

To: Economic and Development Services Committee

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

Report Number: ED-25-35

Date of Report: February 26, 2025

Date of Meeting: March 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

1.0 Purpose

The purpose of this Report is to provide a recommendation 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-g 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.

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 public meeting was held on February 3, 2024 concerning the subject application. At the conclusion of the public meeting, the Economic and Development Services Committee adopted a recommendation to direct staff to further review and prepare a subsequent report and recommendation back to the Economic and Development Services Committee. The minutes of the public meeting form Attachment 4 to this Report.

2.0 Recommendation

That the Economic and Development Services Committee recommend to City Council that, pursuant to Report ED-25-35 dated February 26, 2025, 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 be approved, generally in accordance with the comments contained in said Report, and the necessary by-law be passed in a form and content acceptable to the Commissioner, Economic and Development Services Department, and the City Solicitor.

3.0 Input From Other Sources

3.1 Other Departments and Agencies

No department or agency that provided comments has any objection to the subject application. Certain technical issues and requirements related to the proposed development have been identified and can be resolved during the site plan approval and building permit processes, if the application is approved.

3.2 Public Comments

The minutes of the February 3, 2025 public meeting form Attachment 4 to this Report. No oral comments were provided at the public meeting. Likewise, no written comments were received from the public with respect to the subject 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-geared-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-gear-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.

Between August 2023 and March 2024, the Region and D.R.L.H.C. engaged with the public regarding the proposed redevelopment. This took the form of feedback sessions between existing tenants and the project team, neighbourhood walks and surveys with existing tenants, and community open houses and public surveys regarding the emerging design concept. The Region and D.R.L.H.C. also hosted a website to host information and updates regarding the redevelopment project.

The following is background information concerning the subject application:

Item	Existing	Requested/Proposed
Durham Regional Official Plan (Envision Durham) Designation	Community Area	No change
Oshawa Official Plan Designation	Residential	Residential subject to a site specific policy to permit a maximum residential density of 211 units per net hectare (85.02 u/ac.)
Zoning By-law 60-94	R2 (Residential)	No change given that the project is being advanced on behalf of the Regional Municipality of Durham which is a Public Authority
Use	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 Lomand 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:

Site Statistics Item	Measurement
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 Building B – 24 units Total: 165 units
Proposed Residential Density	211 units per hectare (85.02 u/ac.)
Height of Proposed Buildings	Building A – 6 storeys 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) Visitors: 54 (0.33 per unit) Total: 219
Parking Spaces Provided	Residents: 170 (1.03 per unit) Visitors: 33 (0.2 per unit) Total: 203

4.2 Durham Regional Official Plan

The new Durham Regional Official Plan (“Envision Durham”) was approved by the Province of Ontario and came into effect on September 3, 2024. However, effective January 1, 2025, the Ontario Planning Act, R.S.O. 1990, c. P.13 (the “Planning Act”), classifies the Regional Municipality of Durham as an upper-tier municipality without planning responsibilities. The Planning Act stipulates that the portions of an official plan of an upper-tier municipality without planning responsibilities that apply to a lower-tier municipality (e.g., the City of Oshawa) are deemed to constitute an official plan of the lower-tier municipality, and its plan remains in effect until the lower-tier municipality

revokes it or amends it. This means that Envision Durham is an official plan of the City of Oshawa as it relates to the City of Oshawa.

The Subject Site is designated Community Area within a Regional Corridor in Envision Durham.

Community Areas are intended to offer a complete living environment for Durham's residents. They are to be comprised of housing, commercial uses, offices, institutional uses, and public service facilities. Community Areas are to be planned for a variety of housing types, sizes and tenures within connected neighbourhoods.

A goal of Envision Durham is to provide a wide range of diverse housing options by type, size and tenure, including affordable and special needs housing.

Envision Durham defines Affordable Housing in the case of rental housing as the least expensive of:

- A unit for which the rent does not exceed 30% of gross annual household income for low and moderate income households; or,
- A unit for which the rent is at or below the average market rent of a unit in the Region.

A key objective under Subsection 3.1, Diverse and Available Supply of Housing of Envision Durham, is to support the provision of an appropriate range and mix of housing options, including special needs housing, affordable housing and additional residential units and to support efforts to prevent the loss of affordable rental housing.

Further, Policy 3.1.3 of Envision Durham states there should be support for opportunities to ensure that a wide range of affordable and market-based housing options are provided in Urban Areas.

Policy 3.1.23 of Envision Durham states that affordable housing in the form of medium and high-density apartments in areas that are well served by local amenities including transit, schools and parks should be encouraged. Policy 3.1.26 goes on to state that new and innovative affordable housing options and the means by which affordable housing may be supplied, regardless of tenure, shall be encouraged. An objective of Subsection 11.4, Planning Tools and Resources, specifies that there shall be support for the acquisition or disposal of land in appropriate locations by the Region for community development purposes, including affordable housing.

