

To: Economic and Development Services Committee

From: Warren Munro, HBA, MCIP, RPP, Commissioner,
Economic and Development Services Department

Report Number: ED-23-37

Date of Report: March 1, 2023

Date of Meeting: March 6, 2023

Subject: City-initiated Amendments to the Oshawa Official Plan and
Zoning By-law 60-94 Related to the City of Oshawa Parking
Study

Ward: All Wards

File: 12-03-1458

1.0 Purpose

The purpose of this Report is to provide background information for the Planning Act public meeting to consider the following:

1. A proposed City-initiated amendment to the Oshawa Official Plan (“O.O.P.”) to add a new Section 3.9 entitled “Parking” that establishes various policies to guide the consideration of parking-related matters throughout the City including development proposals; and
2. Proposed City-initiated amendments to Zoning By-law 60-94 (“Z.B.L.”) as follows:
 - a. Amend Section 2, “Definitions”, by adding a definition for Student Housing;
 - b. Amend Table 39.3B – Residential Parking Requirements by:
 - Changing the calculation of minimum required parking for certain residential uses;
 - Eliminating the application of separate parking rates based on tenure (i.e. rental versus condominium) for certain types of residential uses; and,
 - Adding a parking rate for student housing;
 - c. Amend Subsection 39.4, “Parking Space Standards”, by changing the minimum parking space size requirements for certain residential uses;

- d. Amend Article 39.9.1 under Subsection 39.9, “Driveway Requirements”, by changing the minimum driveway width requirements for certain residential uses to be consistent with the minimum parking space width requirements in amended Subsection 39.4 for those same residential uses; and,
- e. Add a transition rule for proposed residential developments for which a complete building permit application is submitted prior to the passing of this amending zoning by-law.

On November 21, 2022, pursuant to its consideration of Item CNCL-22-76, Council passed the following motion:

- “1. That, pursuant to Memorandum CNCL-22-76 dated November 15, 2022, City Council endorse the final report, appendices and prioritized recommendations for the City of Oshawa Parking Study dated January 22, 2021, prepared by IBI Group, as contained in Attachments 1, 2 and 3 of CNCL-21-110 as attached to this Memorandum as Attachment 1 as a general guide to help inform decision making, subject to the comments and recommendations of City staff as outlined in said Attachment; and,
- 2. That, pursuant to Memorandum CNCL-22-76 dated November 15, 2022, City Council authorize the Development Services Department to initiate the statutory public process under the Planning Act for Council to consider proposed City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94, generally as set out in Section 5.1.8.1 and Attachments 3 and 4 of CNCL-21-110.”

The proposed amendment to the O.O.P. is generally set out in Attachment 1 to this Report.

The proposed amendment to the Z.B.L. is generally set out in Attachment 2 to this Report.

The proposed changes to Table 39.3B – Residential Parking Requirements contained under Subsection 39.3 of the Z.B.L. are generally outlined in Attachment 3 to this Report.

A notice advertising the public meeting was mailed to all required public bodies. In addition, a notice was published in the Oshawa This Week newspaper. The notice was also posted on the City’s website and communicated through its Corporate Twitter and Facebook social media accounts.

The notice regarding the public meeting provided an advisory that the meeting is open to the public and will take place in person in the Council Chamber at Oshawa City Hall. Members of the public wishing to address the Economic and Development Services Committee through electronic means rather than appear in-person to make a delegation were invited to register their intent to participate electronically by 12:00 p.m. on March 3, 2023.

2.0 Recommendation

That, pursuant to Report ED-23-37 dated March 1, 2023 concerning the proposed City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 related to the City of Oshawa Parking Study prepared by IBI Group, staff be directed to further review and prepare a subsequent report and recommendation back to the Economic and Development Services Committee. This direction does not constitute or imply any form or degree of approval.

3.0 Executive Summary

Not applicable.

4.0 Input from Other Sources

4.1 Other Departments and Agencies

The subject City-initiated amendments have been circulated for comment and the identification of issues to a number of departments and agencies. These comments and issues will be considered and reported on, as appropriate, in a subsequent staff report which will provide a recommendation on the City-initiated amendments.

5.0 Analysis

5.1 Background

A significant amount of residential development has occurred in the City of Oshawa in recent years, and this growth is forecasted to continue. In accordance with provincial, regional and local municipal policies, a sizable portion of this residential development has been directed to those areas designated in the O.O.P. as the Downtown Oshawa Urban Growth Centre (“D.O.U.G.C.”), Central Areas including Transportation Hubs and Intensification Areas along Regional and Local Corridors. This residential development will generate parking demand.

