

**Subject: Vacant Industrial and Business Park Land Survey, 2020 to Mid-2022  
Update**

**File Number: ACS2023-PRE-EDP-0035**

**Report to Planning and Housing Committee on 17 January 2024**

**Submitted on December 29, 2023 by David Wise, Director, Economic  
Development and Long-Range Planning, Planning, Real Estate and Economic  
Development Department**

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**Ward: Citywide**

**Objet: Enquête sur les terrains industriels et les parcs d'affaires vacants,  
mise à jour de 2020 à la mi-2022**

**Dossier : ACS2023-PRE-EDP-0035**

**Rapport au Comité de l'urbanisme et du logement**

**le 17 janvier 2024**

**Soumis le 29 décembre 2023 par David Wise, Directeur, Développement  
économique et planification à long terme, Services de la planification, des biens  
immobiliers et du développement économique**

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**Quartier: À l'échelle de la ville**

**REPORT RECOMMENDATION(S)**

**That the Planning and Housing Committee receive this report for information.**

**RECOMMANDATION(S) DU RAPPORT**

**Que le Comité de la planification et du logement prenne connaissance du présent  
rapport à titre d'information.**

## **EXECUTIVE SUMMARY**

The 2020 to Mid-2022 Vacant Industrial Land (VILS) report marks the first assessment and monitoring of vacant industrial land in the city of Ottawa based on the latest city of Ottawa Official Plan adopted by Ottawa City Council in November 2021. This report examines employment lands under the previous Official Plan and the impact of the new employment areas designated under the new Official Plan.

Applying a five-year consumption rate, the results of this report would yield roughly 31 years of supply of vacant urban industrial land designated as Industrial and Logistics and 33 years of supply of vacant lands designated as Rural Industrial and Logistics land in the new Official Plan. There is sufficient land supply to satisfy the 2020 Provincial Policy Statement (PPS) requirement for employment lands to 2046.

## **RÉSUMÉ**

Le rapport sur les terrains industriels vacants de 2020 à la mi-2022 constitue la première initiative de contrôle et d'évaluation des terrains industriels vacants d'Ottawa, initiative fondée sur le dernier Plan officiel de la Ville d'Ottawa, adopté par le Conseil municipal en novembre 2021. Ce rapport examine les biens-fonds destinés à l'emploi en vertu du précédent Plan officiel et les répercussions des nouveaux secteurs d'emploi désignés dans le nouveau Plan officiel.

Appliquant un taux de consommation quinquennal, les résultats de ce rapport présenteraient environ 31 années d'approvisionnement en terrains urbains vacants désignés comme industriels et logistiques, et 33 années d'approvisionnement en terrains vacants désignés comme industriels et logistiques ruraux dans le nouveau Plan officiel. Cet approvisionnement est suffisant pour satisfaire aux besoins énoncés dans les politiques de la section 1.3.2.7 de la Déclaration de principes provinciale (DPP) de 2020 en matière de terrains favorables aux aménagements industriels au cours de l'horizon prévisionnel du Plan officiel ou au-delà de 2046.

## **BACKGROUND**

The Planning, Real Estate and Economic Development Department updates the City's inventory of vacant industrial and business park land every two years; the last report covered 2018-2019. The 2020 to Mid-2022 survey covers 30 months from January 1, 2020 to June 30, 2022, and moves the reporting period from a calendar year to a mid-year cycle to better align with the mid-year projections in the Official Plan. Data from the survey have a wide variety of applications, including information for economic

development, assessing the capacity of industrial areas to accommodate Official Plan job projections, and monitoring of supply adequacy and land consumption rates. This report includes detailed mapping of all industrial and business park areas in urban, suburban and rural parts of the city.

## **DISCUSSION**

This report establishes that the city of Ottawa is promoting economic development and competitiveness by:

- providing for an appropriate mix and range of employment, institutional, and broader mixed uses to meet long-term needs;
- providing opportunities for a diversified economic base, including maintaining a range and choice of suitable industrial sites for employment uses which are part of a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
- facilitating the conditions for economic investment by identifying strategic sites for industrial investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;
- encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities, with consideration of the overall Provincial Policy Statement (PPS) housing policy 1.4.1 through 1.4.3; and
- ensuring the necessary infrastructure is provided to support current and projected needs.

The three categories of industrial land designation noted in the Official Plan and applied in this report are: “Industrial and Logistics”, “Rural Industrial and Logistics”, and “Mixed Industrial”.

