



Planning Act Public Meeting Report

To: Economic and Development Services Committee

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

Report Number: ED-24-135

Date of Report: November 27, 2024

Date of Meeting: December 2, 2024

Subject: Applications to Amend the Oshawa Official Plan, Kedron Part II Plan and Zoning By-law 60-94, D.G. Biddle and Associates Ltd. on behalf of Greycrest Homes Inc., 1600 Conlin Road East

Ward: Ward 1

File: OPA-2024-06, Z-2024-08

1.0 Purpose

The purpose of this Report is to provide background information for the Planning Act public meeting on the applications submitted by D.G. Biddle and Associates Ltd. on behalf of Greycrest Homes Inc. (the "Applicant") to amend both the Oshawa Official Plan and the Kedron Part II Plan (File: OPA-2024-06) as well as Zoning By-law 60-94 (File: Z-2024-08), to permit the development of three (3) apartment buildings ranging in height from 6 to 12 storeys with a combined total of 385 apartment units on the lands municipally known as 1600 Conlin Road East (the "Subject Site").

The proposal for the Subject site also includes an open space block, lands for future public roads and a future development block to be added to the neighbouring draft plan of subdivision (File: S-O-2014-04). The zoning by-law amendment application also proposes to change the zoning of these lands accordingly.

The existing single detached dwelling on the Subject Site was designated as a property having cultural heritage value or interest by By-law 81-2021 under Section 29, Part IV of the Ontario Heritage Act, R.S.O. 1990, c. O.18 (the "Ontario Heritage Act") in June 2021. The heritage building is proposed to be moved to a new location on the Subject Site and incorporated into the proposed development as part of the development's amenities.

Attachment 1 is a map showing the location of the Subject Site and the existing zoning in the area.

Attachment 2 is a copy of the proposed site plan submitted by the Applicant.

Attachment 3 is an excerpt of Schedule “A”, Kedron Land Use and Road Plan, from the Kedron Part II Plan showing the location of the Subject Site.

A notice advertising the public meeting was mailed to all assessed property owners within 120 metres (400 ft.) of the Subject Site and to all required public bodies on November 6, 2024 (prior to the Canada Post strike which commenced November 15, 2024). In addition, a sign giving notice of the applications has been posted on the Subject Site. The notice was also provided in accordance with the City’s Public Notice Policy GOV-23-02.

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 November 29, 2024.

2.0 Recommendation

That, pursuant to Report ED-24-135 dated November 27, 2024, concerning the applications submitted by D.G. Biddle and Associates Ltd. on behalf of Greycrest Homes Inc. to amend the Oshawa Official Plan, the Kedron Part II Plan (File: OPA-2024-06) and Zoning By-law 60-94 (File: Z-2024-08) to permit the development of three apartment buildings ranging in height from 6 to 12 storeys with a combined total of 385 apartment units, and also to permit new roads, open space and a future development block, on the lands municipally known as 1600 Conlin Road East, 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 Input from Other Sources

3.1 Other Departments and Agencies

The subject applications 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 applications.

4.0 Analysis

4.1 Background

The Subject Site is located at the northwest corner of Conlin Road East and Townline Road North, and is municipally known as 1600 Conlin Road East (see Attachment 1).

The following is background information concerning the subject applications:

Item	Existing	Requested/Proposed
Oshawa Official Plan Designation	Residential	Residential subject to a site specific policy to permit a maximum residential density of 205.9 units per net hectare (82.5 u/ac.)
Kedron Part II Plan Designation	Medium Density I Residential	High Density I Residential with a site specific policy to permit a maximum residential density of 205.9 units per net hectare (83.3 u/ac.) and a building height of 12 storeys.
Zoning By-law 60-94	AG-A (Agricultural)	Appropriate site specific R6-C (Residential), R3-A (Residential) and OSH (Hazard Lands Open Space) Zones to implement the proposed development with site specific regulations in the R6-C Zone to permit certain performance standards related to matters such as, but not necessarily limited to, increased density and building height, and reduced interior side yard, exterior side yard and rear yard depths and visitor parking.
Use	Agricultural, including a single detached dwelling designated under the Ontario Heritage Act	<p>Three apartment buildings and one amenity building with the following characteristics:</p> <ul style="list-style-type: none"> ▪ Building 'A' - 12 storey apartment building with 187 units ▪ Building 'B' – 8 storey apartment building with 133 units ▪ Building 'C' – 6 storey apartment building with 65 units ▪ Heritage Building – relocated and repurposed as part of the development's amenity area <p>The development plan also includes the following blocks that are intended to be added to the neighbouring draft plan of subdivision S-O-2014-04 as shown on Attachment 2:</p> <ul style="list-style-type: none"> ▪ Street townhouse block (Block 2) ▪ Open space (Block 3) ▪ Portions of future public roads (Block 6)

