



## Planning Act Public Meeting Report

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To: Economic and Development Services Committee

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

Report Number: ED-25-18

Date of Report: January 29, 2025

Date of Meeting: February 3, 2025

Subject: Application to Amend the Oshawa Official Plan, Regional Municipality of Durham on behalf of Durham Regional Local Housing Corporation, 419 to 451 Christine Crescent and abutting Christine Crescent road allowance

Ward: Ward 5

File: OPA-2024-07

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### 1.0 Purpose

The purpose of this Report is to provide background information for the Planning Act public meeting on the application submitted by the Regional Municipality of Durham (the "Region") on behalf of the Durham Regional Local Housing Corporation (the "D.R.L.H.C.") to amend the Oshawa Official Plan (File: OPA-2024-07) to permit 165 apartment units through the redevelopment of 419 to 451 Christine Crescent in conjunction with the abutting lands comprising the Christine Crescent road allowance, collectively referred to as the "Subject Site".

The Region and D.R.L.H.C. intend to deliver at least 49 of these units as affordable or rent-geared-to-income units. The rest would be market rate rental units.

On October 2, 2023, the City-owned Christine Crescent road allowance, which forms part of the Subject Site, was declared surplus to municipal requirements by City Council in support of a potential land assembly and redevelopment project by the Region and D.R.L.H.C. In this Report, the Christine Crescent road allowance hereinafter is referred to as the "Surplus Lands". The Surplus Lands form part of the Subject Site.

On May 27, 2024, Council authorized City staff to enter into a purchase and sale agreement with the Region for their acquisition of the Surplus Lands.

While the Region was authorized to submit the official plan amendment application, the City does not guarantee approval of the application.

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 Region and D.R.L.H.C.

Attachment 3 is an air photo of the Subject Site and the surrounding area.

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. In addition, a sign giving notice of the application 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 January 31, 2025.

## **2.0 Recommendation**

That, pursuant to Report ED-25-18 dated January 29, 2025, concerning the application submitted by the Regional Municipality of Durham on behalf of the Durham Regional Local Housing Corporation to amend the Oshawa Official Plan (File: OPA-2024-07) to permit the development of a 6-storey apartment building and a 4-storey stacked townhouse building featuring a combined total of 165 units on lands comprising 419 to 451 Christine Crescent and the abutting City-owned Christine Crescent road allowance, 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 application has 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 application.

## **4.0 Analysis**

### **4.1 Background**

The Subject Site is generally located east of Ritson Road South, south of Dean Avenue. More specifically, the Subject Site consists of 419 to 451 Christine Crescent, which is owned by D.R.L.H.C., and the Christine Crescent road allowance (the Surplus Lands), which is currently owned by the City (see Attachment 1).

The 12 existing semi-detached dwellings on the Subject Site are each 3-bedroom units. All semi-detached dwellings on Christine Crescent, Normandy Street, Nevis Avenue and Lomond Street are rent-gearred-to-income rental units managed by D.R.L.H.C.

In 2020, the Council of the Regional Municipality of Durham approved a Master Housing Strategy. Parts of the strategy are to revitalize the D.R.L.H.C. portfolio, review public surplus lands, provide affordable, community, supportive and transitional housing, and explore other opportunities to support the delivery of affordable housing. The lands at 419 to 451 Christine Crescent are part of this portfolio of housing. The D.R.L.H.C. owns, operates and administers 1,290 rent-gearred-to-income units at 23 sites across the Region. According to the Region, the extent of required re-investment in the existing Christine Crescent homes to maintain the units in a condition suitable for tenants exceeds the value of the units themselves. In 2023, the Region engaged Infrastructure Ontario (“I.O.”) to examine the feasibility of redeveloping the Christine Crescent properties as well as another D.R.L.H.C. site at 448 Malaga Road in Oshawa into modernized, mixed-income rental communities. In June 2024, Regional Council endorsed in principle a Redevelopment Feasibility Analysis prepared by I.O. for the Christine Crescent properties, and authorized Regional staff to pursue planning approvals for the redevelopment of the Christine Crescent properties. The Region and D.R.L.H.C. will be advancing the redevelopment of 448 Malaga Road separate from the Christine Crescent properties.