Through a Request for Proposals process, the City hired IBI Group (“I.B.I.”) to undertake a parking study (the “Parking Study”) on behalf of the City.

The Parking Study was undertaken to develop a forward-looking plan for managing parking in the City. The Parking Study analyzed Oshawa’s City-wide parking opportunities and needs, with a focus on Intensification Areas along Regional and Local Corridors, the D.O.U.G.C. and Transportation Hubs.

At its meeting of December 1, 2021, Council considered Report CNCL-21-110, regarding the final report, appendices and prioritized recommendations for the Parking Study. Report CNCL-21-110 also included comments and recommendations of City staff.

On December 1, 2021, City Council passed the following resolution:

“That Report CNCL-21-110 be referred back to staff to review the comments of members of Council made at the December 1, 2021 Council meeting and further consult with Council members individually to record their parking concerns for feedback to come back to Council with proposed revisions to the Report.”

A copy of Report CNCL-21-110 can be found at the following link: [CNCL-21-110 City of Oshawa Parking Study \(escribemeetings.com\)](#).

On November 21, 2022, Council considered Item CNCL-22-76 and endorsed the final report, appendices and prioritized recommendations for the Parking Study, subject to the comments and recommendations of City staff as outlined in Report CNCL-21-110. In addition, Council authorized the Economic and Development Services Department to initiate the statutory public process under the Planning Act for Council to consider associated proposed City-initiated amendments to the O.O.P. and Z.B.L.

A copy of Item CNCL-22-76 can be found at the following link: [CNCL-22-76 City of Oshawa Parking Study \(escribemeetings.com\)](#).

The proposed City-initiated amendments to the O.O.P. and Z.B.L. are being advanced in response to the recommendations of the Parking Study, including several recommendations as further refined by staff as outlined in Report CNCL-21-110. The proposed amendments to the O.O.P. and Z.B.L. are intended to guide the review and decision-making process with respect to parking related matters associated with planning and development applications. Staff note that appropriate reciprocal amendments to the Z.B.L. have been proposed, where necessary, to ensure that the intent of the amendments as endorsed by Council is applied throughout the Z.B.L. in a consistent manner.

5.2 Proposed Amendment to the Oshawa Official Plan

The amendment to the O.O.P. proposes to add a new Section 3.9 entitled “Parking” that establishes various policies to guide the consideration of parking-related matters throughout the City including development proposals.

This proposed amendment to the O.O.P. was a recommendation of the Parking Study on the basis that most comparator municipalities have a standalone parking section in their official plan.

Report CNCL-21-110 and Memorandum CNCL-22-76 both indicated that staff agree with I.B.I.’s recommendation to incorporate a standalone parking section in the O.O.P. Adding a new policy section in the O.O.P. would reinforce the parking policies the City adopted through consideration of the Parking Study.

In view of the foregoing, it is appropriate to amend the O.O.P. as generally set out in Attachment 1 of this Report.

5.3 Proposed Amendment to Zoning By-law 60-94

As noted in Section 1.0 of this Report, the proposed amendment to the Z.B.L. includes such changes as:

- Adding a definition for Student Housing;
- Changing the calculation of minimum required parking for certain residential uses;
- Eliminating separate parking rates based on tenure;
- Adding a parking rate for student housing;
- Changing the minimum parking space size requirements for certain residential uses; and,
- Adding a transition rule to provide clarity as to which parking regulations apply to proposed residential developments for which a complete building permit application has been submitted prior to the passing of the amending zoning by-law.

This proposed amendment to the Z.B.L. was a recommendation of the Parking Study as further refined by staff comments in Section 5.1.8.1 and Attachment 4 of Report CNCL-21-110.

Report CNCL-21-110 and Memorandum CNCL-22-76 both indicated that staff agree with I.B.I.'s recommendations with respect to the majority of the proposed changes, but not all. Where there was disagreement, staff provided an alternative recommendation for proposed changes. A summary of all of the recommendations made by I.B.I. and, in turn, by City staff, are contained in Attachment 4 of Report CNCL-21-110.

Through Report CNCL-21-110, staff noted they did not agree with I.B.I. with respect to the magnitude of the proposed reduction in minimum parking requirements in Intensification Areas such as the D.O.U.G.C., Regional Corridors and the Central Oshawa Transportation Hub (centred on the future Central Oshawa GO Station) at this time. This is due, in large part, to major transit projects such as the Oshawa-to-Bowmanville GO Train Extension and Rapid Transit along the Simcoe Street and Highway 2 (King Street West-Bond Street West) corridors not being in place until at least the medium term (i.e. three to five years out) or, certainly in the case of the GO Train Extension to Bowmanville, the long term (i.e. six to ten years out).