The following land uses are adjacent to the Subject Site:

- **North** Agricultural land; however, a draft plan of subdivision (S-O-2014-04) submitted by Regita Enterprise Inc./Schleiss Development Company Limited has been draft approved for these lands
- **South** Conlin Road East, beyond which is a vacant commercially zoned site

- **East** Townline Road North, beyond which is a single detached dwelling and agricultural land in the Municipality of Clarington
- **West** Agricultural land; however, a draft plan of subdivision (S-O-2014-04) submitted by Regita Enterprise Inc./Schleiss Development Company Limited has been draft approved for these lands

The following are the proposed development details for the Subject Site:

Site Statistics Item	Measurement
Lot Frontage	Conlin Road East – 48.50m (159.12 ft.) Townline Road North – 228.13m (748.46 ft.)
Gross Lot Area (inclusive of roads, road widenings and open space)	2.44 ha (6.03 ac.)
Net Lot Area (exclusive of roads, road widenings and open space)	1.87 ha (4.62 ac.)
Number of Proposed Apartment Units	Building ‘A’ – 187 units Building ‘B’ – 133 units Building ‘C’ – 65 units Total: 385 units
Proposed Net Residential Density	205.9 units per hectare (83.3 u/ac.)
Height of Proposed Apartment Buildings	Building ‘A’ – 39.7m (130.3 ft.) (12 storeys) Building ‘B’ – 24.4m (80.1 ft.) (8 storeys) Building ‘C’ – 18.3m (60.0 ft.) (6 storeys)
Parking Spaces Required for Condominium Apartment Buildings	Residents: 558 (1.45 spaces per unit) Visitors: 116 (0.3 spaces per unit) Total: 674
Parking Spaces Required for Rental Apartment Buildings	Residents: 385 (1 space per unit) Visitors: 127 (0.33 spaces per unit) Total: 512
Parking Spaces Provided	Residents: 558 (1.45 spaces per unit) Visitors: 98 (0.25 spaces per unit) Total: 656

4.2 Oshawa Official Plan

The Subject Site is designated Residential in the Oshawa Official Plan (the “O.O.P.”).

The O.O.P. specifies, in part, that areas designated as Residential shall be predominantly used for residential dwellings.

The O.O.P. contains policies which establish various density types and provide general locational criteria for such densities. Table 2, Residential Density Classification, in the O.O.P. has five density categories including the High Density I Residential and High

Density II Residential categories. The proposed residential development would have a net residential density of approximately 205.9 units per hectare (83.3 u/ac.) which is classified as the High Density II Residential density type.

The general representative housing type/form within the High Density I Residential category generally consists of low rise and medium rise apartments with a density range of 85 to 150 units per hectare (34 to 60 u/ac.) subject to general locational criteria as follows:

- (a) Generally located at the periphery of neighbourhoods along arterial roads, or within or at the periphery of the Downtown Oshawa Urban Growth Centre, or in proximity to arterial roads within the Main Central Areas, Sub-Central Areas, Community Central Areas or along Regional Corridors; and,
- (b) Generally located in such a manner that the scale, form and impacts of this type of housing are generally compatible with adjacent land uses.

The general representative housing type/form within the High Density II Residential category generally consists of medium rise and high rise apartments with a density range of 150 to 300 units per hectare (60 to 120 u/ac.) for locations other than within the Downtown Oshawa Urban Growth Centre, subject to general locational criteria as follows:

- (a) Generally located within the Downtown Oshawa Urban Growth Centre, or in proximity to arterial roads within the Main Central Areas, Sub-Central Areas, Community Central Areas or within Intensification Areas along Regional Corridors; and;
- (b) Generally located in such a manner that the scale, form and impacts of this type of housing are generally compatible with adjacent land uses.