The following is background information concerning the subject application:

| <b>Item</b>                             | <b>Existing</b>   | <b>Requested/Proposed</b>  |
|---|---|--|
| <b>Oshawa Official Plan Designation</b> | Residential   | Residential subject to a site specific policy to permit a maximum residential density of 211 units per net hectare (85.02 u/ac.) |
| <b>Zoning By-law 60-94</b>              | R2 (Residential)  | No change given that the project is being advanced on behalf of the Regional Municipality of Durham which is a Public Authority  |
| <b>Use</b>                              | 12 semi-detached dwellings (at 419 to 451 Christine Crescent) and the Christine Crescent road allowance | A 6-storey apartment building featuring 141 units and a 4-storey stacked townhouse building featuring 24 units                   |

D.R.L.H.C. is currently undertaking the relocation of tenants of the existing 12 semi-detached dwellings on the Subject Site. Some of the dwellings are already vacant.

The following land uses are adjacent to the Subject Site:

- **North** Nevis Avenue and Lomond Street, beyond which are semi-detached dwellings owned by D.R.L.H.C.

- **South** Apartment buildings at 600 and 602 Hillcrest Drive, beyond which is Highway 401
- **East** Vacant land fronting Dieppe Court which will ultimately be developed for a 20-unit stacked townhouse building
- **West** Chopin Park, and semi-detached dwellings fronting Normandy Street owned by D.R.L.H.C.

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

| <b>Site Statistics Item</b>   | <b>Measurement</b>  |
|---|---|
| Lot Frontage on Nevis Avenue  | 76.9m (252.3 ft.)   |
| Net Lot Area  | 7,853 sq. m. (1.94 ac.)   |
| Number of Proposed Residential Units  | Building A – 141 units<br>Building B – 24 units<br>Total: 165 units         |
| Proposed Residential Density  | 211 units per hectare (85.02 u/ac.)   |
| Height of Proposed Buildings  | Building A – (6 storeys)<br>Building B – (4 storeys)                        |
| Parking Spaces that would Otherwise be Required by Zoning By-law 60-94 for Rental Apartment Buildings | Residents: 165 (1.0 per unit)<br>Visitors: 54 (0.33 per unit)<br>Total: 219 |
| Parking Spaces Provided   | Residents: 170 (1.03 per unit)<br>Visitors: 33 (0.2 per unit)<br>Total: 203 |

## **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 II Residential category. The proposed residential development would have a net residential density of approximately 211 units per hectare (85.02 u/ac.) which is classified as the High Density II Residential density type.

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 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.

Nevis Avenue, Normandy Street and Lomond Street are local roads. Schedule 'A-2', Corridors and Intensification Areas, in the O.O.P. designates Dean Avenue as a Collector Road.

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

#### **4.3 Zoning By-law 60-94**

The Subject Site is currently zoned R2 (Residential). The only uses permitted in the R2 Zone are single detached dwellings, semi-detached dwelling/buildings and duplexes.

In accordance with the definitions in Zoning By-law 60-94, the Regional Municipality of Durham and the D.R.L.H.C. are considered "public authorities". A "public authority" is defined in Zoning By-law 60-94 as follows:

**"PUBLIC AUTHORITY"** means the Government of Canada, the Government of Ontario, and municipal corporations, as well as any department or board established thereby, including Hydro One Inc. (except with respect to Hydro One Inc. transformer stations that transform power down to 44kv), the Oshawa Power and Utilities Corporation and its subsidiaries, any Crown Agency and any college, university or other post secondary institution created by the Province of Ontario but not including any type of group home or any School Board created by the Province of Ontario.

Articles 5.4.1 and 5.4.3 of Zoning By-law 60-94, which relate to public authorities and are relevant to the matter at hand, read as follows:

- "5.4.1 Subject to Article 5.4.3 and to Article 5.4.5, none of the provisions of this By-law shall apply to prevent the use of any land or the erection or use of any building or structure, or part thereof, by a public authority, nor the use of land or the use or erection of any structure in any zone

for the purpose of essential services or utilities or work by any telephone, telecommunications, cable television or natural gas company or any railway or pipeline company, provided that where such land, building or structure is located in a Residential Zone:

- (a) No goods, materials or equipment shall be stored in the open;
- (b) The provisions prescribed for the use permitted in the zone which is most nearly similar to the use permitted by reason of this Subsection shall be complied with; and
- (c) Any building or structure erected under the authority of this Subsection shall be designed and maintained whenever possible in general harmony with the buildings or structures of the type permitted in the zone in which it is located.

5.4.3 Articles 5.4.1 and 5.4.2 and 5.4.4 shall not be interpreted to permit the use of any land or the erection or use of any building or structure for a use that does not conform to the Oshawa Official Plan, as amended from time to time.”

