

To: Council in Committee of the Whole

From: Anthony Ambra, P.Eng., Commissioner,
Economic and Development Services Department

Report Number: CNCL-24-05

Date of Report: January 24, 2024

Date of Meeting: January 29, 2024

Subject: Municipal Comprehensive Review of the Oshawa Official Plan

Ward: All Wards

File: 03-05

1.0 Purpose

The purpose of this Report is to:

1. Provide an introduction to the Municipal Comprehensive Review process to update the Oshawa Official Plan (the “Official Plan Review”); and,
2. Obtain Council’s authorization to initiate the Municipal Comprehensive Review process under the Planning Act, R.S.O. 1990, c. P.13 (the “Planning Act”) to update the City of Oshawa’s Official Plan through an Official Plan Review, including the scheduling of a Special Meeting of Council.

Attachment 1 is a copy of the current Oshawa Official Plan (the “O.O.P.”). Owing to the size of the document, the O.O.P can be viewed at the following link:
<https://www.oshawa.ca/en/business-development/resources/Documents/Official-Plan.pdf>.

Attachment 2 is a copy of Envision Durham, the recently adopted Durham Regional Official Plan (the “D.R.O.P”). Owing to the size of the document, it is not attached to this Report but can be viewed at the following link: <https://www.durham.ca/en/doing-business/resources/Documents/PlanningandDevelopment/Envision-Durham/Adopted-Durham-ROP.pdf>.

2.0 Recommendation

It is recommended to City Council:

1. That, pursuant to Report CNCL-24-05 dated January 24, 2024, Economic and Development Services staff be authorized to initiate the Municipal Comprehensive

Review process to update the Oshawa Official Plan, generally in accordance with Section 5.3 of said Report.

2. That, pursuant to Report CNCL-24-05 dated January 24, 2024, a Special Meeting of Council be held in the first or second quarter of 2024 as required under the Planning Act to initiate the Municipal Comprehensive Review process to update the Oshawa Official Plan.
3. That Statutory Notice be provided in accordance with the City's Public Notice Policy GOV-23-02 and the statutory timelines set out in the Planning Act to hear from the public on this matter.
4. That staff be authorized to forward a copy of Report CNCL-24-05 dated January 24, 2024 and the related Council resolution to the Region of Durham.

3.0 Executive Summary

The Oshawa Official Plan is a document that sets out a unified set of policies and land use designations to guide long-term growth and development in the City of Oshawa. The Oshawa Official Plan was last updated in 2016. Now that Envision Durham, the Region's Municipal Comprehensive Review of the Durham Regional Official Plan, has been adopted by Regional Council, it is appropriate to initiate a new City-initiated Municipal Comprehensive Review of the Oshawa Official Plan as required under the Planning Act in order to:

- Conform to the newly adopted Durham Regional Official Plan; and,
- Conform to updated Provincial legislation, policies and plans.

4.0 Input From Other Sources

The following have been consulted in the preparation of this Report:

- Chief Administrative Officer
- Commissioner, Corporate and Finance Services
- City Solicitor
- Director, Legislative Services/City Clerk

5.0 Analysis

5.1 Background

The O.O.P. is a document that sets out a unified set of policies and land use designations to guide long-term growth and development in the City. The O.O.P. is the highest order land use planning document for the City and it gives direction to zoning by-laws and all other statements of local planning policy. It is the primary tool available by which to manage and guide the physical form and growth of the City and in terms of scope, applies to the entirety of the City.

The most recent City-initiated comprehensive review of the O.O.P. was completed in 2016, through Official Plan Amendment 179 (“O.P.A. 179”). O.P.A. 179 was undertaken to implement a wide variety of policy changes and updates to ensure conformity with the Provincial Growth Plan for the Greater Golden Horseshoe (“Growth Plan”), the Provincial Greenbelt Plan (“Greenbelt Plan”), the D.R.O.P., and environmental policies based on the Central Lake Ontario Conservation Authority’s Natural Heritage System mapping and watershed plans. O.P.A. 179 was adopted by City Council on February 1, 2016 and approved by the Region of Durham on December 15, 2016, subject to a number of modifications and deferrals.

The current O.O.P. contains population, housing, and employment forecasts that are used to plan and manage growth and guide land use decision-making to 2031. However, an updated planning horizon is necessary owing to the City of Oshawa’s growing population. It is estimated that Oshawa’s current population as of 2022 is approximately 185,000, and the City is anticipated to experience significant growth over the next thirty years, as further discussed in Section 5.2.1 (specifically in Table 1) of this Report.

5.2 Rationale for Updating the Oshawa Official Plan

The following sections outline the rationale for updating the O.O.P. and initiating the O.O.P. review process at this time.

5.2.1 Envision Durham

Section 27 of the Planning Act requires that a lower-tier municipality amend its official plan to conform to upper-tier official plans within one year of the upper-tier official plan coming into effect.