The Subject Site does not meet the above mentioned locational criteria for the High Density II Residential density type since it is not located within or at the periphery of the Downtown Oshawa Urban Growth Centre, or in proximity to arterial roads within the Main Central Areas, Sub-Central Areas, Community Central Areas or within Intensification Areas along Regional Corridors. Accordingly, an amendment to the O.O.P. is required to permit the proposed development by adding a site-specific policy to permit the proposed residential density at this location.

The Subject Site is located on a Local Corridor on Schedule 'A-2', Corridors and Intensification Areas, in the O.O.P.

The O.O.P. specifies, in part, that Local Corridors shall be planned and developed as mixed-use areas in accordance with the principles outlined in Policy 2.1.6.2 of the O.O.P. and the relevant policies of the underlying land use designation(s). Development within Local Corridors shall be designed on the basis of a transit-supportive approach to urban design, including densities appropriate to support future and existing frequent transit service, and building and site design with a strong pedestrian-oriented focus, to support a safe, convenient and attractive walking and cycling environment and a vibrant public realm. Local Corridors are intended to mirror the role of Regional Corridors as efficient multi-modal transportation links between Central Areas, but generally at a lesser scale.

The O.O.P. specifies, in part, that the City shall focus residential intensification in appropriate areas within the Downtown Oshawa Urban Growth Centre, Main Central Areas and Sub-Central Areas, Transportation Hubs and Commuter Station areas, the Oshawa Harbour Special Development Area, Intensification Areas along Regional and Local Corridors and any other urban areas considered to be appropriate locations for residential intensification, in order to achieve the goals of Policy 6.4.5, which are as follows:

- (a) Accommodate a significant portion of the City's future population growth and assist in achieving the City's annual residential intensification target set out in Policy 1.7;
- (b) Provide for a diverse range and mix of housing types, taking into account affordable housing needs;
- (c) Support efforts to develop active, vibrant neighbourhoods through the provision of a diverse and compatible mix of land uses, high quality public spaces, access to a variety of amenities in reasonable walking distance of residential areas, and development based on site design standards that create attractive, vibrant places and favour the needs of pedestrians and cyclists as a primary design consideration;
- (d) Support transit, walking and cycling as feasible utilitarian and recreational travel options, such as through the implementation of well-connected street networks and active transportation facilities; and,
- (e) Contribute to the achievement of healthy, attractive, complete and sustainable communities.

Policy 2.1.6.2(q) of the O.O.P. stipulates that where a difference in scale exists between new development proposed on Corridors and existing stable neighbourhoods, the new development shall utilize transition strategies through adequate spatial relationships, massing and built form, including by creating appropriate setbacks and implementing strategies such as stepbacks and 45 degree angular planes.

Conlin Road East and Townline Road North are designated as Type 'B' Arterial Roads on Schedule "B", Road Network, of the O.O.P. Conlin Road East is also identified as a Regional Transit Spine on Schedule "B-1", Transit Priority Network, of the O.O.P.

The policies and provisions of the O.O.P. will be considered during the further processing of the subject applications.

4.3 Kedron Part II Plan

The Subject Site is designated as Medium Density I Residential in the Kedron Part II Plan (see Attachment 3).

The Kedron Part II Plan specifies, in part, that areas designated as Low Density Residential, Medium Density I Residential, Medium Density II Residential and High Density I Residential shall be predominantly used for residential dwellings in accordance with the relevant policies of this Part II Plan and Section 2.3 of the Part I Plan.

The general representative housing type/form within the Medium Density I Residential category generally consists of single detached dwellings, semi-detached dwellings, duplexes and townhouses with a density range of 30 to 60 units per hectare (12 to 24 u/ac.), subject to general locational criteria as follows:

- (a) Generally located at the periphery of neighbourhoods in proximity to arterial and collector roads, or located within the Main Central Areas, Sub-Central Areas, Community Central Areas, Local Central Areas or Regional and Local Corridors, or generally located in areas that are undergoing transition, such as neighbourhoods containing a range of land uses, in which higher density residential uses could be developed without generating undue adverse impacts on adjacent land uses.
- (b) Generally located in such a manner that the scale, form and impacts of this type of housing are generally compatible with adjacent land uses.

The general representative housing type/form within the High Density I Residential category generally consists of low rise and medium rise apartments with a density range of 85 to 150 units per hectare (34 to 60 u/ac.) subject to general locational criteria as follows:

- (a) Generally located at the periphery of neighbourhoods along arterial roads, or within or at the periphery of the Downtown Oshawa Urban Growth Centre, or in proximity to arterial roads within the Main Central Areas, Sub-Central Areas Community Central Areas or along Regional Corridors; and,
- (b) Generally located in such a manner that the scale, form and impacts of this type of housing are generally compatible with adjacent land uses.