- Industrial and Logistics

According to the Official Plan, the “Industrial and Logistics” designation is applied mainly to lands where noxious uses that contribute to odour, light and noise etc. are clustered to protect surrounding uses. This designation primarily contains

more traditional industrial uses such as warehousing, distribution and construction.

- Rural Industrial and Logistics

“Rural Industrial and Logistics” lands are located in the rural area of the city are also captured as part of the rural inventory for this report. These lands support uses that are noxious or not suitable in the urban area or the “Rural Countryside” designation in the Official Plan.

- Mixed Industrial

Their flexibility and diversity allow lands designated as mixed industrial to blend more easily into the surrounding area. “Mixed Industrial” lands are generally lands that are a transition from traditional industrial to less noxious uses. Uses typically found in the “Mixed Industrial” designation include wholesale, light industrial and small-scale office uses.

As “Industrial and Logistics” and “Rural Industrial and Logistics” designated lands have more industrial-based uses that need protection, only vacant industrial land contained in these two designations were included in the designated vacant industrial land supply. These two designations also correspond to “employment areas” referenced in the PPS, being designated areas that protect and preserve areas for business and economic activities, such as manufacturing, warehousing, and associated retail and ancillary facilities.

Based on the supporting Document 1 to this report, the mid-2022 vacant industrial supply estimate of 469 net hectares on “Industrial and Logistics” designated land surpassed the requirement for the city to accommodate between 288 and 405 net hectares to 2046. This requirement, set out in the December 2020 “Industrial & Logistics Land Strategy for the New Official Plan” was updated to account for development to mid-year 2022. There is sufficient land supply to satisfy the 2020 PPS requirement for employment lands to 2046.

In addition to the designated industrial supply, there is industrial supply in other designations of the Official Plan as detailed in Table 1.

**Table 1: Allocation of Industrial Lands by Designation**

<b>Official Plan Designation</b>	<b>Total Net Ha</b>	<b>Total Vacant Net Ha</b>
<b>Industrial &amp; Logistics</b>	1,645.4	468.6
<b>Rural Industrial &amp; Logistics</b>	1,141.6	393.1
<b>Mixed Industrial</b>	1,017.1	157.1
<b>Undesignated Land</b>	504.4	62.3
<b>Total</b>	<b>4,308.5</b>	<b>1,081.1</b>

The total city-wide supply of vacant industrial and business park land on June 30, 2022, is estimated to be 1,081 net hectares. This is a reduction of 419.6 net hectares from the supply on December 31, 2019, which had 1,500.6 vacant net hectares. Adoption of the new Official Plan and the accompanying updates and modifications accounted for much of the differences in business parks between the two time periods.

#### Vacant Designated Industrial Land Supply

Of the 1,081 hectares of total vacant industrial supply, 861 hectares are within the “Industrial and Logistics” and “Rural Industrial and Logistics” designations of the Official Plan. Industrial lands in these two designations are considered the designated industrial supply that corresponds to the “employment areas” referenced in the PPS that are to be protected and preserved.

These vacant industrial lands are split 60 per cent within the urban area and 40 per cent with the rural area. Within the urban area, 10 per cent is inside the Greenbelt and 90 per cent outside the Greenbelt. Table 2 details the geographic distribution of the vacant designated industrial supply. On June 30, 2022, there was 469 hectares of vacant designated industrial supply within the urban area, being the combination of the inside and outside Greenbelt areas.

