

Subject: Official Plan Monitoring – 2023 Update

File Number: ACS2025-PDB-PS-0040

Report to Planning and Housing Committee on 18 June 2025

Submitted on June 9, 2025 by Derrick Moodie, Director, Director, Planning Services, Planning, Development and Building Services

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Ward: Citywide

Objet : La surveillance du Plan officiel – Mise à jour de 2023

Dossier : ACS2025-PDB-PS-0040

Rapport au Comité de l'urbanisme et du logement

le 18 juin 2025

Soumis le 9 juin 2025 par Derrick Moodie, Directeur, Services de la planification, Direction générale des services de la planification, de l'aménagement et du bâtiment

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Quartier : À l'échelle de la ville

REPORT RECOMMENDATION

That Planning and Housing Committee receive this report for information.

RECOMMANDATION DU RAPPORT

Que le Comité de la planification et du logement prenne connaissance de ce rapport pour information.

EXECUTIVE SUMMARY

The Official Plan (OP) Monitoring Report is an information report that tracks specific data indicators to monitor the effectiveness of the OP's policies and assess whether the City is on track to meet its ambitious goals and objectives. Data indicators are selected based on criteria including future reportability. Two types of indicators are included: target indicators that measure goals directly against a target; and trend indicators that measure the progress direction towards a goal or objective. This report includes updated data available as of 2023 and incorporates feedback from external consultations with community associations and non-governmental organizations (NGOs). These consultations were based on the [Draft 2022 Baseline Report](#) and helped identify data gaps as well as potential sources of information both for this update and to explore for future updates.

The report includes 17 updated indicators in the categories of growth management; economic development; mobility; urban and community design; and climate, energy and public health data, all with differing stages of progress:

- Nine are meeting or exceeding OP targets or objectives
 - Sufficient land and serviced land are available for residential development, in line with the *Provincial Planning Statement* (PPS)
 - Intensification rates are exceeding OP targets
 - The labour force and number of employed residents have increased
 - Sufficient industrial and logistics land is available for economic development, as per the PPS
 - By the end of 2023, 366 properties and 21 districts were designated under the *Ontario Heritage Act*
 - There has been an overall reduction in fatal or major injury (FMI) collisions between 2019-2023
 - The cycling network grew by 6% from 2019 to 2023
 - The winter cycling network expanded by 12%, with a 17% year-over-year increase in winter-maintained bike racks
 - The area of Natural Heritage Features and System Overlays remained unchanged from 2022 to 2023
- Three demonstrate that progress is being made but are not currently meeting OP

targets or objectives

- One shows that no or minimal progress is being made towards OP targets or objectives
- Four do not currently have enough information to assess performance towards OP targets or objectives

Overall, the OP is still performing well when it comes to economic development and mobility indicators as well as aspects of growth management related to intensification and land supply. Staff will continue to review indicators to identify what improvements can be made to advance policy goals and, over time, inform OP policy review. Future reports may also include new indicators or updates to existing indicators as new data sources become available.

RÉSUMÉ

Le Rapport sur la surveillance du Plan officiel (PO) est un outil d'information qui permet de suivre des indicateurs statistiques spécifiques pour surveiller l'efficacité des politiques du PO et pour savoir si la Ville est en bonne voie d'atteindre ses ambitieux buts et objectifs. Nous avons sélectionné les indicateurs statistiques d'après des critères comme la déclarabilité projetée. Nous avons tenu compte de deux types d'indicateurs : les indicateurs cibles pour les aspects directement mesurables par rapport à une cible; et les indicateurs tendanciels, qui mesurent les progrès accomplis dans la réalisation des buts ou des objectifs. Ce rapport comprend les données à jour publiées en date de 2023 et reprend les commentaires exprimés dans les consultations externes des associations communautaires et des organisations non gouvernementales (ONG). Ces consultations se sont inspirées de la version provisoire du [rapport référentiel de 2022](#) et ont permis de cerner des lacunes statistiques ainsi que des sources potentielles d'information pour cette mise à jour et d'explorer les prochaines mises à jour.

Ce rapport comprend 17 indicateurs dans les catégories de données sur la gestion de la croissance, sur le développement économique, sur la mobilité, sur l'esthétique urbaine et communautaire, ainsi que sur le climat, l'énergie et la santé publique; tous ces indicateurs se situent à différentes étapes de l'avancement :

- Neuf indicateurs respectent rigoureusement ou largement les cibles ou les objectifs du PO;
 - Il y a suffisamment de terrains raccordés ou non pour permettre d'aménager des habitations, conformément à la *Déclaration provinciale sur la planification* (DPP).

