

**Subject: Official Plan Update - Growth Projections**

**File Number: ACS2025-PDB-PS-0041**

**Report to Joint meeting of Planning and Housing Committee and Agriculture and Rural Affairs Committee on 18 June 2025**

**and Council 25 June 2025**

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

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**Ward: City Wide**

**Objet : Mise à jour du Plan officiel – Projections de croissance**

**Dossier : ACS2025-PDB-PS-0041**

**Rapport au Réunion conjointe du Comité de l'urbanisme et du logement et Comité de l'agriculture et des affaires rurales**

**le 18 juin 2025**

**et au Conseil le 25 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 RECOMMENDATIONS**

**That Joint Planning and Housing Committee and Agriculture and Rural Affairs Committee, recommend Council:**

- 1. Direct staff to review the 2025 publication of the Ministry of Finance Population Projections for the City of Ottawa and consider modifications as appropriate;**
- 2. Direct staff to develop associated housing and employment projections;**
- 3. Direct staff to develop a growth management strategy to determine the settlement area land requirements for the updated growth projections;**
- 4. Direct staff to draft amendments relating to the planning matters described in this report and begin the consultation process;**
- 5. Receive this report on the revisions to the Official Plan that may be required and consider written and oral submissions and discussions of the public, as per Section 26 (3) and (5) of the Planning Act.**

## **RECOMMANDATIONS DU RAPPORT**

**Que le comité mixte formé du Comité de la planification et du logement et du Comité de l'agriculture et des affaires rurales recommande ce qui suit au Conseil :**

- 1. Enjoindre au personnel de passer en revue les projections démographiques de 2025 du ministère des Finances pour la Ville d'Ottawa et d'envisager des modifications au besoin;**
- 2. Enjoindre au personnel d'élaborer des projections en matière de logement et d'emploi;**
- 3. Enjoindre au personnel d'élaborer une stratégie de gestion de la croissance permettant de déterminer les besoins en terrains dans la zone d'habitat, au regard des projections de croissance actualisées;**
- 4. Enjoindre au personnel de rédiger une version provisoire de modifications aux questions d'aménagement décrites dans le présent rapport et d'entamer le processus de consultation;**

- 5. Prendre connaissance du présent rapport sur les révisions du Plan officiel susceptibles d'être requises, et tenir compte des observations orales et écrites des membres du public, ainsi que des discussions avec eux, conformément aux paragraphes 26 (3) et (5) de la *Loi sur l'aménagement du territoire*.**

## **EXECUTIVE SUMMARY**

The purpose of this report is to provide information to Council on the scope of work for an Official Plan update to review growth projections and update the village plans. This report is separated into two sections: growth projections related updates and amendments not related to growth projections.

The growth projections update begins the next phase of the Council approved framework for Urban and Village Area Boundary Expansion Official Plan Applications. The growth projections update is a three-step process. First, is an update to the growth projections which includes population, household, and employment projections. The Ministry of Finance population projections will be used as the basis for this update; and, if available, staff will review and apply provincial guidance for growth projections. Second, is a growth management strategy to determine the settlement area land requirements to accommodate the new growth projections; and third, if required, is a selection process for new settlement area lands.

Staff will undertake targeted stakeholder engagement for the growth projections and are targeting Q1 2027 for Council adoption.

The non-growth-related update includes the following categories of amendments:

- Policies to implement the community benefits charges (CBC) framework. Under Section 37 of the *Planning Act*, CBC may be levied on development to pay for certain types of amenities. CBC replace the former provisions for density bonusing under the *Planning Act*.
- Updates to align terminology and policies with legislative changes that may have been enacted since the Official Plan's adoption.
- Corrections to mapping or policy errors.
- Review of the Village Plans.

## RÉSUMÉ

Le présent rapport a pour objet de fournir au Conseil de l'information sur la portée des travaux à réaliser pour mettre à jour le Plan officiel de manière à corriger les projections de croissance et à actualiser les plans de village. Ce document est divisé en deux sections : l'une portant sur les mises à jour liées aux projections de croissance et l'autre sur les autres mises à jour.

La mise à jour des projections de croissance marque le début de la prochaine phase du cadre approuvé par le Conseil, qui sera appliqué aux demandes de modification du Plan officiel visant à élargir les limites urbaines et de village. Cette mise à jour se fait en trois étapes. Premièrement, il faut procéder à une mise à jour des projections de croissance, qui englobent la population, les ménages et l'emploi. Les projections démographiques du ministère des Finances serviront de base pour cette mise à jour; si elles sont disponibles, le personnel examinera et appliquera les directives provinciales en matière de projections de croissance. Deuxièmement, une stratégie de gestion de la croissance doit être élaborée pour déterminer les besoins en terrains dans la zone d'habitat, afin de faire face aux projections de croissance. Troisièmement, un processus de sélection des nouveaux terrains dans la zone d'habitat doit, au besoin, être mis en place.

Le personnel mobilisera de manière ciblée les parties prenantes au sujet des projections de croissance, qu'il prévoit faire adopter par le Conseil au premier trimestre de 2027.