The subject application conforms to Envision Durham.

4.3 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.

Policies 6.2.3, 6.2.6 and 6.4.3 of the O.O.P. read as follows:

- “6.2.3 The City shall encourage, in co-operation with other levels of government, the provision of housing for individuals and families unable to afford adequate housing.”
- “6.2.6 The location and development of assisted housing units shall have regard for the proximity of transit routes, schools, recreation facilities, open space and commercial areas and the availability of municipal services.”
- “6.4.3 The City shall encourage residential intensification as a sustainable option that endeavours to address the issue of affordable housing, make better use of existing municipal services and facilities, create more compact, transit-supportive, pedestrian-friendly and energy-efficient urban form, and help to promote active transportation.”

This Department has no objection to the approval of the application to amend the O.O.P. to permit the requested High Density II Residential development on the Subject Site to facilitate the proposed development. Section 4.5 of this Report sets out the rationale for this position.

4.4 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.

4.5 Site Design/Land Use Consideration

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’:

Unit Type	Market Units	Affordable Units	Rent-Geared-to-Income Units	Total Units
Bachelor	5	2	0	7
1 bedroom	37	13	0	50
2 bedroom	56	18	0	74
3 bedroom	0	0	6	6
4 bedroom	0	4	0	4
Total Units	98	37	6	141

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

Unit Type	Market Units	Affordable Units	Rent-Geared-to-Income Units	Total Units
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 Region 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 processing of a future application for site plan approval to ensure compliance with the City's Landscape Design Policies, engineering standards and other policies if the subject application is approved.

Some of the specific matters this Department will be reviewing during the processing of the future site plan application, if the subject official plan amendment application is approved, include:

- (a) Site/building design matters including driveway access, parking, refuse storage and collection, loading, lighting, landscaping, and fire access;
- (b) Servicing and stormwater management matters;
- (c) Transportation considerations;
- (d) Park access and connectivity;
- (e) Noise attenuation;
- (f) The environmental condition of the Surplus Lands given their historical use as a City road;
- (g) Design of City infrastructure such as sidewalks in the road allowance in front of the Subject Site;
- (h) Construction management; and,
- (i) Crime Prevention Through Environmental Design matters.

4.6 Basis for Recommendation

This Department has no objection to the approval of the subject application submitted by the Region to amend the O.O.P. for the following reasons:

- (a) Redeveloping an under-utilized property which results in a net increase in residential units is consistent with the Provincial Planning Statement, 2024.
- (b) The proposed development conforms to the Durham Regional Official Plan (Envision Durham).
- (c) The proposal will advance development that is within the City's Built Boundary which reduces the demand for new residential growth in greenfield areas.
- (d) The proposed development contributes to a range of housing types in the area and provides affordable housing options within the community.
- (e) The proposed development will make more efficient use of existing municipal services such as water and sanitary service.
- (f) The proposed development has been designed to be compatible with surrounding land uses and provides an appropriate interface with surrounding existing residential development.
- (g) The proposed development will help the City's efforts to achieve the delivery of 23,000 new housing units in Oshawa between 2022 and 2031, as targeted by the Province.
- (h) The application represents good planning.

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:

"Belong: Inclusive and Healthy Community" with the goal to support and encourage diverse housing options.