- Les taux de densification sont supérieurs aux cibles du PO.
 - La population active et le nombre moyen de résidents actifs ont augmenté.
 - Il y a suffisamment de terrains industriels et logistiques disponibles pour le développement économique conformément à la DPP.
 - En fin d'année 2023, 366 propriétés et 21 districts avaient été désignés en vertu de la *Loi sur le patrimoine de l'Ontario*.
 - On a observé, dans l'ensemble, une réduction globale du nombre de collisions causant des blessures fatales ou majeures entre 2019 et 2023.
 - Le réseau cyclable a augmenté de 6 pour cent entre 2019 et 2023.
 - Le réseau cyclable utilisable en hiver s'est étendu de 12 pour cent, avec une augmentation de 17 pour cent par rapport à l'année précédente du nombre de supports à vélos entretenus pendant l'hiver.
 - Les surzones des caractéristiques du patrimoine naturel et du réseau du patrimoine naturel sont restées inchangées entre 2022 et 2023.
- Trois démontrent qu'on accomplit des progrès, sans toutefois respecter, à l'heure actuelle, les cibles ou les objectifs du PO;
 - Un indicateur permet de constater qu'il n'y a pas de progrès ou que les progrès sont minimes dans la réalisation des cibles et des objectifs du PO;
 - Quatre indicateurs ne donnent pas suffisamment d'information, à l'heure actuelle, pour évaluer le rendement par rapport aux cibles ou aux objectifs du PO.

Dans l'ensemble, le PO donne de bons résultats du point de vue des indicateurs du développement économique et de la mobilité, ainsi que des aspects de la gestion de la croissance se rapportant à la densification et à l'offre de terrains. Le personnel continuera de revoir les indicateurs pour connaître les améliorations à apporter dans la réalisation des objectifs de la politique et pour éclairer, au fil du temps, l'examen des politiques du PO. Les prochains rapports pourraient aussi comprendre de nouveaux indicateurs ou faire état des mises à jour apportées aux indicateurs existants lorsqu'on pourra consulter de nouvelles sources de données.

BACKGROUND

Since the initial release of the draft Official Plan (OP), a commitment has been made to monitor the progress of the OP annually. Public feedback during the OP process asked

how the City will monitor and demonstrate success at fulfilling the plan's ambitious goals and objectives. Policy 11.9 of the adopted OP also provides direction to continually monitor the effectiveness of the plan's policies to determine if the City is on track to meet its strategic directions and objectives. A performance report is available on [Ottawa.ca](https://ottawa.ca) to track progress towards OP goals.

Growth management aspects of the OP are currently monitored through a series of reports published every year or every two years, such as land surveys that correspond to vacant residential and industrial lands. The [Annual Development Report \(ADR\)](#) now serves as a supplement to the [OP Monitoring Report](#). It continues to provide updates on other development and economic indicators for Ottawa and the larger metropolitan area that are not directly related to OP policies and objectives but offer additional context regarding demographic and economic changes.

DISCUSSION

This monitoring report includes data indicators that can be measured over time to assess the progress of Official Plan policies, goals, and objectives. The report has been updated to 2023 where data is available and incorporates feedback from external consultations with community associations, local school boards, post-secondary institutions, and NGOs. These consultations were based on the Draft 2022 Baseline Report and helped identify data gaps as well as potential sources of information for this update and to explore for future updates.

The reporting period for this report is from 2019 to 2023, with certain growth management indicators measured mid-year to mid-year from July 1, 2019, to June 30, 2023, to allow for direct comparison with existing Official Plan projections which are mid-year.

The data indicators included in this report were selected based on if they:

- could be used to measure a specific OP policy or policies
- had data readily available
- could be tracked over time

There are other policies, goals, and objectives within the OP that are measurable, but do not currently have data available to measure or would be too difficult to measure with the resources currently available, such as policies related to urban design.

Not all indicators can be measured the same way. Some OP policies have clear targets for comparison, while others can only be assessed by observing trends towards OP

goals and objectives. Therefore, this report includes two types of data indicators:

- **Target Indicators:** These directly measure progress towards an OP target (for example an intensification rate of 45 per cent).
- **Trend Indicators:** These measure the general direction of progress towards OP goals and objectives (for example a decrease in the number of collisions resulting in fatality or major injury).

