a grey label, but are summarized separately, and analysis is only completed on the greenfield parcels.

The Greenfield Residential Land Survey will continue to assess whether there is sufficient greenfield land supply to support the growth projections of the Official Plan and the policy directions of the Provincial Policy Statement.

DISCUSSION

Development Trends Highlights

From mid-2020 to mid-2021, greenfield residential land consumption totalled 132.1 hectares and produced 5,131 units, above the five-year average of 107.7 hectares and 4,008 units. The average development density surveyed is 38.9 units per net hectare, consistent with the five-year average of 37.2 units per net hectare. Of the seven Community Design Plans (CDPs) tracked to compare density targets to what has been built to date, Mer Bleue had the highest development density of 38.0 units per net hectare. In mid-2021, Mer Bleue, East Urban Community, and Leitrim all exceeded their minimum density requirements, while Riverside South was at its CDP requirement and Barrhaven South, Fernbank, and Cardinal Creek had lower development densities compared to their CDP requirement. As development progresses within a CDP, the built density will fluctuate, so it is important to note that the reported densities only represent a snapshot in time.

Land Supply Requirements

The 2020 PPS contains policies for residential land to ensure that there is sufficient supply available for residential intensification and greenfield development. This survey focuses on the potential residential supply within the greenfield areas.

The PPS requires a 15-year supply of residential land to accommodate projected growth and a three-year supply with servicing capacity that are draft approved or registered to accommodate more immediate development. The GRLS mid-2021 update provides an inventory of greenfield residential supply as of July 1, 2021. The applicable 15-year timeframe to assess this supply would be from July 1, 2021 to June 30, 2036 and requires 1,458 net residential hectares, the applicable three-year timeframe for serviced lands would be from July 1, 2021 to June 30, 2024 and requires 291.6 net residential hectares.

As of July 1, 2021, the greenfield residential supply consisted of approximately 1,587.3 hectares. Within the greenfield supply, 1,428.7 hectares are serviced or have water and wastewater servicing capacity for residential lands and 628.2 of those hectares are either draft approved or registered. The greenfield land supply has the potential to accommodate 69,078 residential dwellings. There are sufficient greenfield lands to accommodate more than 15-years worth of growth and 3-years worth of registered and draft approved dwellings.

Greenfield Supply by Services, July 1, 2021	
Greenfield	1,587.3 ha
Unserviced lands	158.6 ha
Serviced lands	1,428.7 ha

Serviced Supply by Status, July 1, 2021	
Serviced lands	1,428.7 ha
Draft Approved or Registered Serviced lands	628.2 ha
Remaining Serviced lands	800.5 ha

Additional Urban Greenfield Expansion Lands

As part of the new Official Plan, Council adopted an additional 1,281 net hectares of greenfield residential land. Subject to approval by the Minister of Municipal Affairs and Housing, this additional land supply will supplement the 2021 supply of 1,587.3 hectares past 2036.

Conclusion

Staff have reviewed the greenfield residential land supply in Ottawa and conclude it is consistent with the policies of the Provincial Policy Statement.

RURAL IMPLICATIONS

This is a city-wide report – there are no rural implications associated with this report.

CONSULTATION

This report deals with research and analysis; public consultation was not required.

COMMENTS BY THE WARD COUNCILLORS

This is a city-wide report – not applicable.

LEGAL IMPLICATIONS

There are no legal implications associated with receiving this report for information.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with the recommendation in this report.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the recommendation in this report.

ACCESSIBILITY IMPACTS

As Ottawa continues to be developed, the City is committed to ensuring accessibility for persons with disabilities and older adults. All City-controlled projects follow the City of Ottawa Accessibility Design Standards and the *Accessibility for Ontarians with Disabilities Act (2005)*. The Greenfield Residential Land Survey, Mid-2021 Update report will be available in accessible format on the City website.

CLIMATE IMPLICATIONS

In January 2020, Council unanimously approved the Climate Change Master Plan, which is the overarching framework for how Ottawa will mitigate and adapt to climate change over the coming decades. It set short, mid, and long-term targets to reduce community greenhouse gas (GHG) emissions by 100 per cent by 2050 and corporate emissions by 100 percent by 2040. Applying a climate lens to the new Official Plan and supporting documents was one of eight priority actions to be undertaken in the period 2020-2025. The Climate Change Master Plan is supported by two key strategies:

- **Energy Evolution: Ottawa's Community Energy Transition Strategy:** Received by Council in October 2020, this strategy is the framework for how Ottawa can achieve its GHG reduction targets.
- **Climate Resiliency Strategy:** Still under development, this strategy will assess how Ottawa is vulnerable to climate change and identify strategies to mitigate the greatest risks.

For Ottawa to evolve in an era of climate change, patterns of development must also evolve to reduce energy use through greater conservation and efficiency measures. Achieving targets on emissions must also take into consideration actions that may have a societal cost or benefit such as transportation, housing choice, and their associated prices/costs. On the mitigation side, population and employment growth projections for the new Official Plan, including greenfield growth allocation targets, were incorporated into the Energy Evolution model to help inform the anticipated level of growth and development over the Official Plan to meet GHG targets. On the adaptation side, the new Official Plan supports Ottawa's ability to adapt to future climate conditions by addressing the impacts of extreme heat, flood risks, using nature-based solutions for building climate resiliency and protecting our agricultural sector.

TERM OF COUNCIL PRIORITIES

This project addresses the following Term of Council Priorities:

- Economic Growth and Diversification
- Thriving Communities

SUPPORTING DOCUMENTATION

Document 1 Greenfield Residential Land Survey, Mid-2021 Update

Document 2 Geographical Growth Areas, Mid-2018

Document 3 Greenfield Residential Land Survey Map, Mid-2021 Update

Document 4 Parcel Listing, Mid-2021 Update

DISPOSITION

Staff to continue monitoring urban land supply and development patterns to ensure consistency with Provincial policies and conformity with Official Plan objectives.