There are no lands currently designated as High Density II Residential or that permit a residential density greater than 150 units per hectare (60 u/ac.) in the Kedron Part II Plan. In accordance with the O.O.P., the general representative housing type/form within the High Density II Residential category generally consists of medium rise and high rise apartments with a density range of 150 to 300 units per hectare (60 to 120 u/ac.) for locations other than within the Downtown Oshawa Urban Growth Centre, subject to general locational criteria as follows:

- (a) Generally located within Downtown Oshawa Urban Growth Centre, or in proximity to arterial roads within the Main Central Areas, Sub-Central Areas, Community Central Areas or within Intensification Areas along Regional Corridors; and;
- (b) Generally located in such a manner that the scale, form and impacts of this type of housing are generally compatible with adjacent land uses.

Policy 8.7.4.8 of the Kedron Part II Plan states that the minimum building height in areas designated as High Density I shall be 3 storeys and the maximum building height shall be 8 storeys.

Policy 8.7.4.11 states that the residential densities and mix and distribution of residential types are intended to provide a broad range of residential accommodation by housing type, tenure, size, location and cost which is suitable for different income groups, age

levels, and household structures, in order to meet the housing needs of the future residents of the Kedron Part II Plan and allow opportunities for residents to age in the community.

Policy 8.7.4.17 states, in part, that development applications for lands designated as Residential shall demonstrate that the development is sensitively integrated by using appropriate building orientation, design, heights, location and setbacks, landscaping, fencing and/or buffering to ensure compatibility with adjacent land uses, particularly adjacent lands designated as Open Space and Recreation, lands in a lower residential density category, or lands designated for mixed use purposes.

The development proposed by the Applicant features 385 apartment units with building heights of 6, 10 and 12 storeys. The proposed development has a net residential density of approximately 205.9 units per hectare (83.3 u/ac.). Accordingly, the Applicant has requested an amendment to the Kedron Part II Plan to permit the proposed development by changing the designation of the Subject Site from Medium Density I Residential to High Density I Residential with a site specific policy to permit the proposed increased residential density and building height.

The policies and provisions of the Kedron Part II Plan will be considered during the further processing of the subject applications.

4.4 Zoning By-law 60-94

The Subject Site is currently zoned AG-A (Agricultural) (see Attachment 1) which permits the following the following uses:

- (a) Accessory retail stands for the sale of seasonal produce, produced on the farm;
- (b) Agricultural uses including a maximum of one farm dwelling;
- (c) One single detached dwelling on an existing lot or on a lot created by consent;
- (d) One seasonal worker housing unit accessory to a farm dwelling; and,
- (e) Riding stable.

The Applicant has submitted an application to amend Zoning By-law 60-94 to permit a development featuring three apartment buildings ranging in height from 6 to 12 storeys containing a combined total of 385 apartment units. The proposed amendment would rezone the majority of the Subject Site to an appropriate R6-C (Residential) Zone to permit the proposed development and would include a special condition to permit certain performance standards such as, but not necessarily limited to, increased density and building height, and reduced interior side yard, exterior side yard and rear yard depths and visitor parking.

Attachment 1 also shows the zoning of abutting lands. Portions of the Subject Site are intended to be incorporated into the neighbouring draft plan of subdivision S-O-2014-04 to complete the road network, augment the open space block for a stormwater management pond and add additional area to one of the street townhouse blocks in said subdivision. As a result, the Applicant has requested that the areas being added to lands in the adjacent subdivision be rezoned from AG-A (Agricultural) to OSH (Hazard Lands Open Space) and R3-A (Residential), as appropriate, to match the zoning approved for the neighbouring

subdivision lands in order to facilitate the incorporation of these lands into the neighbouring open space and street townhouse blocks.

The subject applications will be reviewed against the provisions of Zoning By-law 60-94 during the further processing of the applications.