Lastly, while some data indicators can be measured annually, some data sources are updated less frequently (for example every five years). The dates that data was last updated are included within the report and if data has not been updated, it has been greyed out in this report.

Performance Report

The OP Monitoring report includes a Performance Report at the beginning and is posted separately on [Ottawa.ca](https://ottawa.ca) to summarize the status of Official Plan (OP) policy indicators and assesses progress in achieving the OP targets and objectives. A few highlights include:

- **Residential Land Available:** As of July 1, 2023, Ottawa has about 1,950 hectares or 24 years of designated and available urban greenfield lands available for residential growth, of which 646 hectares or seven years is serviced. This exceeds the Provincial Planning Statement (PPS) requirements for a minimum of 15-years of designated and available lands and a three-year supply of serviced lands respectively.
- **Intensification:** An intensification rate of 69 per cent was achieved between July 1st, 2021, and June 30th, 2023, exceeding the five-year OP target of 45 per cent for July 1st, 2021, to June 30th, 2026.
- **Rental Market:** According to the 2023 Canadian Mortgage and Housing Corporation (CMHC) Rental Market Report, the rental vacancy rate for all categories of dwellings was two per cent, which is below the three per cent OP target.
- **Industrial Land:** As of July 1st, 2023, Ottawa has 461 net hectares of Industrial and Logistics designated land available to meet projected job growth to 2046 in accordance with the PPS.

External Consultation and Research

External consultation was conducted in the fall of 2024 with external stakeholder groups, including:

- Association of Community Organizations for Reform Now (ACORN)
- Alliance to End Homelessness
- Community Action for Environmental Sustainability (CAFES)
- City for All Women Initiative (CAWI)
- Ecology Ottawa
- Federation of Citizens' Associations of Ottawa (FCA)
- Greater Ottawa Home Builders' Association (GOHBA)
- Greenspace Alliance
- People's Plan Coalition
- Local school boards
- Local university professors and other subject matter experts

The Draft 2022 Baseline Report was circulated for feedback and subsequent meetings and written submissions were held and considered. Below is a table summarizing the feedback and suggestions related to Official Plan policies that were received:

| Existing or Suggested Data Indicator | Feedback Received | Response and Next Steps |
|----------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 15-min Neighbourhoods Policy 5.1.1 (2a) (4a) | <ul style="list-style-type: none"> • To measure 15-minute neighbourhoods based on OP policy • Suggested to measure walkability as a proxy | <ul style="list-style-type: none"> • Walkability or Walk Scores have been used a proxy in the Annual Development Report in the past and were determined to be an unreliable indicator • Staff to explore developing a 15-minute neighbourhood access |

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| | | measure in the next 15-minute Neighbourhood Report update |
| Affordable Housing Policy 4.2.2 (4) | <ul style="list-style-type: none"> • To provide and assess both public and private affordable housing data • Suggested data sources include Urbanation and the CMHC • Suggested to implement a rental registry to track rent prices by number of bedrooms • Suggested that alternative definitions of affordability in line with the CMHC be used instead of the PPS • To define current data as 'nonmarket' to refer to public, cooperative, and non-profit housing and set separate targets • Ideally to track the size and location of new affordable units • Ideally to track net new affordable units | <ul style="list-style-type: none"> • Consulted with CMHC to acquire custom affordable housing data for the Ottawa census division (CV); data is suppressed at this scale and cannot be shared • Urbanation only tracks rental unit prices that are currently turning over, showing higher rents than average • Currently working with the Affordable Housing team to find ways of tracking the data internally • To continue to use current OP definitions of affordability which are in keeping with the PPS and monitor new units as the OP is a document issued under the <i>Planning Act</i> and is part of the Ontario land use planning system |
| Intensification by Dwelling Type Policy 3.2 (8) (9) | <ul style="list-style-type: none"> • To measure new intensification units by number of bedrooms as per OP policy | <ul style="list-style-type: none"> • Building permit data by bedroom count is currently unavailable, however, staff are investigating the feasibility to track this information within the Land Management Solution (LMS) |

