

To: Economic and Development Services Committee

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

Report Number: ED-25-45

Date of Report: April 2, 2025

Date of Meeting: April 7, 2025

Subject: Revised Applications to Amend the Oshawa Official Plan and
Zoning By-law 60-94, Urban Solutions on behalf of Albany
Street Investments Limited, 63 Albany Street

Ward: Ward 5

File: OPA-2022-04, Z-2022-06

1.0 Purpose

The purpose of this Report is to provide a recommendation on the revised applications submitted by Urban Solutions (the “Applicant”) on behalf of Albany Street Investments Limited (the “Owner”) to amend the Oshawa Official Plan (the “O.O.P.”) and Zoning By-law 60-94 to permit eighteen (18) 3-storey block townhouses and a 22-storey residential building with 307 apartment units on lands municipally known as 63 Albany Street (the “Subject Site”).

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 original proposed site plan submitted by the Applicant that was presented at the September 12, 2022 public meeting.

Attachment 3 is a copy of the revised proposed site plan submitted by the Applicant after the 2022 public meeting incorporating several revisions.

Attachment 4 is a map showing the proposed zoning framework in the locational context of the Subject Site illustrating the variations of the new CO (Central Oshawa) Zone being advanced through City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement the Central Oshawa Protected Major Transit Station Area.

A public meeting was held on September 12, 2022 concerning the subject applications. At the conclusion of the meeting, the then-Development Services Committee adopted a recommendation to direct staff to further review the subject applications and prepare a subsequent report and recommendation back to the then-Development Services

Committee. The minutes of the September 12, 2022 public meeting form Attachment 5 to this Report.

Subsequent to the September 12, 2022 public meeting, the Applicant revised the subject development proposal. The key differences between the original proposal considered at the public meeting (see Attachment 2) and the revised proposal (see Attachment 3) are as follows:

- The height of the proposed apartment building has increased from 15 storeys [47.8m (156.82 ft.)] to 22 storeys [69.9m (229.33 ft.)]. The originally proposed apartment building featured 3-, 10- and 15-storey sections. The revised proposed apartment building features 3-, 4- and 22-storey sections.
- The original proposed development included the lands located at 467 and 469 Albert Street in addition to 63 Albany Street. The revised proposed development is now situated entirely on 63 Albany Street since the Owner does not own 467 and 469 Albert Street. Consequently, the net lot area has decreased from 0.7 hectares (1.73 ac.) to 0.617 hectares (1.525 ac.).
- The Applicant has introduced an additional 21 dwelling units to the apartment building, resulting in an increase in the total number of proposed dwelling units from 304 to 325.
- The reduced net lot area and increased number of dwelling units has increased the proposed residential density from 437 units per hectare (176.9 u/ac.) to 527 units per hectare (213.1 u/ac.).
- The total number of parking spaces has decreased from 346 to 281. The reduced parking supply, increased number of dwelling units and the reallocation of some parking spaces from resident use to visitor use has resulted in the following proposed parking rate changes:
 - The parking rate for residents has decreased from 1.138 spaces per unit to 0.612 spaces per unit; and,
 - The parking rate for visitors has increased from 0 spaces per unit to 0.252 spaces per unit.

The Subject Site is located within the Central Oshawa Protected Major Transit Station Area identified in the Durham Regional Official Plan (“Envision Durham”). On March 3, 2025, a public meeting was held concerning proposed City-initiated amendments to the O.O.P. and Zoning By-law 60-94 to implement the Central Oshawa Protected Major Transit Station Area. The minutes of the March 3, 2025 public meeting form Attachment 6 to this Report.

On September 23, 2024, the Building Industry and Land Development Association (“B.I.L.D.”) released their 3rd edition of the Greater Toronto Area Municipal Benchmarking Study (the “Benchmarking Study”) prepared by Altus Group. The Benchmarking Study found that the average timeline for development approvals across the 15 municipalities studied was 20.3 months. It is important to note that the Benchmarking Study and the

Planning Act, R.S.O. 1990, c. P.13 (the "Planning Act") do not take into account any delays in the development approvals process attributable to the actions (or lack thereof) of applicants, or any measures exercised by applicants and municipalities to work out matters before making an approval decision that would otherwise be a denial decision. With respect to the subject applications, continuous progress was not made on these applications due to inactivity on behalf of the Owner and Applicant. The following is a general chronology of events:

- The initial May 25, 2022 submission of the applications was missing information and materials required for the applications to be deemed complete by the City pursuant to Subsections 22(4) and 34(10.1) of the Planning Act, as amended. The outstanding materials were provided on June 30, 2022 and the applications were deemed complete.
- A public meeting with the then-Development Services Committee was held September 12, 2022.
- Comments from City staff and external agencies were provided to the Applicant on October 25, 2022.
- On January 26, 2024, staff sent the Applicant a letter advising that due to the lack of activity on the file since the return of comments on October 25, 2022, the file would be closed if a response was not received by February 9, 2024 confirming the Applicant's intention to continue advancing the subject applications and providing a work plan for the next submission of the applications.
- On February 9, 2024, the Applicant contacted the City by letter and requested a deadline of August 9, 2024, for the resubmission of the subject applications.
- At the request of the Applicant, the deadline was later moved to the last week of September.
- On September 25, 2024, the Applicant contacted the City to request a further two-week extension. The Director, Planning Services, subsequently authorized an extension to November 1, 2024, to provide the Applicant with more time to prepare a quality resubmission of the subject applications.
- The revised submission that is the subject of this report was received by the City on November 1, 2024.