In view of the foregoing, it is appropriate to amend the Z.B.L. as outlined in Attachments 2 and 3 of this Report. These amendments are summarized below:

1. Add a definition for Student Housing;
2. Amend Table 39.3B – Residential Parking Requirements to:
 - Eliminate any differences between rental and condominium tenure in terms of required parking rates for block townhouses and apartments;

- Calculate the minimum required resident parking rate for apartment buildings based on the size of the apartment units (e.g. bachelor units, one-bedroom units, two-bedroom units, three-bedroom units, etc.);
 - Reduce the minimum required visitor parking rate for apartment buildings from 0.33 spaces per unit for rental or 0.30 spaces per unit for condominium to a standard 0.25 spaces per unit;
 - Adjust the calculation of the minimum parking requirement for retirement homes, senior citizens apartment buildings and university residences; and,
 - Introduce a parking requirement for any housing development that meets the definition of student housing;
3. Reduce the minimum parking space size requirement for single detached dwellings, semi-detached dwellings/buildings and street townhouse dwellings from:
- 5.75m long to 5.4m long; and,
 - 2.75m wide to 2.6m wide, except that a parking space adjacent to a solid wall not in a private garage shall be minimum 2.75m wide;
4. Reduce the minimum parking space requirement for bed and breakfast establishments from:
- 5.75m long to 5.4m long; and,
 - 2.75m wide to 2.6m wide, except that a parking space adjacent to a solid wall, whether inside or outside of a garage, shall continue to have a minimum width requirement of 3.0m;
5. Reduce the minimum width of a driveway for a single detached dwelling, semi-detached dwelling/building, a duplex or a street townhouse dwelling from 2.75m to 2.6m to mirror the proposed new minimum parking space width noted above;
6. Enlarge the minimum parking space size requirement for parking spaces within a private garage for single detached dwellings, semi-detached dwellings/buildings, street townhouse dwellings/buildings, back-to-back townhouse dwellings/buildings, block townhouse dwellings and stacked townhouse dwellings from:
- 5.75m long to 6.2m long; and,
 - 2.75m wide to 3.0m wide; and;
7. Implement a transition rule to allow any complete building permit applications submitted before the date this zoning by-law amendment is passed by Council to use the least onerous zoning provisions related to parking space.

6.0 Financial Implications

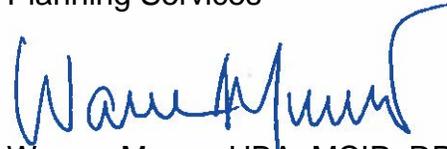
Anticipated costs to the City are included in the appropriate 2023 Departmental budgets and relate primarily to newspaper advertising costs for the public meeting and the passing of any by-laws.

7.0 Relationship to the Oshawa Strategic Plan

Holding a public meeting on the proposed City-initiated amendments to the O.O.P. and Z.B.L. advances the Accountable Leadership goal of the Oshawa Strategic Plan.



Tom Goodeve, M.Sc.Pl., MCIP, RPP, Director,
Planning Services



Warren Munro, HBA, MCIP, RPP, Commissioner,
Economic and Development Services Department

Proposed Amendment to the City of Oshawa Official Plan

Purpose:

The purpose of this Amendment to the City of Oshawa Official Plan is to add under Section 3, Transportation, of the Oshawa Official Plan a new section containing policies related to parking that outline best practices and requirements when considering parking-related matters throughout the City, including during the review of development applications.

Location:

This Amendment is general in nature and applies to the City as a whole.

Basis:

The Council of the Corporation of the City of Oshawa is satisfied that this Amendment to the City of Oshawa Official Plan, as amended, is appropriate.