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| | | <ul style="list-style-type: none"> • Apartments vs ground-oriented units to continue being used as a proxy in the meantime |
| Rental Market Policy 4.2.2 (1a) | <ul style="list-style-type: none"> • Noted that rental vacancy rates for all dwelling categories should be included as per the policy | <ul style="list-style-type: none"> • Rental vacancy rate data was revised in this OP Monitoring Update to include all dwelling categories instead of just private apartment vacancy rates as reported under the previous OP |
| Short-term Rentals Policy 4.2.2 (1b) | <ul style="list-style-type: none"> • Concerns over whether the average number of short-term rentals listed annually is an effective indicator to monitor the policy goal | <ul style="list-style-type: none"> • This indicator has been removed from the 2023 report update since the goal of the short-term rental permit program is not necessarily to reduce the number of short-term rentals, but to reduce the diversion of long-term rentals to short-term rentals • Staff are exploring other data sources that might more effectively measure progress towards the permit and policy goal |
| Employment Policy 3.2.6 | <ul style="list-style-type: none"> • To track small business growth, level of unemployment relative to other cities, and rural economic development | <ul style="list-style-type: none"> • Small business and rural economic development data should be available in the next Employment Survey update • To explore if unemployment relative to other cities should be |

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| | | included in the ADR or another City document |
| Active Transportation Network Policies 4.1.2 (2) (7) (11a) | <ul style="list-style-type: none"> To include a breakdown by facility type | <ul style="list-style-type: none"> To explore feasibility and digestibility of data for future report updates and whether the data is better suited within another City document |
| Mode Share Policies 5.1.2 (2), 4.1.2 (3e), and 3.2 (16a) | <ul style="list-style-type: none"> To track mode share Suggested to track cycle counter data and separate commuter vs. recreational cyclists | <ul style="list-style-type: none"> Data indicator added to this OP Monitoring Update now that baseline data is available, TMP mode share targets to be established Explored cycle count data, but data doesn't monitor a "shift" to sustainable modes as stated within the OP policies and it cannot distinguish between commuter vs. recreational cyclists |
| Households near Public Transit Policies 3.2.16 (a), 4.1.2 (17) | <ul style="list-style-type: none"> To track access to public transit, ridership, and/or other level of service (LOS) measurements | <ul style="list-style-type: none"> Staff are evaluating the inclusion of the percentage of households in proximity to transit stations in future report updates Consult with OC Transpo regarding other LOS indicators for inclusion in future report updates |
| EV Chargers Policies 3.1.7 (d) and 3.2.7 (d) | <ul style="list-style-type: none"> Suggested to track public level 3 EV charging stations per capita | <ul style="list-style-type: none"> This indicator is added to this OP Monitoring Update now that data is available |

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| | | <ul style="list-style-type: none"> • Per capita measurement will be explored once the EV charging network has expanded |
| Natural Heritage Policies 4.8.1, 5.6.4, 9.1.1 | <ul style="list-style-type: none"> • To monitor the area of prime agricultural land • To monitor wetlands and woodlands to ensure no net loss | <ul style="list-style-type: none"> • Only specific instances of agricultural lands have a connection to natural heritage but they are not significant enough to warrant a monitoring program. • Staff to update City wetland mapping once staffing resources are available |
| Tree Canopy Policy 4.8.2 (2) | <ul style="list-style-type: none"> • More recent and more frequent data reporting requested • To include more granular data at the ward or neighbourhood level | <ul style="list-style-type: none"> • Staff in Natural Systems is targeting a tree canopy update in Q4 2025 • The tree canopy update will provide data from 2017 to 2022, including breakdowns for wards and neighbourhoods • Due to the slow rate of change in canopy cover, it is not possible to provide meaningful reports more frequently than every five years |
| Access to Greenspace Policy 4.8.3 (2) | <ul style="list-style-type: none"> • Suggested to monitor access to greenspace in accordance with the OP policy | <ul style="list-style-type: none"> • Staff intend to compile a first report on these metrics as part of the Greenspace Master Plan update |
| Urban Heat Island Effect Policies 5.1.1 (5a), 10.3 | <ul style="list-style-type: none"> • To monitor urban heat island effect • Urban heat deaths suggested as a proxy indicator | <ul style="list-style-type: none"> • More useful to measure changes in the urban heat island effect directly, currently |