2.0 Recommendation

That the Economic and Development Services Committee recommend to City Council:

1. That, pursuant to Report ED-25-45 dated April 2, 2025, the revised application submitted by Urban Solutions on behalf of Albany Street Investments Limited to amend the Oshawa Official Plan (File: OPA-2022-04) to permit a residential development with a residential density of 527 units per hectare (213.1 u/ac.) on lands municipally known as 63 Albany Street 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.

2. That, pursuant to Report ED-25-45 dated April 2, 2025, the revised application submitted by Urban Solutions on behalf of Albany Street Investments Limited to amend Zoning By-law 60-94 (File: Z-2022-06) to rezone the lands municipally known as 63 Albany Street from R2/R3-A.F5.5/R6-B(2)/R6-C(11) "h-7" (Residential) to an appropriate R6-D (Residential) Zone subject to special conditions to permit the proposed development featuring eighteen (18) 3-storey block townhouses and a 22-storey apartment building containing 307 apartment units be approved, generally in accordance with the comments 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. That, in accordance with Section 34(17) of the Planning Act and notwithstanding that the Zoning By-law amendment proposed in Report DS-22-186 dated September 7, 2022, presented at the public meeting of September 12, 2022, differs to some degree from the proposed amendment recommended to be approved by City Council pursuant to Part 2 of this Recommendation, such differences are not substantial enough to require further notice and another public meeting.

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 revised applications. 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 revised applications are approved.

3.2 Public Comments

The minutes of the September 12, 2022 public meeting concerning the subject applications form Attachment 5 to this Report.

Oral comments were provided at the meeting by the owner of 467 Albert Street, who questioned why their property had been included in the proposed development. The revised subject applications no longer propose the redevelopment of 467 and 469 Albany Street since the Owner does not own those lands. No other oral comments were received at the public meeting with respect to the subject applications.

No written comments have been received with respect to the subject applications.

On March 3, 2025, a public meeting was held concerning various proposed City-initiated amendments to the O.O.P. and Zoning By-law 60-94, as amended, to implement the following two Protected Major Transit Station Areas:

- The Central Oshawa Protected Major Transit Station Area, surrounding the planned Central Oshawa GO Station (within which the Subject Site is located); and,
- The Thornton's Corners Protected Major Transit Station Area, surrounding the planned Thornton's Corners GO Station.

The boundaries of the Central Oshawa Protected Major Transit Station Area and Thornton's Corners Protected Major Transit Station Area have been delineated by the Region of Durham in Envision Durham. These Protected Major Transit Station Areas ("P.M.T.S.A.s") are intended to serve as strategic growth areas surrounding the planned Central Oshawa GO Station and Thornton's Corners GO Station, respectively, which comprise two of the four new stations planned as part of Metrolinx's Oshawa-to-Bowmanville GO Train Extension. The Subject Site is located within the Central Oshawa P.M.T.S.A.

The minutes of the March 3, 2025, public meeting for the Official Plan and Zoning By-law amendments related to the implementation of the P.M.T.S.A.s form Attachment 6 to this Report. The key concerns raised at the public meeting and in the associated written correspondence that are relevant to the revised subject applications and the Subject Site are set out below together with a staff response.

3.2.1 Parking

Comment

A concern was raised at the public meeting that having no minimum parking requirement within P.M.T.S.A.s would result in higher rates of on-street parking.

Staff Response

Subsequent to the September 12, 2022 public meeting, the total number of parking spaces for the Subject Site has decreased from 346 to 281, and the total number of units has increased from 304 to 325.

On June 6, 2024, Bill 185, the Cutting Red Tape to Build More Homes Act, 2024, received Royal Assent. One of the effects of Bill 185 was to amend the Planning Act to stipulate that a zoning by-law cannot require an owner or occupant of a building or structure to provide and maintain parking facilities on land that is located within a Protected Major Transit Station Area. Envision Durham, which came into effect on September 3, 2024, created and delineated a P.M.T.S.A. encompassing the lands surrounding the future Central Oshawa GO Station, which includes the Subject Site. Consequently, there is no parking requirement applicable to the proposed development or any development permitted by the current zoning of the Subject Site.

Although there is no parking requirement, the Applicant is nonetheless proposing to provide parking at the following rates:

- 0.61 parking spaces per unit for residents (199 parking spaces); and,
- 0.25 parking spaces per unit for visitors (82 parking spaces).

The Subject Site is close to the site of the future Central Oshawa GO Station and the Simcoe Street Rapid Transit corridor, as well as the Michael Starr Trail and the Joseph Kolodzie Oshawa Creek Bike Path. The two latter facilities provide major north/south active transportation and cycling connections to major amenities and destinations in Oshawa. The Owner intends to provide 254 long- and short-term bicycle parking spaces to encourage higher rates of cycling.

4.0 Analysis

4.1 Background

The Subject Site is generally located on the south side of Albany Street between Front Street and Albert Street and is municipally known as 63 Albany Street (see Attachment 1).

In 2010, an application for Site Plan Approval (File: SPA-2010-18) was submitted for a 4-storey, 65-unit apartment building at 63 Albany Street. The applicant at the time received approval from the Committee of Adjustment (File: A-2011-34) for variances from Zoning By-law 60-94 for several items including increased maximum residential density and height for the proposed site and building design at the time. The Committee of Adjustment decision was appealed to the Ontario Municipal Board (the "O.M.B.") (now known as the Ontario Land Tribunal) by an area resident. The O.M.B. heard the appeal and dismissed it in 2012. The applicant did not move forward with the Site Plan Approval application after the O.M.B. decision, and the site plan approval application was ultimately closed due to inactivity.