Les mises à jour non liées aux projections de croissance portent sur les points suivants :

- Les politiques de mise en œuvre d'une structure-cadre applicable aux redevances pour avantages communautaires (RAC). Aux termes de l'article 37 de la *Loi sur l'aménagement du territoire*, des redevances pour avantages communautaires peuvent être prélevées lors de projets d'aménagement afin de financer certains types de commodités. Les redevances pour avantages communautaires remplacent les anciennes dispositions relatives aux primes de densité prévues par la *Loi sur l'aménagement du territoire*.
- Des mises à jour permettant d'harmoniser la terminologie et les politiques avec les modifications législatives qui ont pu être apportées depuis l'adoption du Plan officiel.

- Des corrections d'erreurs observées dans les politiques ou la cartographie.
- L'examen des plans de village.

## **BACKGROUND**

On October 16, 2024, Council approved the framework for Urban and Village Area Boundary Expansion Official Plan Applications, described in report [ACS2024-PDB-PS-0102](#), to align with the new Provincial Planning Statement (PPS), 2024 which came into effect on October 20, 2024. The framework also proposed the City initiate an update of the Official Plan (OP) growth projections in 2025 using the population projections from the Ministry of Finance as the basis, followed by a land needs review and expansion exercise, if required. This approach will be similar to the expansion exercise conducted through the new OP process. This report outlines the scope of the OP growth update.

Although there is no statutory requirement to update policies within the OP until 10 years after Council's approval of the Plan, staff recommend moving forward with limited non-growth-related updates at this time to ensure consistency with major legislative changes enacted since the OP's approval. In many cases, these legislative changes have been addressed through stand-alone Official Plan Amendments. In some cases, changes could not be made due to the applicable policies being affected by matters such as Ontario Land Tribunal (OLT) hearings. In addition, the omnibus Official Plan Amendments that have been adopted by Council have primarily focused on Volume 1 and Volume 2A of the OP. This update will provide an opportunity for staff to recommend similar changes to Volume 2B, Village Secondary Plans. A subsequent update to the OP will be required five years after Council's adoption of this one.

## **DISCUSSION**

This report outlines the scope of work for the OP update to begin this year. This report is separated into two sections: growth projections related updates and amendments not related to growth projections.

### **Growth Related Update**

The OP growth update will consist of three steps. First, is an update to the growth projections which includes population, household, and employment projections. Second, is a growth management strategy to determine the settlement area land requirements to accommodate the updated growth projections; and third, if required, is a selection process for new settlement area lands.

## Step 1 - Growth Projections:

The growth projections begin with the population growth as they are the foundation for future housing and employment needs. Housing needs are analyzed by the types of housing or dwellings that the future population will occupy. Employment needs are analyzed by the number of jobs stemming from the future population and commuting flows between Ottawa and outlying communities. The updated growth projections will have a base year of mid-2024 and project to mid-2051. The Province is currently developing provincial guidance for growth projections which staff will review and apply to the updated growth projections if available. Until they are available, staff will undertake the growth projections as outlined below, similar to process the growth projections that were developed for the new Official Plan.

### Population Projections

The population projections will use a cohort-survival model, the widely accepted best methodology for projections by age and gender. Cohort-survival separates population change into its basic components; births are added, deaths are subtracted, and net migration (in and out migration from various sources) is added.

Figure 1: Cohort-Survival Components of Growth

<b>Population Gain</b>	Births		International Immigrants		Returning Emigrants		Positive Net non-permanent residents	Positive Net Interprovincial migration	Positive Net Intraprovincial migration
<b>Population Loss</b>		Deaths		Emigrants		Net Temporary Emigration	Negative Net non-permanent residents	Negative Net Interprovincial migration	Negative Net Intraprovincial migration

The population projections from the Ministry of Finance will be the basis of the growth projections. Staff will review the population projections and its various growth components to determine whether they need to be adjusted.

### Household Projections

The projected population forms the basis for the projected number of new total households and the number of new housing types they will live in. The household projections are completed as follows:

1. Households are determined by applying a headship rate, the portion of the population in each five-year age group that represents a single household, to the projected population by age group. Rates for the household headship are based on historical census data.

2. Housing units by dwelling type are projected by applying the likely occupancy rates for each household age group to choose a single-detached, semi-detached, row house or apartment.
3. A factor is added to allow for a vacancy rate in rental and ownership units and to replace demolished units of the same type.

This methodology will derive the projected housing demand by dwelling type.

### Employment Projections

The employment projections will be completed as follows:

1. The labour force participation rates by age and sex will be applied to the age-sex structure of the projected population. This will produce an estimate of the resident labour force, which will then be adjusted by assumed unemployment rates to produce the number of employed residents.
2. The number of net in-commuters from adjacent municipalities is added to the projected resident labour force to project the total number of jobs located in Ottawa.
3. A multiple job holder rate is then applied to account for people having more than one job.

This methodology will derive the employment projections in Ottawa.

### **Step 2 - Growth Management Strategy:**

The updated growth projections will be used to analyze whether the City of Ottawa has sufficient land within the Urban Area and Villages to house its population growth, and to comply with the 15-year land supply requirement in the 2024 PPS and the planning horizon. The land needs review will include both rural and urban components of the city-wide allocation of growth. The allocation of growth will follow OP policy directions and remain consistent with the PPS by focusing growth in strategic growth areas followed by greenfield development.