4.5 Site Design/Land Use Considerations

The Applicant proposes to develop the Subject Site with three new apartment buildings: one 12-storey building containing 187 units (Building 'A'), one 8-storey building containing 133 units (Building 'B'), and one 6-storey building containing 65 units (Building 'C') (see Attachment 2). The existing single detached dwelling located on the Subject Site, which is designated under the Ontario Heritage Act as a property of cultural heritage value or interest, is proposed to be moved to a new location on the Subject Site and incorporated into the proposed development as amenity space.

Portions of the Subject Site are also proposed to be incorporated into the neighbouring draft plan of subdivision S-O-2014-04 to complete the future public road network (Block 6), a street townhouse block (Block 2) and an open space block associated with a stormwater management pond (Block 3) (see Attachment 2). Blocks 4 and 5 are road widenings for Conlin Road East and Townline Road North, respectively.

The proposed development includes one level of underground parking and a surface parking lot.

Vehicular access to the apartment buildings would be from local roads (Streets G and I in draft plan of subdivision S-O-2014-04) accessed from Townline Road North. With the construction of draft plan S-O-2014-04, Townline Road North will be constructed between Conlin Road East and the extension of Britannia Avenue East.

In support of the proposed site design/development the Applicant has submitted a variety of plans and documents including a site plan, floor plans, elevation plans, a servicing plan, a grading plan, an erosion and sediment control plan, a functional servicing and stormwater management report, a hydrogeological assessment, a heritage impact assessment, archaeological assessments, an environmental site assessment, a noise study, a planning justification report and a truck turning plan.

Detailed design matters will be reviewed during the further processing of the applications to ensure compliance with the City's Landscaping Design Policies, engineering standards and other policies. This Department will conclude its position on the site design after it has received and assessed comments from the circulated departments, agencies and the public.

Some of the specific matters this Department will be reviewing during the further processing of the subject applications include:

- (a) The appropriateness of the proposed building heights and residential density at this location;

- (b) The appropriateness of the proposed zoning regulations including the proposed visitor parking rate;
- (c) Site/building design matters including driveway access, parking, refuse storage and collection, loading, building architecture, landscaping, building setbacks and fire access;
- (d) Servicing and stormwater management matters;
- (e) Archaeological matters;
- (f) Heritage matters; and,
- (g) Crime Prevention Through Environmental Design matters.

5.0 Financial Implications

There are no financial implications associated with the recommendation in this Report.

6.0 Relationship to the Oshawa Strategic Plan

This Report responds to the Oshawa Strategic Plan Priority Area:

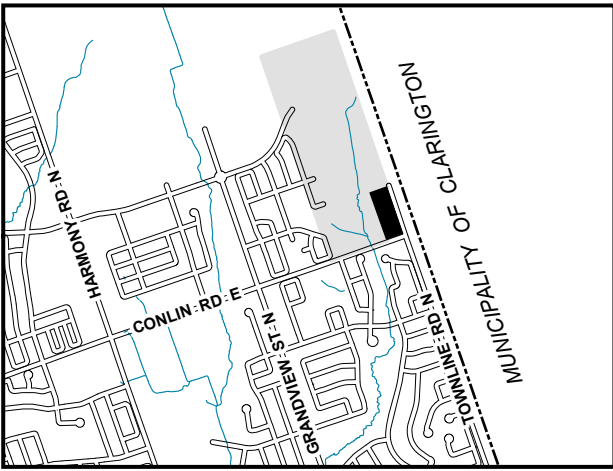
"Lead: Governance and Service Excellence" with the goal to offer community engagement activities that enhance transparency and bring diverse voices and perspectives into decision-making processes.



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



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



**Item: ED-24-135
Attachment 1**

Economic and Development Services

Subject: Applications to Amend the Oshawa Official Plan, Kedron Part II Plan and Zoning By-law 60-94, D.G. Biddle and Associates Ltd. on behalf of Greycrest Homes Inc.