In 2017, a new application was submitted for Site Plan Approval (File: SPA-2017-21) for a 4-storey, 65-unit apartment building at 63 Albany Street with a revised site design. The proposed 4-storey apartment building complied with the existing zoning and the 2011 Committee of Adjustment decision (File: A-2011-34) as well as a further Committee of Adjustment decision in 2017 approving an additional variance for yard depth abutting Front Street (File: A-2017-01). Although staff approved the site plan drawings in July 2018, the owner at that time (2318917 Ontario Ltd.) did not execute the agreement and did not start construction of the 4-storey, 65-unit apartment building. This Site Plan Approval application was also closed due to inactivity.

In 2019, a further application was submitted by 2318917 Ontario Ltd. to amend Zoning By-law 60-94 (File: Z-2019-08) for the development of a 6-storey, 99-unit apartment building at 63 Albany Street. A Planning Act public meeting was held on September 9, 2019. The application was approved by Council on December 2, 2019, and no appeals were submitted.

On May 25, 2022, the subject applications were initially submitted by the current Owner to amend the O.O.P. and Zoning By-law 60-94, this time for a 15-storey, 286-unit apartment

building and eighteen (18) 3-storey block townhouses on the lands municipally known as 63 Albany Street as well as the lands municipally known as 467 and 469 Albert Street (see Attachment 2). The Applicant stated at the time that a decision was made to revise the proposed development to maximize the development potential of the Subject Site in response to the existing neighbourhood context and changes to Provincial policy.

On September 3, 2024, the Minister of Municipal Affairs and Housing approved, with modifications, Envision Durham.

In November 2024, the Applicant submitted the revised subject applications to amend the O.O.P. and Zoning By-law 60-94 for a 22-storey, 307-unit apartment building and eighteen (18) 3-storey block townhouses, located entirely on 63 Albany Street (see Attachment 3).

The Subject Site is located within the Central Oshawa P.M.T.S.A. (see Attachment 4). On March 3, 2025, a public meeting was held concerning the proposed City-initiated amendments to the O.O.P. and Zoning By-law 60-94 to implement the Central Oshawa P.M.T.S.A. (see Attachment 6). These proposed amendments included, in part, a new land use designation and new zoning regulations to generally expand land use permissions and provide support for intensified height and density in new development in the Central Oshawa P.M.T.S.A. Should these proposed amendments be approved, the Subject Site will be redesignated and rezoned. In the absence of the subject revised applications, the CO-C(6) (Central Oshawa) Zone proposed for 63 Albany Street through the P.M.T.S.A. implementation process would permit an apartment building with a maximum residential density of 500 units per hectare (202.34 u/ac.), a maximum height of 60 metres (196.85 ft.) (generally 20 storeys), and site-specific conditions inclusive of the site-specific conditions approved by Council through the prior rezonings of the Subject Site. However, in view of the timing of processing the subject revised applications, the regulations of the forthcoming CO-C(6) (Central Oshawa) Zone for the Subject Site will reflect the site specific conditions relating to density, height and building setbacks being advanced under the subject applications.

The following is background concerning the subject revised applications:

Item	Existing	Requested/Proposed
Durham Regional Official Plan Designation	Protected Major Transit Station Area	No change
Oshawa Official Plan Designation	Residential within the Downtown Main Central Area and the Central Oshawa Transportation Hub, which permits a maximum density of 300 units per hectare (121.4 u/ac.)	Residential within the Main Central Area Boundary and within the Central Oshawa Transportation Hub subject to a site specific policy to permit a maximum residential density of 527 units per hectare (213.1 u/ac.)

Item	Existing	Requested/Proposed
Zoning By-law 60-94	R2/R3-A.F5.5/R6-B(2)/R6-C(11) “h-7” (Residential)	An appropriate R6-D (Residential) Zone to implement the proposed development with site-specific conditions to permit certain performance standards such as, but not necessarily limited to, increased residential density, height and lot coverage, and reduced front, rear, interior side and exterior side yard depths
Use	Vacant	Eighteen (18) 3-storey block townhouses and a 307-unit, 22-storey apartment building

The following land uses are adjacent to the Subject Site:

- **North** Albany Street, beyond which are semi-detached dwellings with frontage on Albert Street and an assembly hall at 64 Albany Street. 64 Albany Street and 426 Front Street were rezoned in 2020 (File: Z-2020-01) to permit an 11-storey, 100-unit apartment building, although no site plan approval or construction to implement such a project has yet occurred.
- **South** Single detached dwellings and semi-detached dwellings fronting onto Front Street and Albert Street
- **East** Front Street, beyond which is the former Knob Hill Farms site, which is the location of the future Central Oshawa GO Station
- **West** Albert Street, beyond which are single detached dwellings and a 5-storey apartment building

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

Site Statistics Item	Measurement
Lot Frontage	Albany Street – 74.9m (245.7 ft.) Front Street – 117.5m (385.5 ft.) Albert Street – 59.7m (195.9 ft.)
Gross Lot Area (inclusive of road widening)	0.6366 ha (1.5730 ac.)
Net Lot Area (exclusive of road widening)	0.617 ha (1.525 ac.)