The D.R.O.P. guides decisions on long-term growth and development in Durham Region, providing policies to ensure an improved quality of life and securing the health, safety, convenience and well-being of present and future residents of the Region.

In 2019, the Region of Durham launched Envision Durham – the Municipal Comprehensive Review of the D.R.O.P. On May 17, 2023, Durham Regional Council adopted the new D.R.O.P. (see Attachment 2) which includes, among other matters, updated population and job growth projections, density targets and the comprehensive delineation of Regional Corridors. The D.R.O.P. is currently under review by the Province and it is anticipated that approval of the new D.R.O.P. by the Ministry of Municipal Affairs and Housing is imminent.

As part of Envision Durham, the Region of Durham has estimated that Oshawa’s population will increase to 298,540 persons by 2051. The newly adopted D.R.O.P. allocates the following population, employment, and household growth targets for the City of Oshawa to 2051:

Table 1: City of Oshawa’s Population, Employment and Household Forecasts

Oshawa	2026	2031	2036	2041	2046	2051
Urban	199,230	218,930	238,320	256,880	276,800	297,450

Oshawa	2026	2031	2036	2041	2046	2051
Rural	1,050	1,060	1,070	1,070	1,080	1,090
Total Population	200,280	219,991	239,390	257,950	277,880	298,540
Households	73,800	81,450	89,060	96,680	104,710	112,970
Employment	70,600	78,070	85,250	92,110	99,670	107,280

The O.O.P. must be updated to ensure conformity with the newly adopted D.R.O.P.

5.2.2 Updates to Provincial Legislation, Policies and Plans

In addition to conforming to the D.R.O.P., the O.O.P. must conform to Provincial legislation, policies and plans, including the Provincial Policy Statement (the “P.P.S.”), the Growth Plan, and the Greenbelt Plan. Staff note that the Province is proposing to combine and replace the existing P.P.S. and Growth Plan with a new Provincial policy document identified as the “Provincial Planning Statement.” Should the Province adopt a new Provincial Planning Statement, the O.O.P. will have to conform to it.

There have been many significant changes to Provincial legislation, policies and plans since O.P.A. 179 was adopted in 2016, including updates to the P.P.S. in 2020 and updates to the Growth Plan in 2017 and 2020. In addition, new legislation has been introduced by the Province in recent years that has significant impacts to land use planning across Ontario. These changes to legislation must be reflected in the O.O.P. and are further described below.

In 2022, the Province announced More Homes Built Faster: Ontario’s Housing Supply Action Plan 2022-23 (the “Action Plan”). This Action Plan includes a suite of legislative and non-legislative changes introduced by the Provincial government intended to help unlock more housing, streamline development approvals, remove barriers, accelerate planning and further protect homebuyers and owners. As part of the Action Plan, the Province identified a goal of building 1.5 million homes across Ontario by 2032. To achieve the goal of building 1.5 million homes, large and fast-growing municipalities across Ontario, including Oshawa, have been assigned a Municipal Housing Target. The City of Oshawa has been assigned a target of constructing 23,000 new homes by 2032.

To support the Action Plan, the Provincial government passed Bill 23, “More Homes Built Faster Act, 2022” (“Bill 23”) on November 28, 2022. Bill 23 was implemented to assist the Province in achieving its goal of constructing 1.5 million homes by 2032 and aims to ensure that cities, towns, and rural communities grow with a mix of ownership and rental housing types that meet the needs of all Ontarians. Bill 23 made fundamental changes to the land use planning system in Ontario through amendments to the Planning Act, Ontario Heritage Act, R.S.O. 1990, c. O.18, Development Charges Act, 1997, S.O. 1997, c. 27, Municipal Act, 2001, S.O. 2001, c. 25 and other statutes. Some of the legislative changes

made under Bill 23 that will have to be considered as part of updating the O.O.P. include, but are not limited to:

- Updating land use permissions to permit increased residential densities, including encouraging the development of the “missing middle” (e.g. townhouses, stacked townhouses, triplexes, fourplexes, etc.) and supporting higher density development around transit stations;
- Updating parkland requirements; and,
- Updating the role of Conservation Authorities.

Staff note that some of the considerations listed above have already been implemented, in part, through recent City-initiated amendments to the O.O.P. Nonetheless, they will need to be assessed comprehensively on a City-wide basis as part of the Official Plan Review process.

The Provincial government also passed Bill 109, the More Homes for Everyone Act, 2022 (“Bill 109”) on April 14, 2022. Bill 109 implemented amendments to various Provincial statutes, including the Planning Act, to address housing, development and certain other matters, all of which were intended to streamline and speed up the approval process for the delivery of new housing. While many of the legislative changes made under Bill 109 have already been implemented through City-initiated amendments to the O.O.P. (including expanding the list of holding symbol conditions and adding pre-consultation policies), these amendments will need to be carried forward in the Official Plan Review process.