Address: 1600 Conlin Road East

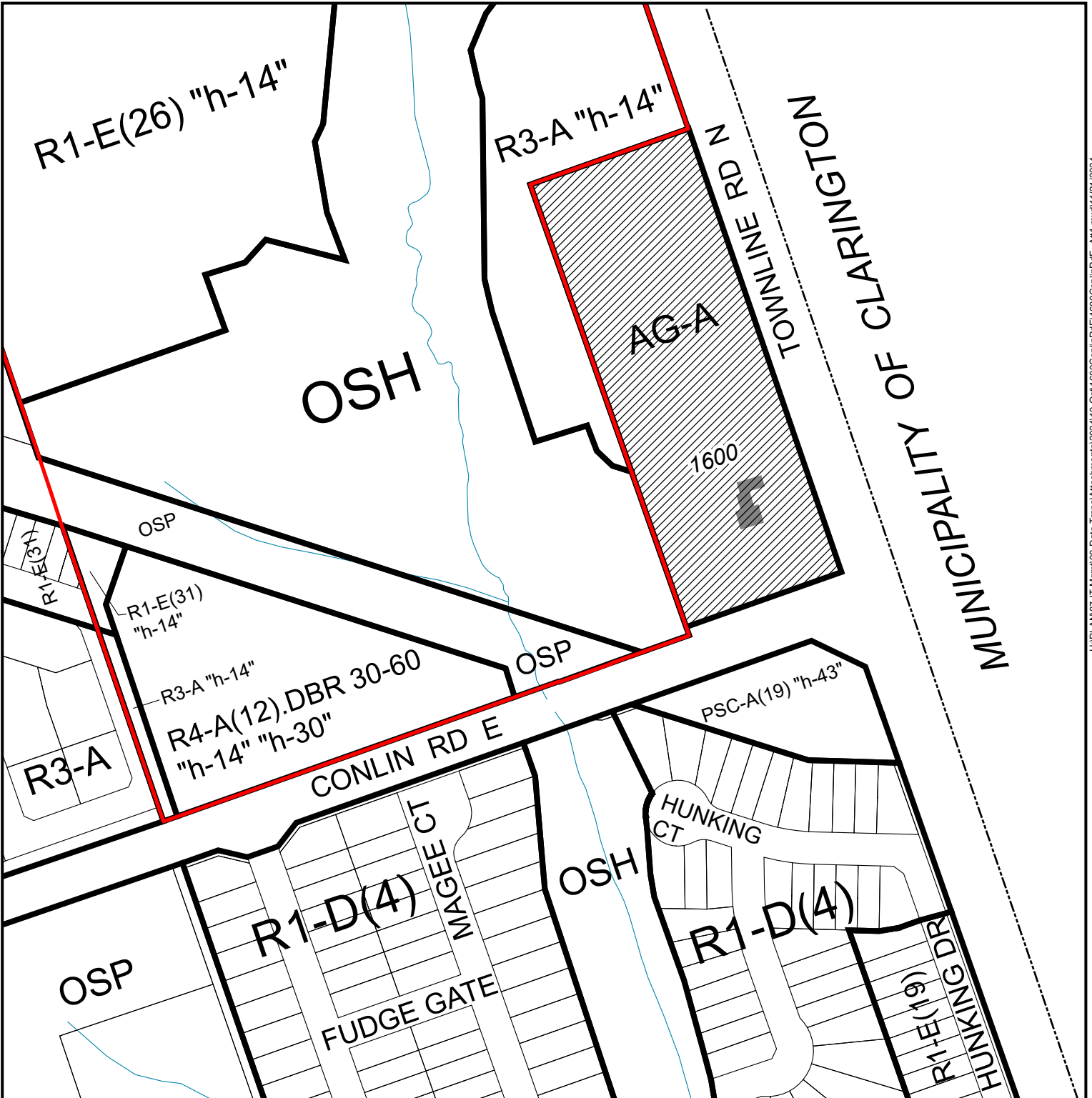
Ward: Ward 1

File: OPA-2024-06, Z-2024-08



Subject Site

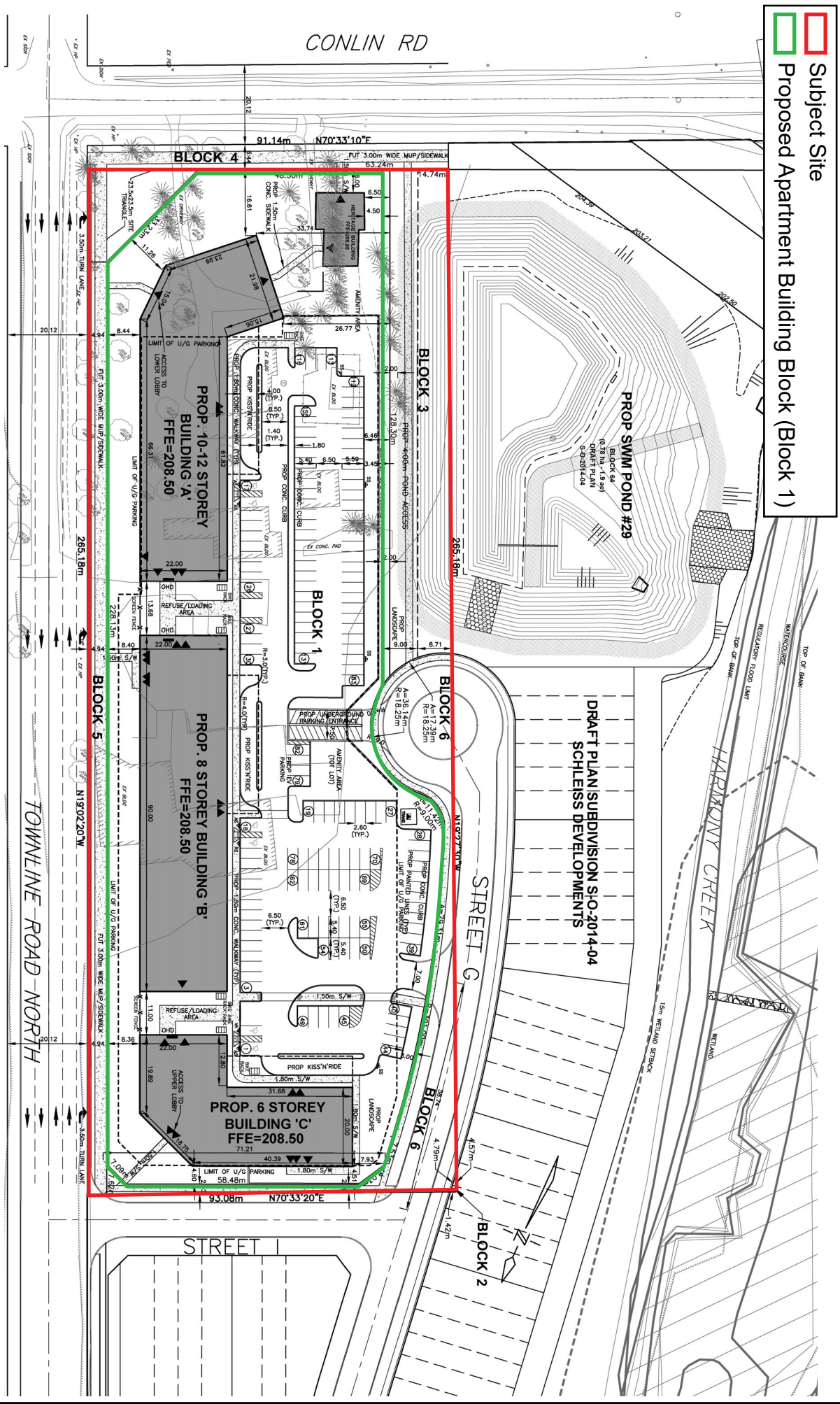
Approved Draft Plan of Subdivision S-O-2014-04





Title: Proposed Site Plan Submitted by the Applicant
 Subject: Applications to Amend the Oshawa Official Plan, Kedron Part II Plan and Zoning By-law 60-94,
 D.G. Biddle and Associates Ltd. on behalf of Greycastle Homes Inc.
 Address: 1600 Conlin Road East
 Ward: Ward 1
 File: OPA-2024-06, Z-2024-08