Actual Amendment:

The City of Oshawa Official Plan is hereby amended by adding a new Section 3.9, Parking, as follows:

3.9. Parking

- 3.9.1. The City shall specify off-street parking requirements in the Zoning By-law to ensure that adequate parking facilities are provided to meet the parking demands generated by various types of land uses. Specific land uses may be required to provide easily accessible parking for electric and hybrid vehicles, carpool/vanpool/car share and bicycles. Minimum and maximum parking standards may be defined, as appropriate, to maximize the efficient use of land, and promote active transportation and the use of public transit.
- 3.9.2. Reduced parking requirements may be considered as part of a parking study where it can be demonstrated, to the satisfaction of the City, that the reduced parking supply will be sufficient to meet the development's parking needs, particularly within the Downtown Oshawa Urban Growth Centre, Central Areas, Regional and Local Corridors including Intensification Areas, Transportation Hubs, or any other area of the City where high levels of transit service exist or are planned.
- 3.9.3. The City may develop zoning regulations and/or guidelines to encourage the use of various transportation demand management initiatives including, but not limited to, the provision of hard infrastructure (e.g. secure bike parking, cyclist facilities, and carpool parking spaces) and soft infrastructure and services (e.g. hosting a car

share vehicle site, offering discounted transit passes, and having membership in a transportation demand management association such as Smart Commute).

- 3.9.4. Wherever possible, the amount of surface parking shall be minimized, taking into account the availability and/or viability of alternative modes of travel. Underground and/or structured parking that is appropriately integrated into the urban fabric and is sensitive to the planned design of the interface between the private and the public realm, including along streetscapes and adjacent to parks and open space areas, shall be promoted.
- 3.9.5. Cash-in-lieu of required parking may be considered in accordance with the Planning Act.”

Implementation:

The provisions set forth in the City of Oshawa Official Plan, as amended, regarding the implementation of the Official Plan, shall apply in regard to this Amendment.

Interpretation:

The provisions set forth in the City of Oshawa Official Plan, as amended, regarding the interpretation of the Official Plan, shall apply in regard to this Amendment.

Proposed Amendment to the City of Oshawa Zoning By-law 60-94

being a by-law to amend By-law 60-94, as amended, of The Corporation of the City of Oshawa.

IT IS ENACTED as a by-law of The Corporation of the City of Oshawa by its Council as follows:

1. This By-law, as amended, is further amended by:
 - (a) Amending Section 2: Definitions, by adding a definition for STUDENT HOUSING after the definition of STRUCTURE and before the definition of STUDIO as follows:
 - (i) “STUDENT HOUSING” means a building or part of a building that is located within an MU Zone adjacent to or in proximity to Simcoe Street North between Conlin Road and the East Branch of the Oshawa Creek that is owned, leased or operated by a private entity, that contains residential accommodation for students, employees or persons in short-term residence at a university or community college, whether or not shared cooking facilities are provided in the building.”
 - (b) Amending Article 5.12.4 by deleting the Article reference number “39.4.3” and replacing it with Article reference number “3.9.4.2”.
 - (c) Amending Sentence 24.3.9(2) by deleting the Article reference number “39.4.5” and replacing it with Article reference number “3.9.4.4”.
 - (d) Amending Sentence 38(B).3.9(2) by deleting the Article reference number “3.9.4.5” and replacing it with Article reference number “3.9.4.4”.
 - (e) Amending certain rows and/or columns under the column headings of Table 39.3B – Residential Parking Requirements as follows:
 - (i) Delete the word “condominium” from the third row of the first column and replace with the words “except senior citizens apartment building”.
 - (ii) Delete the text “1.45 per dwelling unit plus 0.3 per dwelling unit for visitors” from the third row of the second column and replace with the text “1.00 per dwelling unit plus 0.25 per bedroom after the first bedroom plus 0.25 per dwelling unit for visitors”.
 - (iii) Delete the fourth row in its entirety.
 - (iv) Delete the text “– condominium including a block townhouse tied to a common elements condominium” from the sixth row of the first column.
 - (v) Delete the seventh row in its entirety.

- (vi) Delete the text “0.38 parking spaces for every suite in a retirement home” in the thirteenth row of the second column and replace with the text “0.30 per suite plus 0.15 per suite for visitors”.
- (vii) Delete the text “0.5 per dwelling unit” in the sixteenth row of the second column and replace with the text “0.45 per dwelling unit plus 0.05 per dwelling unit for visitors”.
- (viii) Add a new row between the current eighteenth and nineteenth rows as follows:

| | |
|-----------------|--|
| Student Housing | 0.2 per bed plus 0.05 per bed for visitors |
|-----------------|--|

- (ix) Delete the text “0.5 spaces per bed” in the current nineteenth row of the second column and replace with the text “0.20 per bed plus 0.05 per bed for visitors”.