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

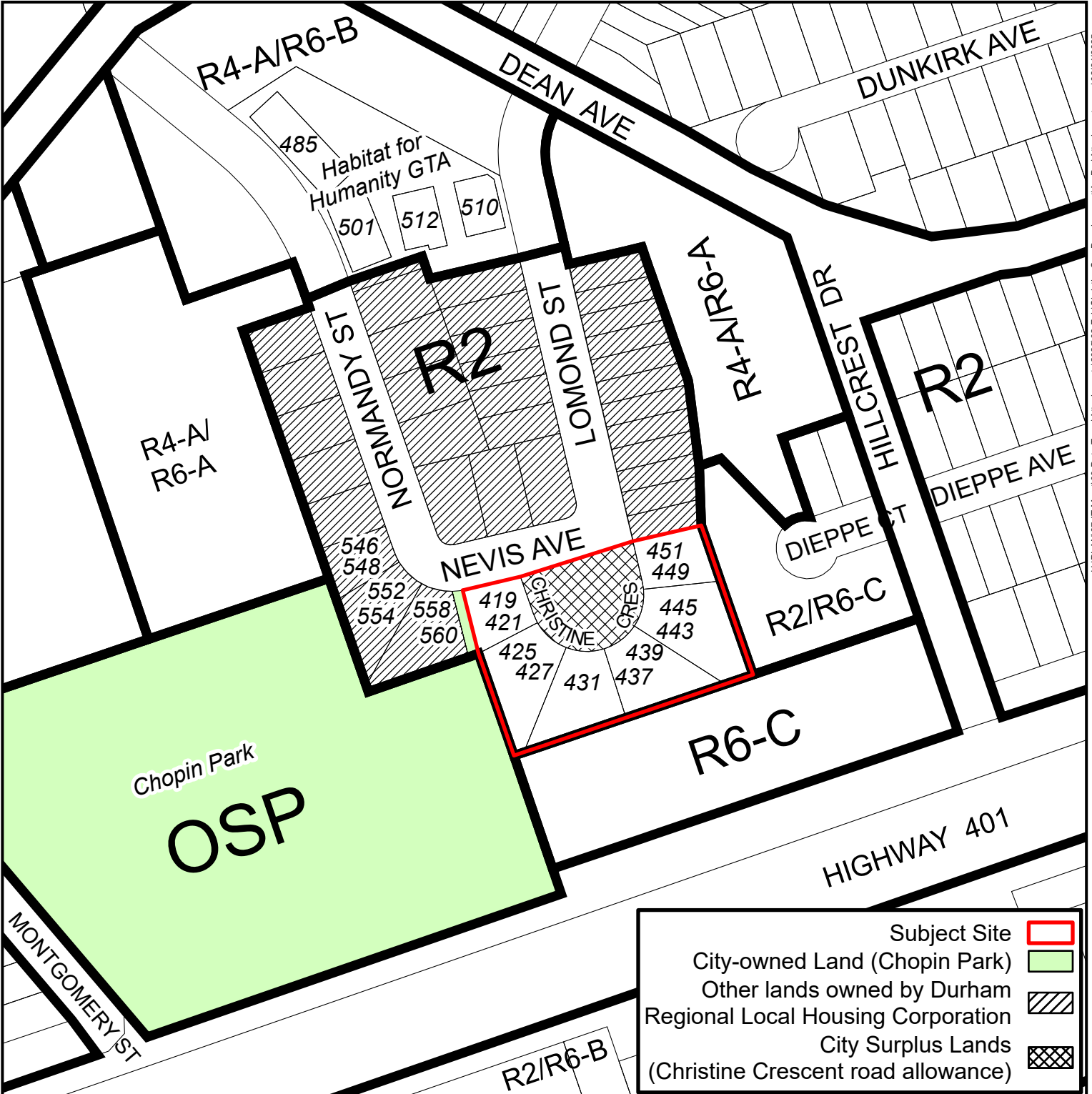
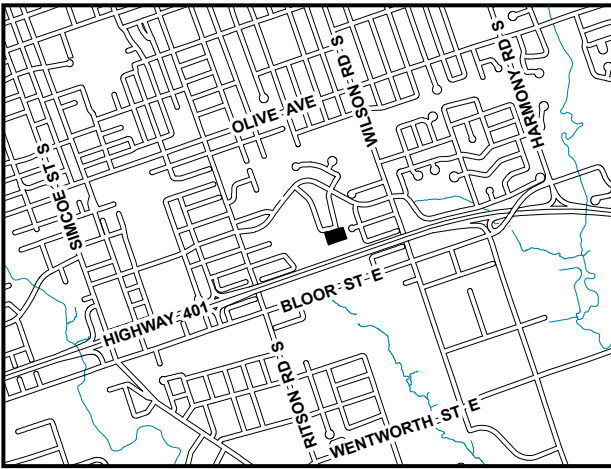


Anthony Ambra, P.Eng., Commissioner,
Economic and Development Services Department