Site Statistics Item	Measurement
Number of Proposed Residential Units	307 apartment units – 4 bachelor units – 195 one bedroom units – 102 two bedroom units – 6 three bedroom units 18 3-bedroom block townhouse units Total: 325 units
Maximum Net Residential Density Permitted under Current Zoning as varied by the Committee of Adjustment	161.5 u/ha (65.36 u/ac) for an apartment building (99 units)
Maximum Net Residential Density Permitted in the CO-C(6) Zone proposed as part of the City-initiated amendments for the Central Oshawa P.M.T.S.A. ¹	500 u/ha (202.34 u/ac.) (309 units)
Proposed Residential Density	527 u/ha (213.1 u/ac.) (325 units)
Maximum Building Height Permitted by Current Zoning as varied by the Committee of Adjustment	19.5m (64 ft.) or 6 storeys above grade for an apartment building
Maximum Building Height Permitted in the CO-C(6) Zone proposed as part of the City-initiated amendments for the Central Oshawa P.M.T.S.A. ¹	60m (196.85 ft.) (generally 20 storeys)
Proposed Maximum Building Height	69.9m (229.33 ft.) (22 storeys)
Parking Spaces Required	0 ²
Parking Spaces Provided	199 spaces for residents (0.612 parking spaces per unit) 82 parking spaces for visitors (0.252 parking spaces per unit) Total: 281
Loading Spaces Required	0
Loading Spaces Provided	1 large
Number of Bicycle Parking Spaces Provided	221 long-term spaces for residents (0.68 spaces per dwelling unit) 33 short-term spaces for visitors Total – 254 spaces

¹ See Section 4.2 of this Report for information regarding the new CO-C(6) Zone proposed for the Subject Site through the City-initiated amendments to the O.O.P. and Zoning By-law 60-94 being advanced for the Central Oshawa P.M.T.S.A.

² See Section 4.2 of this Report for information regarding minimum required parking.

4.2 City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94 to Implement Protected Major Transit Station Areas

The new Durham Regional Official Plan (“Envision Durham”) was approved by the Province of Ontario and came into effect on September 3, 2024. Envision Durham delineates the boundaries of P.M.T.S.A.s across the Region. P.M.T.S.A.s are a new type of strategic growth area surrounding existing and planned major transit stations in Durham Region, subject to area-specific policies to guide development within these areas. The Subject Site is located within the Central Oshawa P.M.T.S.A. adjacent to the future Central Oshawa GO Station.

On March 3, 2025, a public meeting was held for the purpose of presenting proposed City-initiated amendments to the O.O.P. and Zoning By-law 60-94 to implement the P.M.T.S.A.s in the City’s planning documents. These amendments propose a new land use designation and new zoning regulations to expand land use permissions and permit increased height and density in the Central Oshawa P.M.T.S.A. and Thornton’s Corners P.M.T.S.A. These proposed amendments are outlined in [Report ED-25-30](#) dated February 26, 2025.

The following is a summary of the proposed City-initiated amendments to the O.O.P. and Zoning By-law 60-94 that are relevant to the Subject Site and its proposed redevelopment:

- Oshawa Official Plan:
 - The lands within the Central Oshawa P.M.T.S.A. in Envision Durham will be redesignated in the O.O.P. from various land use designations to a new land use designation called “Central Oshawa P.M.T.S.A.”. This includes redesignating the Subject Site from Residential to Central Oshawa P.M.T.S.A.;
 - The Central Oshawa P.M.T.S.A. will be removed from the Downtown Oshawa Main Central Area Boundary;
 - The Transportation Hubs currently identified in the O.O.P. will be removed and replaced with P.M.T.S.A.s;
 - New policies will be introduced related to the vision and direction for development within P.M.T.S.A.s; and,
 - Table 2, Residential Density Classification, in Section 2.3.2 of the O.O.P. will be amended to specify new density permissions within the Central Oshawa P.M.T.S.A. More specifically, the amended Table 2 would permit residential densities of 300 to 500 units per hectare (121 to 202 u/ac.) on the Subject Site and certain other lands.
- Zoning By-law 60-94:
 - Create a new CO (Central Oshawa) Zone applicable to most lands within the Central Oshawa P.M.T.S.A. The new CO Zone will include CO-A, CO-B, CO-C, CO-D and CO-E Zone variations (see Attachment 4);

- Rezone the Subject Site from R2/R3-A.F5.5/R6-B(2)/R6-C(11) “h-7” to a new site specific CO-C(6) “h-7” “h-97” Zone. This new CO-C(6) Zone would:
 - o Permit front yard and rear yard depths of 3.0m (identical to the existing zoning of Subject Site);
 - o Permit an unclosed canopy supported by columns to encroach into the minimum exterior side yard a maximum of 2.5m (identical to the existing zoning of Subject Site);
 - o Permit a maximum building height of 60m (196.85 ft.) (generally 20 storeys), whereas the current zoning permits a maximum height of 19.5m (63.98 ft.) or 6 storeys above grade on the Subject Site;
 - o Permit a maximum residential density of 500 units per hectare (202 u/ac.) (approximately 309 units), whereas the current zoning permits a maximum density of 161.5 units per hectare (65.36 u/ac) (up to 99 units); and,
 - o Permit apartment buildings, places of worship, day care centres, personal service establishments, professional offices, restaurants, retail stores, schools, flats and existing uses, whereas the current zoning only permits single detached dwellings, semi-detached dwellings/buildings, duplexes, street townhouses and apartment buildings.

The proposed City-initiated zoning amendment would also introduce a new schedule identifying lands that are exempt from the City’s minimum parking requirements. This is as a result of changes made to the Planning Act by Bill 185, Cutting Red Tape to Build More Homes Act, 2024 which received Royal Assent on June 6, 2024. Bill 185 amended the Planning Act to stipulate that a zoning by-law cannot require an owner or occupant of a building or structure to provide and maintain parking facilities on land that is located within a protected major transit station area. Consequently, effective September 3, 2024 when Envision Durham came into effect which created and delineated the City’s P.M.T.S.A.s, Zoning By-law 60-94 cannot stipulate that development within a P.M.T.S.A. must provide and maintain parking.