On the basis of the foregoing, Zoning By-law 60-94 does not require strict compliance for development projects undertaken by the Region acting in its capacity as a public authority, provided the proposed development conforms to the O.O.P. The purpose of the subject application is to put in place a site-specific policy that would bring the proposed redevelopment project into conformity with the O.O.P. by accommodating redevelopment of the Subject Site at a maximum residential density of 211 units per net hectare (85.02 u/ac.). The Region and D.R.L.H.C. have not applied for an amendment to Zoning By-law 60-94 given that the subject application to amend the O.O.P., if approved by City Council, would negate the need to rezone the Subject Site.

#### **4.4 Site Design/Land Use Considerations**

D.R.L.H.C. proposes to develop a 6-storey, 141 unit apartment building (Building ‘A’) and a 4-storey, 24 unit stacked townhouse building (Building ‘B’) on the Subject Site, for a combined total of 165 residential units (see Attachment 2).

The Region and D.R.L.H.C. have indicated that a minimum of 30% of the new units are intended to be non-market housing (affordable and rent-geared-to-income) and a maximum of 70% of the units will be market rate rental units. All units are intended to be rental units.

The following table provides a breakdown of the unit types proposed in Building ‘A’:

| <b>Unit Type</b> | <b>Market Units</b> | <b>Affordable Units</b> | <b>Rent-Geared-to-Income Units</b> | <b>Total Units</b> |
|------------------|---------------------|-------------------------|------------------------------------|--------------------|
| Bachelor         | 5                   | 2                       | 0                                  | 7                  |
| 1 bedroom        | 37                  | 13                      | 0                                  | 50                 |

| <b>Unit Type</b>   | <b>Market Units</b> | <b>Affordable Units</b> | <b>Rent-Geared-to-Income Units</b> | <b>Total Units</b> |
|--------------------|---------------------|-------------------------|------------------------------------|--------------------|
| 2 bedroom          | 56                  | 18                      | 0                                  | 74                 |
| 3 bedroom          | 0                   | 0                       | 6                                  | 6                  |
| 4 bedroom          | 0                   | 4                       | 0                                  | 4                  |
| <b>Total Units</b> | <b>98</b>           | <b>37</b>               | <b>6</b>                           | <b>141</b>         |

The following table provides a breakdown of the unit types proposed in Building ‘B’:

| <b>Unit Type</b> | <b>Market Units</b> | <b>Affordable Units</b> | <b>Rent-Geared-to-Income Units</b> | <b>Total Units</b> |
|------------------|---------------------|-------------------------|------------------------------------|--------------------|
| 3 bedroom        | 18                  | 0                       | 6                                  | 24                 |

The proposed development includes surface parking and one level of underground parking with driveway access where Nevis Avenue intersects with Lomond Street.

The proposed development also includes the following features:

- Central courtyard greenspace area with a connection to Chopin Park;
- Indoor amenity rooms;
- Indoor bicycle storage; and,
- Rooftop amenity area.

The Region and D.R.L.H.C. intend to demolish the five (5) semi-detached dwellings at 548 to 560 Normandy Street and convey these lands to the City as parkland dedication [approximately 0.215 hectares (0.53 ac.) (see Attachment 2)]. They intend to work with the City on the design of the easterly portion of the park. They also intend to work with the City to upgrade the pedestrian connection between Nevis Avenue and Monash Avenue through Chopin Park in order to provide a more direct pedestrian route between D.R.L.H.C.’s lands and the future Central Oshawa GO Station.

In support of the proposed development the Applicant has submitted a variety of plans and documents including a site development concept plan, floor plans, a traffic impact study, a Phase 1 Environmental Site Assessment, Phase 1 and Phase 2 feedback summary reports, and planning rationale report.

Detailed design matters will be reviewed during the further processing of the application to ensure compliance with the City’s Landscaping Design Policies, engineering standards and other policies. This Department will conclude its position on the application and 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 application include:

- (a) The appropriateness of the proposed site design;