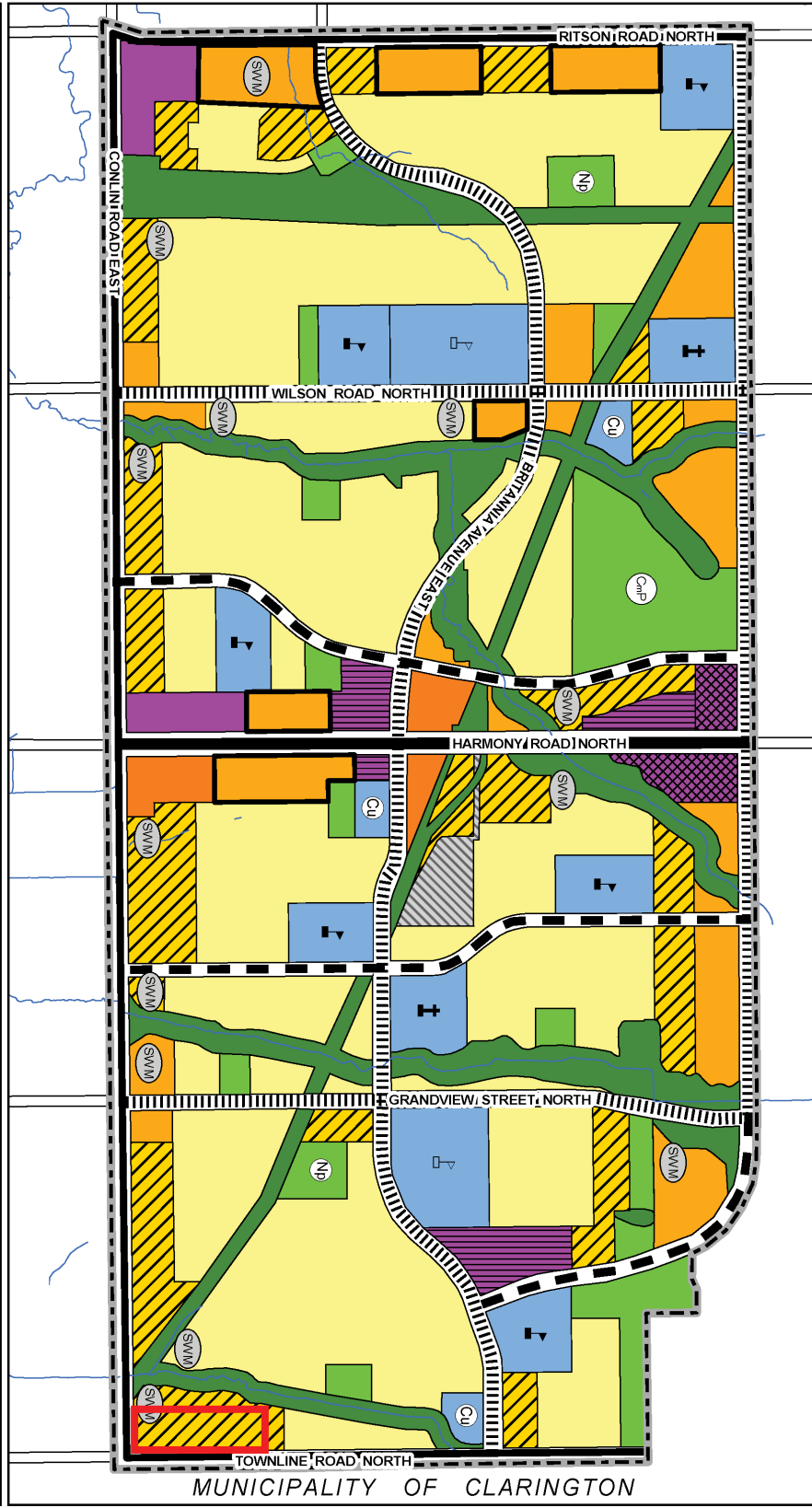
Economic and Development Services
 City of Oshawa


 Subject Site
 Proposed Apartment Building Block (Block 1)



Title: Schedule 'A' Kedron Land Use and Road Plan
 Subject: Applications to Amend the Oshawa Official Plan, Kedron Part II Plan and Zoning By-law 60-94,
 D.G. Biddle and Associates Ltd. on behalf of Greycrest Homes Inc.
 Address: 1600 Conlin Road East
 Ward: Ward 1
 File: OPA-2024-06, Z-2024-08

Subject Site 
 City of Oshawa
 Economic and Development Services




**Schedule 'A'
Kedron Land Use
and Road Plan**
 Part II Plan for the
 Kedron Planning Area

July 2022

Development Services
 Department

0 50 100 200 300 Meters

Legend

Residential	Parkette	Mixed Use I
Low Density Residential	Open Space and Recreation	Mixed Use II
Medium Density I Residential	Schematic Diversion Channel	Transportation
Medium Density II Residential	Community Use	Type 'A' Arterial Road
High Density I Residential	Public Elementary School	Type 'B' Arterial Road
Subject to Policy 8.7.4.9 in Kedron Part II Plan	Separate Elementary School	Type 'C' Arterial Road
Open Space and Recreation	Community Use	Collector Road
Neighbourhood Park	Mixed Use	Stormwater Management Facilities
Community Park	Mixed Use Node	Kedron Part II Plan Boundary
	Utilities	