In view of the foregoing, there is no parking requirement applicable to the proposed development. According to the Provincial government, this lets “homebuyers and homebuilders decide parking spaces for new residential development near higher order transit, based on market needs. This could remove construction costs of between \$2,000 and \$100,000 per parking space per project, helping to make more projects viable. Under existing requirements in some municipalities, this could save up to \$50 million for a 500-unit development and make it cheaper to build and purchase new homes near transit.” To summarize, a zoning by-law cannot require a certain number of parking spaces to be provided for development within a P.M.T.S.A. Rather, developers and landowners have the flexibility to provide parking in an amount they deem sufficient to satisfy their development and market needs. As noted above, the Owner intends to provide 281 parking spaces despite the fact that no spaces are actually required.

4.3 Durham Regional Official Plan

Effective January 1, 2025, 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.

Envision Durham states that it is the policy of the municipality to strive to ensure that development within Urban Areas makes efficient use of land, and supports the efficient use of existing and planned infrastructure including transit, municipal water and sewerage services, and public service facilities, by prioritizing and promoting intensification, redevelopment and growth within areas such as Strategic Growth Areas (“S.G.A.s”) which include P.M.T.S.A.s.

The Subject Site is designated P.M.T.S.A. in Envision Durham. S.G.A.s such as P.M.T.S.A.s represent optimal locations for prioritizing intensification and higher density mixed-use development. S.G.A.s are planned as focal points for more intensive forms of development and as locations to achieve transit supportive densities within the Region’s Urban System. Envision Durham directs intensification and higher density, compact forms of residential, commercial and employment generating uses such as office and major office, major institutional uses and mixed-use development to S.G.A.s. Envision Durham establishes a minimum transit supportive density target of 150 people and jobs per hectare within P.M.T.S.A.s. P.M.T.S.A.s are to be planned as communities centred around higher order transit services.

Envision Durham directs area municipalities to include policies in their official plans that support the creation of focal points by concentrating the highest densities near transit stations and ensuring that heights and densities of buildings are appropriately scaled to ensure compatibility with neighbouring lower density residential areas.

The subject revised applications conform to Envision Durham.

4.4 Oshawa Official Plan

The Subject Site is designated Residential within the Downtown Main Central Area, as shown on Schedule ‘A’, Land Use, of the O.O.P. The Subject Site is also located within the Central Oshawa Transportation Hub, as shown on Schedule ‘B-1’, Transit Priority Network, of the O.O.P.

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

The O.O.P. contains policies which establish various density types and provide general locational criteria for such densities. The residential density type related to the proposed development is greater than the High Density II Residential density type. Nevertheless,

the locational criteria for High Density II Residential development will be reviewed to assist in the analysis of the proposal.

The proposed development would have a net residential density of 527 units per hectare (213.1 u/ac.), which exceeds the maximum permitted in the High Density II Residential category within the O.O.P. An amendment to the O.O.P. is therefore required.

Table 2 in the O.O.P. is a guideline that indicates that uses in the High Density II Residential category, which generally permits 150 to 300 units per hectare (60 to 120 u/ac.) in locations other than within the Downtown Oshawa Urban Growth Centre, are to be located 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.
- (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 Downtown Main Central Area is intended to function in a complementary capacity but generally at a smaller scale than the Downtown Oshawa Urban Growth Centre, with a reciprocal emphasis on major office, retail, business, personal and administrative services, residential, institutional, recreational, cultural and entertainment uses. Development in the Downtown Main Central Area shall be planned to support an overall long-term density target of at least 75 residential units per gross hectare (30.35 residential units/gross ac.) and a floor space index of 2.5.

O.O.P. Policy 2.1.2.4 specifies that the built form of new development within the Downtown Main Central Area outside of the Downtown Oshawa Urban Growth Centre shall consist of a wide variety of high-rise and mid-rise buildings, with some low-rise buildings, and buildings at corner locations shall generally be higher than buildings in mid-block locations. O.O.P. Policy 2.1.2.5 specifies that minimum building height shall be three functional storeys.

As noted above, the Subject Site is also located within the Central Oshawa Transportation Hub identified on Schedule "B-1" of the O.O.P. The Central Oshawa Transportation Hub is an area of influence surrounding the planned future Central Oshawa GO Station where different modes of transportation, including walking, cycling, and riding transit, are planned to come together seamlessly and where there will be an intensive concentration of working, living, shopping and/or playing. O.O.P. Policy 2.1.7.1 specifies that development in Transportation Hubs shall consist of a mix of land uses at higher densities, in a compact, intensive urban form, to facilitate the provision and use of transit, where the existing or planned commuter station is served by heavy rail.

O.O.P. Policy 3.3.3 specifies that development adjacent to a commuter station, including within a Transportation Hub, shall provide a broad mix of uses whose nature lends themselves to more intensive, compact development at higher densities, which are complementary in terms of scale, design and context to the support of transit services, and which are compatible with surrounding, stable, established development.

Albert Street is designated as a Collector Road in Schedule “B”, Road Network, of the O.O.P. Albany Street and Front Street are local roads.

This Department has no objection to the approval of the revised application to amend to the O.O.P. Section 4.7 of this Report sets out the planning rationale for this position.

If this revised application is approved, it is anticipated that the City-initiated amendments to the O.O.P., if approved, would maintain the site specific policy to permit a residential density of 527 units per hectare at the Subject Site.

4.5 Zoning By-law 60-94

The Subject Site is currently zoned R2/R3-A.F5.5/R6-B(2)/R6-C(11) “h-7” (Residential).