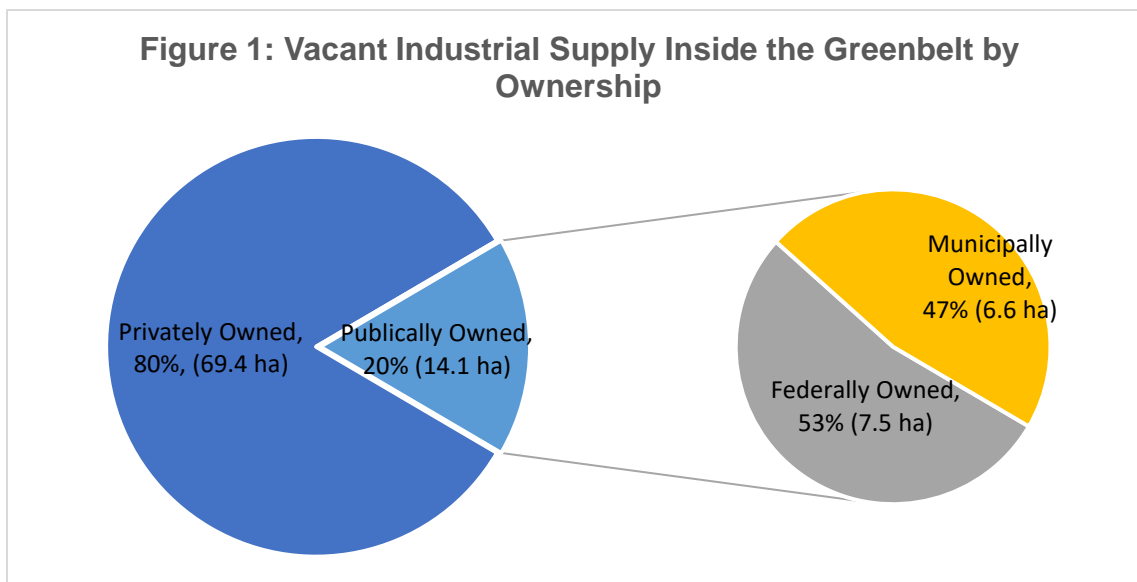
**Table 2: Geographic Distribution of Designated Vacant Industrial Land Supply**

<b>Designated Vacant Industrial Land (net HA)</b>			
<b>Location</b>	<b>Official Plan Designation</b>	<b>Net HA</b>	<b>% of total</b>
Inside the Greenbelt	Industrial and Logistics	52.7	6%
Outside the Greenbelt	Industrial and Logistics	415.9	48%
Rural	Rural Industrial and Logistics	393.1	46%
<b>Total</b>		<b>861.7</b>	<b>100%</b>

### Past 18 Months of Industrial Land Consumption

From January-2020 to June-2022, 77.2 gross hectares of industrial land were developed, of which 66.1 gross hectares were primarily for industrial uses.

Over 93 per cent of business parks inside the Greenbelt has been developed with the remaining seven per cent of supply accounting for 69.4 hectares. Of this vacant supply, 80 per cent is privately owned and 20 per cent is publicly owned by the federal and municipal governments, as illustrated in Figure 1.



### Other Industrial Supply

In addition to the designated industrial supply, there are 219 hectares of vacant supply in the “Mixed Industrial” and other Official Plan designations with existing industrial zoning. Lands designated as Mixed Industrial generally provide a transition and a buffer from more traditional and impactful industrial uses such as manufacturing and warehousing to more neighbourhood-oriented and sensitive uses as small-scale office and daycares. These areas provide lands for needed non-residential uses and in limited circumstances also permits services and amenities that are more commercial than industrial to the benefit of surrounding residential neighbourhoods. These permissions go beyond the intent of the PPS for the preservation for manufacturing and warehousing uses of “employment areas” and are hence not included within the designated supply. However, these are older business parks that provide opportunities for industrial users that may wish to locate within an established business park, have existing industrial zoning, and hence are still part of this industrial survey.

Table 3 details the geographic distribution of the industrial supply components and the total vacant industrial supply. In total, on June 30, 2022, there were 1,081 net hectares of vacant industrial supply within the city, which 80 per cent are designated industrial and 20 per cent other industrial.

**Table 3: Vacant Industrial Land by Designation**

<b>Total Vacant Industrial Land (net HA)</b>			
<b>Location</b>	<b>Designated Industrial</b>	<b>Other Industrial</b>	<b>Total Supply</b>
Inside the Greenbelt	52.7	16.7	69.4
Outside the Greenbelt	415.9	167.4	583.3
Rural	393.1	35.2	428.3
<b>Total</b>	<b>861.7</b>	<b>219.3</b>	<b>1,081.0</b>
<b>% of total</b>	<b>80%</b>	<b>20%</b>	<b>100%</b>

#### Estimated Years of Designated Industrial Supply

Applying consumption rates over the last 5 years on 469 net hectares of “Industrial and Logistics” designated land yields approximately 31.5 years of urban industrial designated supply for industrial and associated non-industrial development. Within the rural area, applying the consumption rates for the past 5 years on the 393 net hectares of “Rural Industrial and Logistics” designated land yields approximately 32.7 years net hectares for the vacant rural industrial designated supply. The most recent 5-year consumption rates and estimated years of designated industrial land supply are detailed in Table 4.