- (b) The appropriateness of the proposed height and density at this location;
- (c) Site/building design matters including driveway access, parking, refuse storage and collection, loading, building setbacks, fire access and landscaping;
- (d) Servicing and stormwater management matters;
- (e) Transportation considerations;
- (f) Park access and connectivity;
- (g) Noise attenuation;
- (h) The environmental condition of the Surplus Lands given its historical use as a City road; and,
- (i) 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,  
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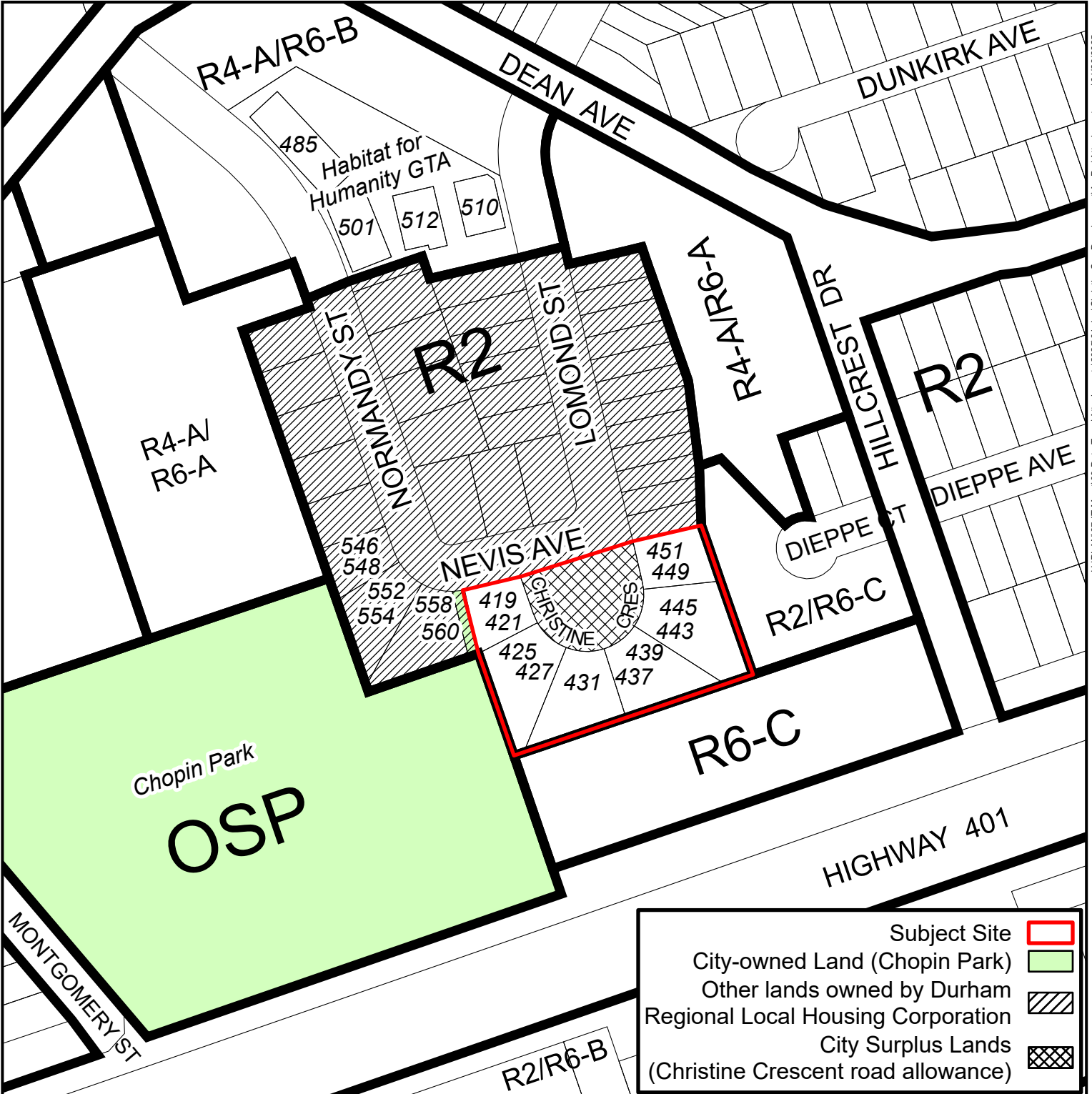
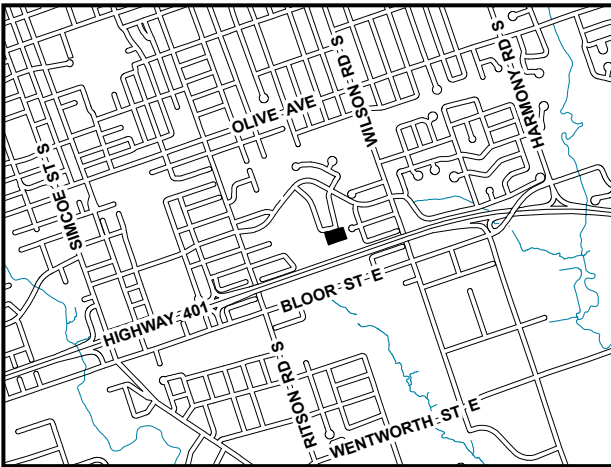
Anthony Ambra, P.Eng., Commissioner,  
Economic and Development Services Department