The R2 Zone permits single detached dwellings, semi-detached dwellings and duplexes.

The R3-A.F5.5 Zone permits street townhouses.

The R6-B(2) Zone permits apartment buildings having a maximum residential density of 85 units per hectare (34 u/ac.) and a maximum height of 13 metres (42.7 ft.).

The R6-C(11) Zone only permits apartment buildings with a maximum building height of 14.5 metres (64 ft.) or 6 storeys, a maximum residential density of 161.5 units per hectare (65.36 u/ac) (equivalent to 99 units on the Subject Site) and provides site specific regulations for minimum front yard, exterior side yard and rear yard depths, and for minimum landscaped open space. The R6-C(11) Zone also contains a site specific regulation relating to the maximum encroachment of an unenclosed canopy into a required exterior side yard.

The purpose of the “h-7” holding symbol is to ensure site plan approval is granted by the City, appropriate arrangements are made for the provision of services, and noise and vibration mitigation to the satisfaction of the City and Region for any apartment building having more than 65 apartments or more than 4 storeys in height. In the interim, the following are permitted uses:

- (a) All existing uses
- (b) All uses permitted in a R2 Zone
- (c) All uses permitted in a R3-A.F5.5 Zone
- (d) An apartment building permitted under the R6-B(2) Zone and any variances thereto specific to the Subject Site (i.e. 63 Albany Street), in accordance with the Site Plan Approval obtained pursuant to file SPA-2017-21 and any registered site plan agreement(s) associated therewith.

The Applicant has submitted an application to amend Zoning By-law 60-94 to rezone the Subject Site to an appropriate R6-D (Residential) Zone to permit a 22-storey apartment building containing 307 dwelling units and eighteen (18) 3-storey block townhouse units, with a maximum residential density of 527 units per hectare (213.1 u/ac.) and a maximum

permitted building height of 69.9 metres (229.33 ft.), with site-specific regulations to implement the proposed buildings and site design. The revised proposed development does not comply with the current zoning or the 2011 and 2017 Committee of Adjustment decisions that apply to the Subject Site (as discussed in Section 4.1 of this Report).

This Department has no objections to the approval of the revised application to amend Zoning By-law 60-94, as amended, which would rezone the Subject Site from R2/R3-A.F5.5/R6-B(2)/R6-C(11) (Residential) to an appropriate R6-D (Residential) Zone to permit a 22-storey apartment building and eighteen (18) 3-storey block townhouses with a combined maximum residential density of 527 units per hectare (213.1 u/ac.), and to implement site-specific zoning regulations to facilitate the proposed site and building designs.

This Department recommends that the existing “h” holding symbol be revised to restrict development until such a time as:

- (a) Site plan approval is obtained from the City that addresses such matters as landscaping, streetscape design, fencing, lighting and refuse/recycling pickup;
- (b) Noise and vibration mitigation to the satisfaction of the City; and,
- (c) A traffic impact study is completed to the satisfaction of the City and the Region.

This Department has no objection to the approval of the revised application to amend Zoning By-law 60-94, as amended. Section 4.7 of this Report sets out the rationale for this position.

If this revised application is approved, it is anticipated that the City-initiated amendments to Zoning By-law 60-94 to implement the Central Oshawa P.M.T.S.A., if approved, would continue to maintain the site specific zoning regulations for the Subject Site recommended for approval in this Report. For clarity, if the zoning by-law amendment outlined in this Report is approved, it would rezone the Subject Site to an R6-D (Residential) Zone subject to a site specific special condition. In the event that the proposed City-initiated amendments related to the Central Oshawa P.M.T.S.A. are subsequently approved, the zoning of the Subject Site would change again from the newly implemented site specific R6-D (Residential) Zone to a new site specific CO-C(6) (Central Oshawa) Zone that incorporates the site specific R6-D zoning regulations that are contemplated under the subject revised zoning by-law amendment application.

4.6 Site Design/Land Use Considerations

The Owner proposes to develop the Subject Site with eighteen (18) 3-storey block townhouses and a 307-unit, 22-storey apartment building. The proposed apartment building would have 3-, 4- and 22-storey sections (see Attachment 3). The 22-storey section would be located at the northeast corner of the Subject Site and oriented towards the intersection of Albany Street and Front Street.

One driveway access is proposed from Albert Street. The majority of the parking will be located in two underground parking levels. Parking for the block townhouse units and apartment units will be combined in the underground parking and surface parking areas.

The proposed development includes the following features:

- Communal indoor amenity areas;
- A rooftop amenity area located on the roof of the 4-storey portion of the apartment building podium;
- Private balconies for each apartment unit;
- Storage lockers;
- 221 secure indoor bicycle parking spaces for residents; and,
- Private terrace for each block townhouse unit.

In support of the proposed site/building design for the Subject Site, the Applicant has submitted a variety of plans and documents including a site plan, floor plans, building elevations, landscape plans, a planning justification report, an environmental site assessment, a traffic impact study, a functional servicing and stormwater management report, and a noise and vibration impact study.

Detailed design matters will be reviewed during the processing of a future application for site plan approval for the Subject Site to ensure compliance with the City's Landscaping Design Policies, engineering standards and other policies, as well as the future Land Use Plan and Urban Design Guidelines for the Central Oshawa P.M.T.S.A.

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 and rezoning applications are approved, include:

- Site/building design matters including the driveway access, loading, parking, waste collection, building architecture, fire access, landscaping and rooftop amenity area design;
- Urban design matters, including streetscape design and curbside management, given the proximity of the Subject Site to the future Central Oshawa GO Station;
- Transportation considerations;
- Noise and vibration attenuation;
- Lighting;
- Servicing and stormwater management matters; and,
- Crime Prevention Through Environmental Design matters.