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| | | <p>exploring how to compare urban heat maps year-over-year</p> <ul style="list-style-type: none"> • Otherwise, to consider monitoring heat deaths as a proxy |
| <p>Energy Grid Policy 3.1 (7), 3.2 (7)</p> | <ul style="list-style-type: none"> • To track energy grid resiliency (black/brown out data) • To track building energy efficiency | <ul style="list-style-type: none"> • Staff will consult with utility partners on which energy planning metrics are appropriate and regularly reported • City's Land Management Solution (LMS) will include trackable High-performance Development Standard (HPDS) metrics once the software is launched for Planning, Development and Building Services |
| <p>Local Food Production Policy 2.2.3</p> | <ul style="list-style-type: none"> • To monitor local food production | <ul style="list-style-type: none"> • To explore potential data sources for future report updates |

Other feedback regarding how to develop key performance indicators for monitoring, how to define and measure “livability” as an overarching goal of the OP, or suggestions to monitor data unrelated to current OP policies was also received. However, it was determined that these items would be better addressed through an OP Review or other City of Ottawa report, such as the [City Strategic Plan](#). A review of other official plan monitoring reports from other Canadian municipalities was previously conducted to identify best practices and develop data indicator criteria to limit the scope of the report and to feasibly and reliably measure OP policies. The current monitoring report is also committed to annual reporting, iterative refinement of indicators, and continued external engagement in line with suggestions made.

It was also noted that baseline monitoring years were peak pandemic years. While this may impact the data reported, the OP time horizon is from 2018 to 2046, so this data is included and impacts as a result of the pandemic are instead noted under the section ‘Emerging Trends and Issues’.

Lastly, it was requested that, where possible, more granular data be provided, such as by ward, age, gender, income, etc. The OP uses Transect boundaries for policy measurement. So, as a high-level report and to improve readability, most indicators will be measured at the Transect level or by policy specific criteria. Where ward data or other more granular data is available, it will either be included in the supplemental ADR or referenced in another City document.

Internal Consultation

Staff have been consulting with multiple units and departments internally to identify potential indicators to monitor OP policies. Several additional indicators have been identified related to Energy and Climate Change, Urban Design, and Infrastructure Planning, however, have not been included within this report update because the data is not currently available, is too difficult to track with current tools and resources, or further consultation and research is needed.

Performance Tracking Tool

In response to motion d13.1 at [Joint Planning and Housing Committee and Agriculture and Rural Affairs Committee in October 2021](#), a publicly available performance tracking tool is available on [Ottawa.ca](#) that provides transparency regarding the City's performance in achieving the goals set out in the Official Plan as part of the Official Plan Monitoring Report.

FINANCIAL IMPLICATIONS

There are no direct financial implications.

LEGAL IMPLICATIONS

There are no legal impediments to receiving this report.

CONSULTATION

External stakeholders were consulted based on the Official Plan (OP) Monitoring – 2022 Draft Baseline Report in the fall of 2024. Feedback and suggestions were received, summarized, incorporated where possible in the 2023 Update, and will be considered for future report updates. Further feedback is welcome as the report is to be continuously reviewed and can be provided to Maddie.Harreman-Fernandes@ottawa.ca.

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 Official Plan Monitoring – 2023 Update will be made available in accessible format on the City website once finalized.

ASSET MANAGEMENT IMPLICATIONS

There are no direct asset management implications associated with the recommendations of this report, however the information provided in this report aligns with the City's [Comprehensive Asset Management \(CAM\)](#) Program objectives by providing data to support informed decision making which enables the City to effectively manage existing and new infrastructure to maximize benefits, reduce risk, and provide safe and reliable levels of service to community users. This can also be done in a manner that minimizes the lifecycle cost of that infrastructure, and in a socially, culturally, environmentally, and economically conscious manner.

RISK MANAGEMENT IMPLICATIONS

Not applicable.

RURAL IMPLICATIONS

There are no direct rural implications associated with this report.

TERM OF COUNCIL PRIORITIES

This report monitors data related to the following 2023-2026 Term of Council Priorities:

- A city that has affordable housing and is more liveable for all;
- A city that is more connected with reliable, safe and accessible mobility options
- A city that is green and resilient
- A city with a diversified and prosperous economy

SUPPORTING DOCUMENTATION

Document 1 – Official Plan Monitoring - 2023 Update

DISPOSITION

That Planning, Development and Building Services staff continue to monitor the established OP policy indicators, explore potential new indicators, and report on the City's performance in achieving the policies, goals, and objectives within the OP on an annual basis.