**Table 4: Vacant Industrial Supply by Five-Year Consumption Rate**

<b>Location</b>	<b>Supply</b>	<b>Past 5-years Consumption Rate</b>	<b>Reserve Years</b>
Urban	468.6 ha	14.9 ha per year	31.5
Rural	393.1 ha	12.0 ha per year	32.7

## **FINANCIAL IMPLICATIONS**

Approved with comment to be added: There are no financial implications associated with receiving this report.

**LEGAL IMPLICATIONS**

There are no legal impediments to receiving this report for information purposes

**COMMENTS BY THE WARD COUNCILLOR(S)**

This is a City-wide report – not applicable.

**ADVISORY COMMITTEE(S) COMMENTS**

This report deals with research and analysis matters, as a result, no advisory committees were involved.

**CONSULTATION**

This report deals with research and analysis matters, therefore public consultation was not undertaken.

**ACCESSIBILITY IMPACTS**

There are no accessibility impacts associated with this report.

**ASSET MANAGEMENT IMPLICATIONS**

There are no direct asset management implications associated with the recommendations of this report.

**CLIMATE IMPLICATIONS**

In January 2020, Council unanimously approved the Climate Change Master Plan (CCMP), 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 its supporting documents was one of eight priority actions within the CCMP, to be undertaken during the period 2020-2025. Energy and Climate Change was one of six cross cutting issues identified in the plan with strategic directions that guided and helped inform the policy framework within many sections of the Plan. Planning a compact and connected city is one such priority, by planning sustainable communities that consume less energy for transportation.

Given that almost half of the city's total emissions originate from the transportation sector, this report monitored the location of development occurring at or in proximity to



major transportation corridors and highways. These patterns of development are important for reducing the demand for energy use through greater conservation and efficiency measures.

In addressing PPS policy directions, this report found that there were sufficient lands available to accommodate lands for employment uses for the time horizon of the official plan up to 25 years, and that several existing business parks have been preserved and newly designated employment areas have been located at strategic locations near major highway interchanges. This latter strategy serves in part to limit the heavy truck and other ground transportation movement through the built-up area and address the PPS policy direction (1.8.1b), to locate employment areas in locations that minimize negative impact to air quality and climate change, including the consideration of greenhouse gas (GHG) emissions. This report will continue to monitor development in business parks including those located in these strategic locations in the future.

## **ECONOMIC IMPLICATIONS**

The report identifies vacant industrial land within the city in terms of its size, location, zoning and servicing. This information provides potential businesses with information on potential sites where they can locate or expand their operations.

The VILS report promotes the intent of Policy 1.3 Sections 1.3.1 b) and c) of the 2020 Provincial Policy Statement (PPS), which encourages planning authorities to:

- provide opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses and;
- facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment.

Additionally, the VILS report monitors and assesses the industrial-related sector in Ottawa it also serves to support the City of Ottawa's economic development efforts including the economic growth and diversification and the attraction and expansion of business.

As the VILS report remains consistent to relevant economic and employment policies in the PPS and adheres to principles that sustain the maintenance and development in the

industrial sector in Ottawa, it serves to support the city of Ottawa strategic priority of growth and diversification identified in the guiding principles of the new economic development strategy: 2023-2026 which identifies emerging sectors and attracts business investment to support economic diversification.

### **ENVIRONMENTAL IMPLICATIONS**

There are no environmental impacts associated with this report.

### **INDIGENOUS GENDER AND EQUITY IMPLICATIONS**

There are no Indigenous gender and equity implications associated with this report.

### **RISK MANAGEMENT IMPLICATIONS**

There are no risk management implications associated with this report.

### **RURAL IMPLICATIONS**

This report will continue to follow both future urban and rural industrial development and development on Rural Industrial and Logistics designated land.

### **TECHNOLOGY IMPLICATIONS**

There are no technological implications associated with this report.

### **TERM OF COUNCIL PRIORITIES**

This project addresses the following Term of Council Priorities:

- Has a diversified and prosperous economy

### **SUPPORTING DOCUMENTATION**

Document 1 - Inventory of Vacant Industrial and Business Park Lands, 2020 to Mid-2022 Update

### **DISPOSITION**

Information in this report will be used in a variety of applications, including economic development, assist in planning for employment areas in the new Official Plan, and monitoring of supply and land consumption rates.