4.7 Basis for Recommendation

This Department has no objection to the revised applications to amend the Oshawa Official Plan and Zoning By-law 60-94, as amended, for the following reasons:

- (a) Developing a vacant site within the Central Oshawa P.M.T.S.A. with an intensive residential use is consistent with the Provincial Planning Statement, 2024.
- (b) The proposed development conforms to the Durham Region Official Plan (Envision Durham).
- (c) The recommendations of the Integrated Major Transit Station Area Study for Central Oshawa propose a similar height, density and land use for the Subject Site. Given the Subject Site's size, proximity to the future Central Oshawa GO Station, and corner lot location, the additional height (2 additional storeys) and density (16 additional units) is reasonable and appropriate.
- (d) The proposed high density development is transit supportive given its proximity to the future Central Oshawa GO Transit Station, the Michael Starr Trail and future rapid transit on Simcoe Street.
- (e) Although Bill 185 removed minimum parking requirements within P.M.T.S.A.s, the proposed development provides resident and visitor parking.
- (f) The proposed development can be designed to be compatible with adjacent land uses.
- (g) The proposed development will make efficient use of existing municipal services such as water and sanitary services.
- (h) The proposed development represents good planning.
- (i) The proposed development will help the City achieve the delivery of 23,000 new housing units in Oshawa between 2022 and 2031, as targeted by the Province.

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:

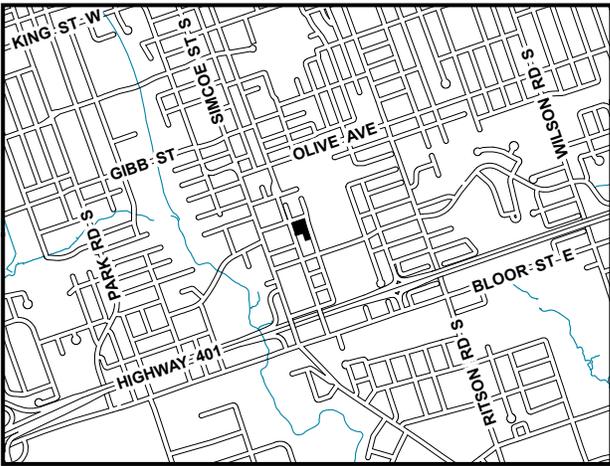
“Belong: Inclusive and Healthy Community” with the goal to support and encourage diverse housing options.



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



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



**Item: ED-25-45
Attachment 1**

Economic and Development Services

Subject: Revised Applications to Amend the Oshawa
Official Plan and Zoning By-law 60-94, Urban
Solutions on behalf of Albany Street Investments
Limited