More recently, on August 21, 2023, the Province announced the Building Faster Fund (“Fund”), a new three-year, \$1.2 billion program intended to provide funding to municipalities that meet or exceed their annual housing targets. As one of the identified fastest-growing municipalities in Ontario, the City of Oshawa was assigned specific targets for the first three years of the Fund (see Table 2 below). Oshawa’s target for 2026-2032 will be even greater than 2,300 units for the remaining years. However, a specific number has not yet been provided to the City.

Table 2: City of Oshawa’s Housing Targets under the Building Faster Fund

Year	2023	2024	2025
Oshawa’s Target (number of units)	1,687* *The 2023 actual number of units achieved is 1,204.	1,917	2,300

Owing to the above-noted updates to Provincial legislation, policies and plans, as well as the various housing and population targets that the City has been assigned, it is appropriate to initiate the City’s Official Plan Review in order to address all of these changes and plan for the future growth of the City accordingly.

5.3 The Official Plan Review Process

5.3.1 Planning Act Requirements

In order to initiate the Official Plan Review process, Section 26(3) of the Planning Act directs any Council to consult with the approval authority (in this case, the Region of Durham) and other prescribed public bodies, as well as hold a Special Meeting of Council open to the public to generally discuss the revisions that may be required as part of the Official Plan Review.

It is recommended that the Special Meeting of Council required under the Planning Act be held in the first or second quarter of 2024 and be held in the evening (vs. during the day). The meeting will be open to the public. As per Section 26(4) of the Planning Act, notification of the Special Meeting of Council must be advertised at least once a week in each of two separate weeks, and the last of the minimum required notifications shall take place at least 30 days before the date of the meeting. The Special Meeting of Council will be advertised generally six weeks in advance of the meeting by posting on the City's website, e-newsletters and through the City's social media accounts, pursuant to the City of Oshawa's Public Notice Policy GOV-23-02.

Staff will be preparing a discussion paper that provides background information on the O.O.P., details of the Official Plan Review process, and key themes to explore that will assist with updating the O.O.P. The discussion paper will be released in advance of the Special Meeting of Council.

5.3.2 Scope of Work

The Official Plan Review will be generally advanced as follows:

- Phase 1: Visioning/Background Research and Review
 - This phase includes a review of relevant policies, legislation and various “themes” (such as parks and open space, heritage, housing, the environment, etc.). This phase will also include public engagement.
- Phase 2: Initial Findings/Policy Development
 - This phase includes O.O.P. policy development, public engagement and preliminary drafting of the Official Plan Amendment.
- Phase 3: Statutory Phase
 - This phase includes the introduction of the draft Official Plan Amendment, as well as the statutory open house and public meeting(s) required under the Planning Act.
- Phase 4: Adoption
 - This phase includes Council adoption of the Official Plan Amendment.

Staff note that the above-noted scope of work is subject to change. A more detailed work program will be prepared following the Special Meeting of Council.

5.3.3 Consultation and Engagement

An important part of the Official Plan Review process will be extensive consultation and engagement with residents, community members, Indigenous Communities, and all stakeholders, in order to ensure that the future O.O.P. meets the needs of the entire Oshawa community.

The Special Meeting of Council will be the first of many opportunities for community engagement. The Planning Act requires at least one statutory public open house and separately, one statutory public meeting. However, staff will be offering additional engagement opportunities beyond the legislative minimum requirements, including, but not limited to, public information centres, feedback forms and more.

A more detailed consultation and engagement plan will be prepared following the Special Meeting of Council.

6.0 Financial Implications

The majority of the work to undertake the Official Plan Review will be completed in-house. However, certain components of the Official Plan Review may require further analysis and/or studies to be undertaken that will require consulting services. It is anticipated that consulting services, should they be needed, would not be required until 2025, in which case funding generally in the amount of \$300,000 to cover the cost of future consulting services or any other unforeseen costs will be proposed in the 2025 Mayor's budget, which would typically get approved by the end of 2024. The costs to cover the future consulting services may in part or be fully funded through Development Charges or the Community Benefit Charge.

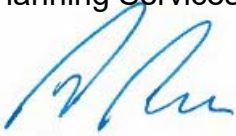
Additional financial implications may include communication costs, which can be funded from the appropriate Departmental budget. Staff note that any expenses associated with the public consultation and engagement portion of the Official Plan Review, as described in Section 5.3 of this Report, can also be accommodated through the appropriate Departmental budget.

7.0 Relationship to the Oshawa Strategic Plan

The Recommendation advances the Accountable Leadership, Economic Prosperity and Financial Stewardship, Cultural Vitality, Environmental Responsibility and Social Equity goals of the Oshawa Strategic Plan.



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