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

Ward: Ward 5
File: OPA-2024-07



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

Ward: Ward 5
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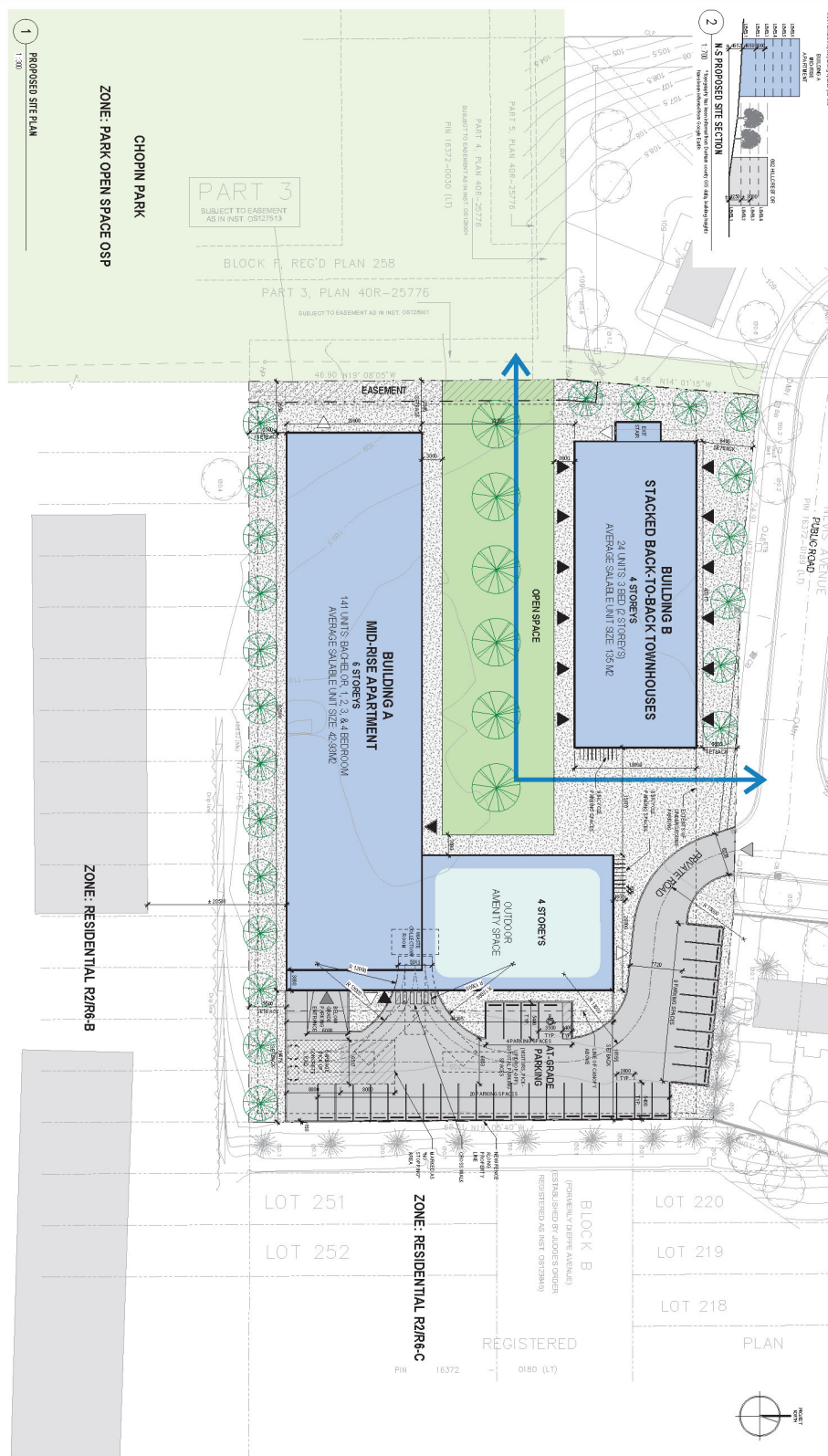
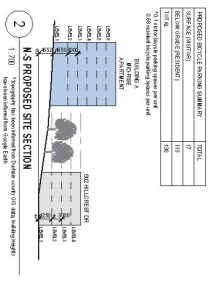
City of Oshawa
 Economic and Development Services



SITE STATISTICS

DESCRIPTION	NO.	%
TOTAL AREA	11,100	100%
AREA OF OPEN SPACE	1,100	10%
AREA OF BUILDING FOOTPRINT	2,000	18%
AREA OF DRIVEWAYS	1,000	9%
AREA OF PARKING	1,000	9%
AREA OF UTILITY	1,000	9%
AREA OF ROAD	1,000	9%
TOTAL OPEN SPACE	1,100	10%

DESCRIPTION	NO.	%
TOTAL	11,100	100%
AREA OF OPEN SPACE	1,100	10%
AREA OF BUILDING FOOTPRINT	2,000	18%
AREA OF DRIVEWAYS	1,000	9%
AREA OF PARKING	1,000	9%
AREA OF UTILITY	1,000	9%
AREA OF ROAD	1,000	9%
TOTAL OPEN SPACE	1,100	10%



SECTION architects

DURHAM COUNTY HOUSING

SITE PLAN - PROPOSED


A1.12

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

Item: ED-25-35
Attachment 3

Ward: Ward 5
File: OPA-2024-07



 Subject Site

City of Oshawa
Economic and Development Services 



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Excerpts from the Minutes of the Economic and Development Services Committee Meeting held on February 3, 2025

Application ED-25-18

Presentation

Region of Durham - 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

Moved by Councillor Chapman

That the presentation concerning Report ED-25-18 not be heard.

Motion Carried

Delegations

None

Correspondence

None

Reports

ED-25-18 - 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 5)

Moved by Councillor Chapman

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.

Motion Carried