This methodology will determine if there is sufficient land in the Urban Area and Villages to house the projected population growth, or if additional settlement area lands are required.

Similarly, staff will review existing industrial and logistics lands to determine if additional lands are required based on the employment projections.

### **Step 3 (if required): Expansion Exercise:**

If it is determined that additional residential and/or industrial land is required, a comprehensive land selection process can begin. The selection process would be similar to the new OP process and could be more efficient for those lands that were already evaluated.

### **Timelines:**

City staff will begin working on the OP growth update when the population projections are available from the Ministry of Finance. They are expected to be available in June or July 2025, which will kickstart the project schedule, with timelines as shown below.

- Q1 2026: report to Joint Planning and Housing Committee and Agriculture and Rural Affairs Committee and Council on the updated growth projections and growth management strategy; and, if required, seek direction on scoring criteria for an expansion exercise at;
- Q4 2026: circulation of the draft Official Plan Amendment for the growth update to Ministry of Municipal Affairs and Housing;
- Q1 2027: Public open house required under the *Planning Act* on the proposed amendments;
- Q1 2027: Public meeting(s) at joint Planning and Housing Committee and Agriculture and Rural Affairs Committee required under the *Planning Act* for consideration of the draft Official Plan Amendment for the updated growth projections and the non-growth related matters;
- Q1 2027: adoption of Official Plan Amendment for the growth update by Council;
- Q1 2027 through Q2 2027: Ministry of Municipal Affairs and Housing has 120 days to approve the Official Plan Amendment for the growth update

### **Non-Growth Related Update**

The non-growth-related update includes the following categories of amendments:

- Policies to implement the community benefits charges (CBC) framework. Under Section 37 of the *Planning Act*, community benefit charges may be levied on development to pay for certain types of amenities. Community benefit charges replace the former provisions for density bonusing under the *Planning Act*.



- Updates to align terminology and policies with legislative changes that may have been enacted since the Official Plan's adoption.
- Corrections to mapping or policy errors.
- Review of the Village Plans.

## **RURAL IMPLICATIONS**

### Growth Related Update

This report has rural implications given that if additional lands are required through the growth update for either the urban area and/or villages, the potential expansion lands are currently in the rural area.

## **CONSULTATION**

Public consultation has not been conducted for this report as the recommendations are procedural.

The tabling of this report constitutes the special meeting required by Section 26 (3) (b) of the *Planning Act*. Notice of the special meeting to consider the outlined revisions to the Official Plan was issued in the Ottawa Citizen and Le Droit on May 10 and May 17, 2025, as required by Section 26 (4) of the *Planning Act*.

Consultation on the proposed amendments to the Official Plan will be conducted prior to the amendments being tabled at a public meeting held by joint committee in Q1 2027. This will include a public open house that will be held at least seven days prior to that public meeting, and targeted stakeholder engagement. This will include stakeholders similar to the New Official Plan process, such as the development industry, community associations, and Greenspace Alliance.

## **LEGAL IMPLICATIONS**

The recommendations in this report are in the opinion of Legal Services in compliance with the Planning Act, section 26.

## **ASSET MANAGEMENT IMPLICATIONS**

The recommendations document in this report are consistent with the City's Comprehensive Asset Management (CAM) Program objectives. The CAM Policy applies to all physical assets of the city including parks. The implementation of the CAM program results in timely decisions that minimize lifecycle costs and ensure the long-term affordability of assets. To fulfill its obligation to deliver quality services to the

community, the City must ensure that assets supporting City services are managed in a way that balances service levels, risk and affordability.

When the City commits to the acquisition of new assets, consideration must be given to the City's commitment to fund future operations, maintenance, and renewal costs, and account for future depreciation. When reviewing the long-term impacts of asset acquisition, it is important to consider the cumulative value and lifecycle costs of the acquired assets being taken on by the City. These incremental costs will be reflected in future updates of the Long-Range Financial Plans, and Asset Management Plans.

## **FINANCIAL IMPLICATIONS**

There are no direct financial implications.

## **ACCESSIBILITY IMPACTS**

Consultation with the Accessibility Advisory Committee (AAC) was not required for this report. There are no accessibility impacts associated with this report, however, public consultation prior to the tabling of the proposed amendments will be conducted in accordance with all applicable corporate and provincial accessibility requirements and policies.

## **INDIGENOUS GENDER AND EQUITY IMPLICATIONS**

Staff will include the Anishinaabe Algonquin Host Nation and local indigenous communities in the project update.

## **TERM OF COUNCIL PRIORITIES**

[2023-2026 Term of Council Priorities](#): adoption of the recommendations in this report will advance the following 2023-2026 Term of Council Priorities:

- A city that has affordable housing and is more liveable for all;
- A city with a diversified and prosperous economy

## **DISPOSITION**

Should Council adopt the recommendations of this report, Planning staff will draft the necessary amendments, begin the consultation process, and provide a report with recommended amendments to Council by Q1 2027.