(f) Amending Subsection 39.4 as follows:

- (i) Delete Article 39.4.2 in its entirety.
- (ii) Renumber Articles 39.4.3 to 39.4.8, all inclusive, in sequential order as Articles 39.4.2 to 39.4.7, all inclusive.
- (iii) Amend Article 39.4.6 by deleting the comma “,” after the words “semi-detached building” and replacing it with the word “or”, and by deleting the words “or in a private garage serving an individual dwelling in a block townhouse” and replacing with the text “, in which case the minimum parking space width shall be 2.75m”.
- (iv) Add a new Article 39.4.8 as follows:

“39.4.8 Notwithstanding Table 39.4 and Article 39.4.5 to the contrary, the minimum parking space width shall be 3.0m and the minimum parking space length shall be 6.2m for a parking space in a private garage for a single detached dwelling, a semi-detached dwelling, a semi-detached building, a street townhouse dwelling, a street townhouse building, a back-to-back townhouse dwelling, a back-to-back townhouse building, a block townhouse dwelling unit or a stacked townhouse dwelling unit, and these dimensions shall be free and clear of any encroachments of features such as steps or utility-related equipment.”

- (v) Add a new Article 39.4.9 as follows:

“39.4.9 The provisions of Table 39.3B and the various Articles under Subsection 39.4 of this By-law as they existed immediately prior to [date of this amending by-law] shall apply to the erection or use of a building or structure on a lot if a complete building permit

application has been received by the Chief Building Official prior to [one year from the date of this amending by-law]. Notwithstanding the foregoing, in cases where a complete building permit application has been received by the Chief Building Official prior to [one year from the date of this amending by-law] and where the provisions of Table 39.3B and the various Articles under Subsection 39.4 of this By-law as they existed immediately prior to [date of this amending by-law] are more onerous than the provisions of Table 39.3B and the various Articles under Subsection 39.4 as they existed on [insert date of this amending by-law], the erection or use of a building or structure on a lot shall comply with the least restrictive provisions pertaining to such use.”

(g) Amending Article 39.9.1 by deleting the text “2.75m” and replacing it with the text “2.6m”.

2. This by-law shall come into force in accordance with the provisions of the Planning Act.

By-law passed this [] day of [], 2023.

Mayor

City Clerk

Proposed Amendment to Table 39.3B – Residential Parking Requirements of Zoning By-law 60-94

| Use or Purpose | Minimum Number of Parking Spaces Required |
|--|--|
| Accessory Apartment | 1 parking space per accessory apartment, in addition to residential parking requirements for a single detached dwelling or semi-detached dwelling |
| Any building not specifically mentioned containing 3 or more dwelling units | 1 per dwelling unit plus 0.33 per dwelling unit for visitors |
| Apartment building - condominium except senior citizens apartment building | 1.45 per dwelling unit plus 0.3 per dwelling unit for visitors 1.00 per dwelling unit plus 0.25 per bedroom after the first bedroom plus 0.25 per dwelling unit for visitors |
| Apartment building – rental, except senior citizens apartment building | 1 per dwelling unit plus 0.33 per dwelling unit for visitors |
| Bed and breakfast establishment | 2 parking spaces plus 1 parking space for each bedroom which is available to travelers |
| Block townhouse – condominium including a block townhouse tied to a common elements condominium | 1.65 per dwelling unit plus 0.35 per dwelling unit for visitors |
| Block townhouse – rental | 1.25 per dwelling unit plus 0.35 per dwelling unit for visitors |
| Duplex | 1 per dwelling unit |
| Flat or dwelling unit other than those listed in this table | 1 per dwelling unit |
| Group home, including correction group home | 1 parking space for every 3 residents |
| Lodging house | 0.5 spaces for every lodging unit plus 1 parking space if the lodging house also contains a separate dwelling unit |
| Nursing home, Long Term Care Facility or crisis care residence | 1 parking space for every 4 beds |
| Retirement home | 0.38 parking spaces for every suite in a retirement home 0.30 per suite and 0.15 per suite for visitors |
| Semi-detached building | 4 parking spaces per building |

| Use or Purpose | Minimum Number of Parking Spaces Required |
|------------------------------------|---|
| Semi-detached dwelling | 2 per dwelling unit |
| Senior citizens apartment building | 0.5 per dwelling unit 0.45 per dwelling unit plus 0.05 per dwelling unit for visitors |
| Single detached dwelling | 2 per dwelling unit |
| Street townhouse dwelling | 2 per dwelling unit |
| Student housing | 0.2 per bed plus 0.05 per bed for visitors |
| University residence | 0.5 parking spaces per bed 0.2 per bed plus 0.05 per bed for visitors |

Note: Red Font = additional language
Strikethrough = deleted language