Economic and Development Services

Subject: Application to Amend the Oshawa Official Plan, Regional Municipality of Durham on behalf of Durham Regional Local Housing Corporation, 419 to 451 Christine Crescent and abutting Christine Crescent road allowance

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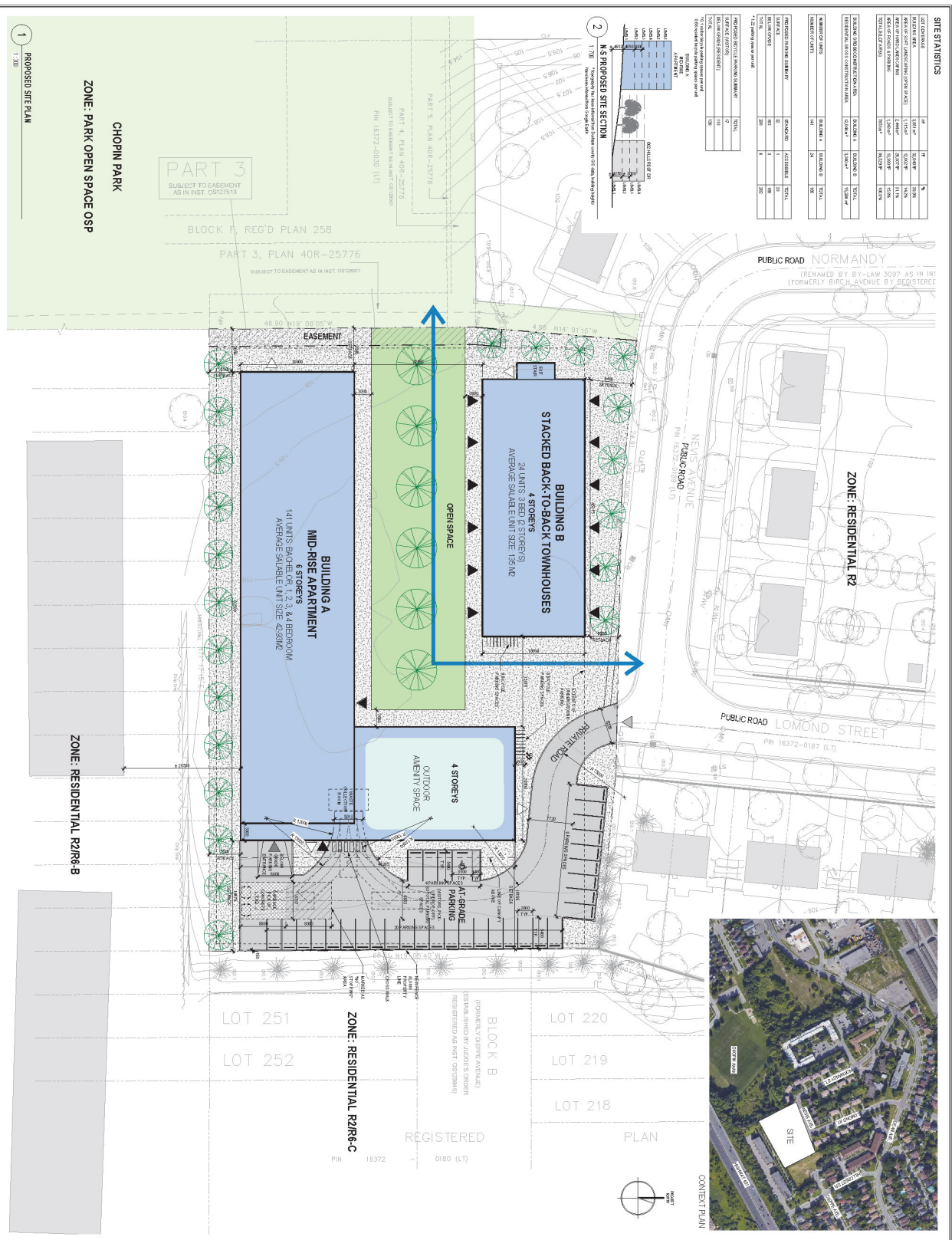
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|--|--|
| Subject Site   |  |
| City-owned Land (Chopin Park)                                  |  |
| Other lands owned by Durham Regional Local Housing Corporation |  |
| City Surplus Lands (Christine Crescent road allowance)         |  |

Title: Proposed Site Plan Submitted by the Region and D.R.L.H.C.  
 Subject: Application to Amend the Oshawa Official Plan, Regional Municipality of Durham on behalf of Durham Regional Local Housing Corporation, 419 to 451 Christine Crescent and abutting Christine Crescent road allowance

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Economic and Development Services  
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 Subject Site

City of Oshawa  
Economic and Development Services 



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