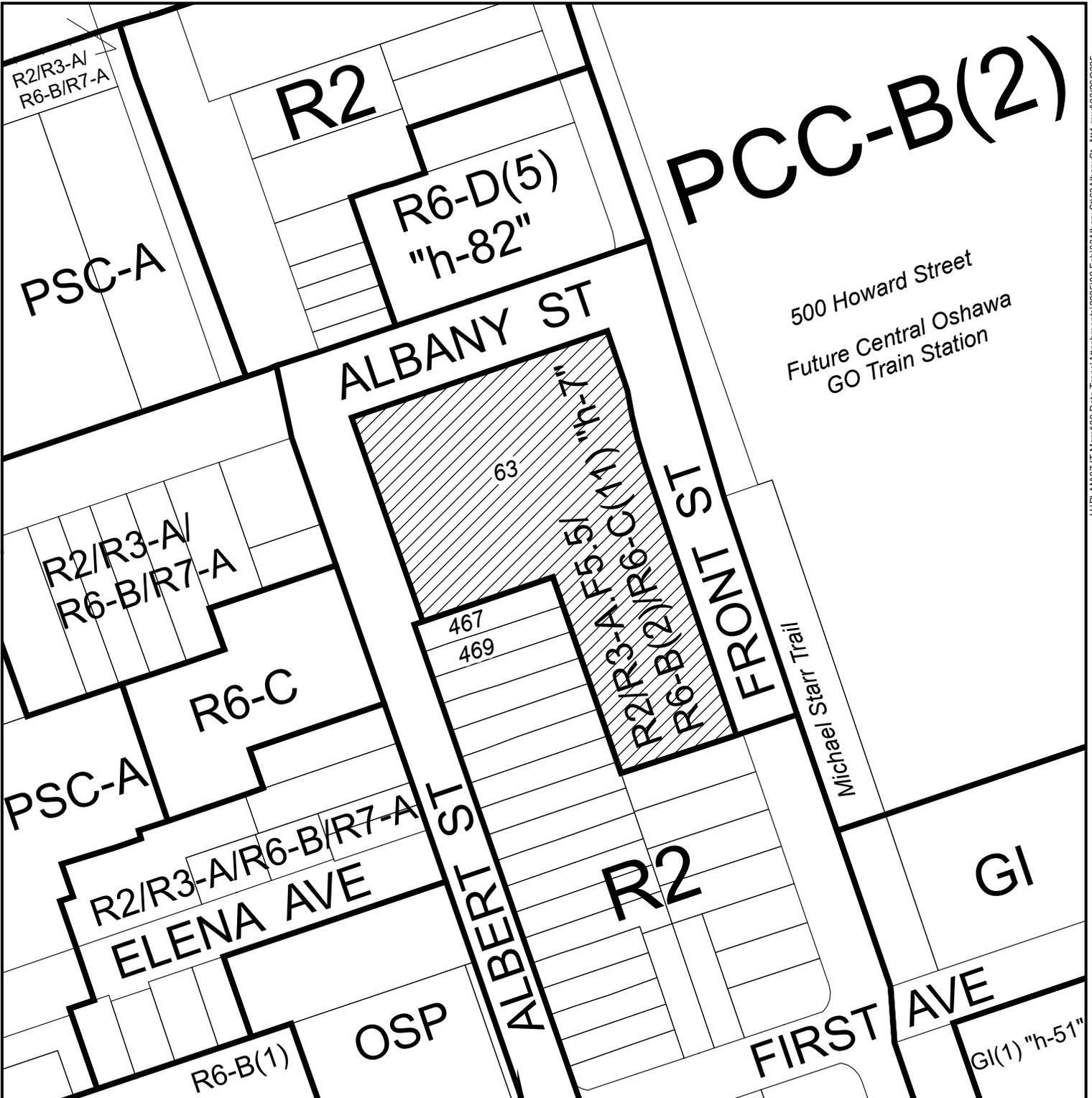
Address: 63 Albany Street

Ward: Ward 5

File: OPA-2022-04, Z-2022-06

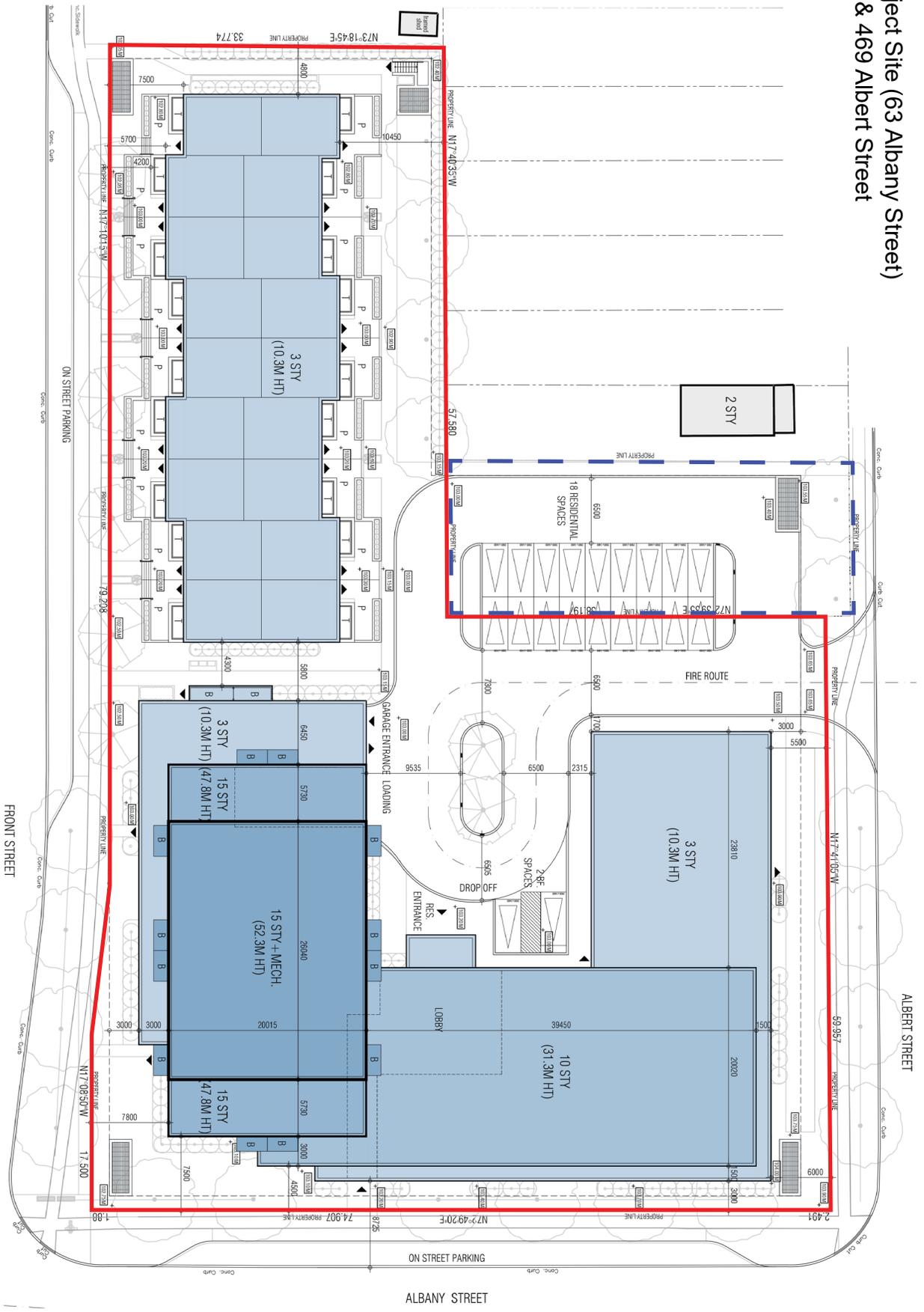


Subject Site



Title: Original Proposed Site Plan Submitted by the Applicant
 Subject: Revised Applications to Amend the Oshawa Official Plan and Zoning By-law 60-94,
 Urban Solutions on behalf of Albany Street Investments Limited
 Address: 63 Albany Street
 Ward: Ward 5
 File: OPA-2022-04, Z-2022-06

Subject Site (63 Albany Street)
 467 & 469 Albert Street



Title: Proposed New Zoning for the Central Oshawa Protected Major Transit Station Area

Item: ED-25-45
Attachment 4

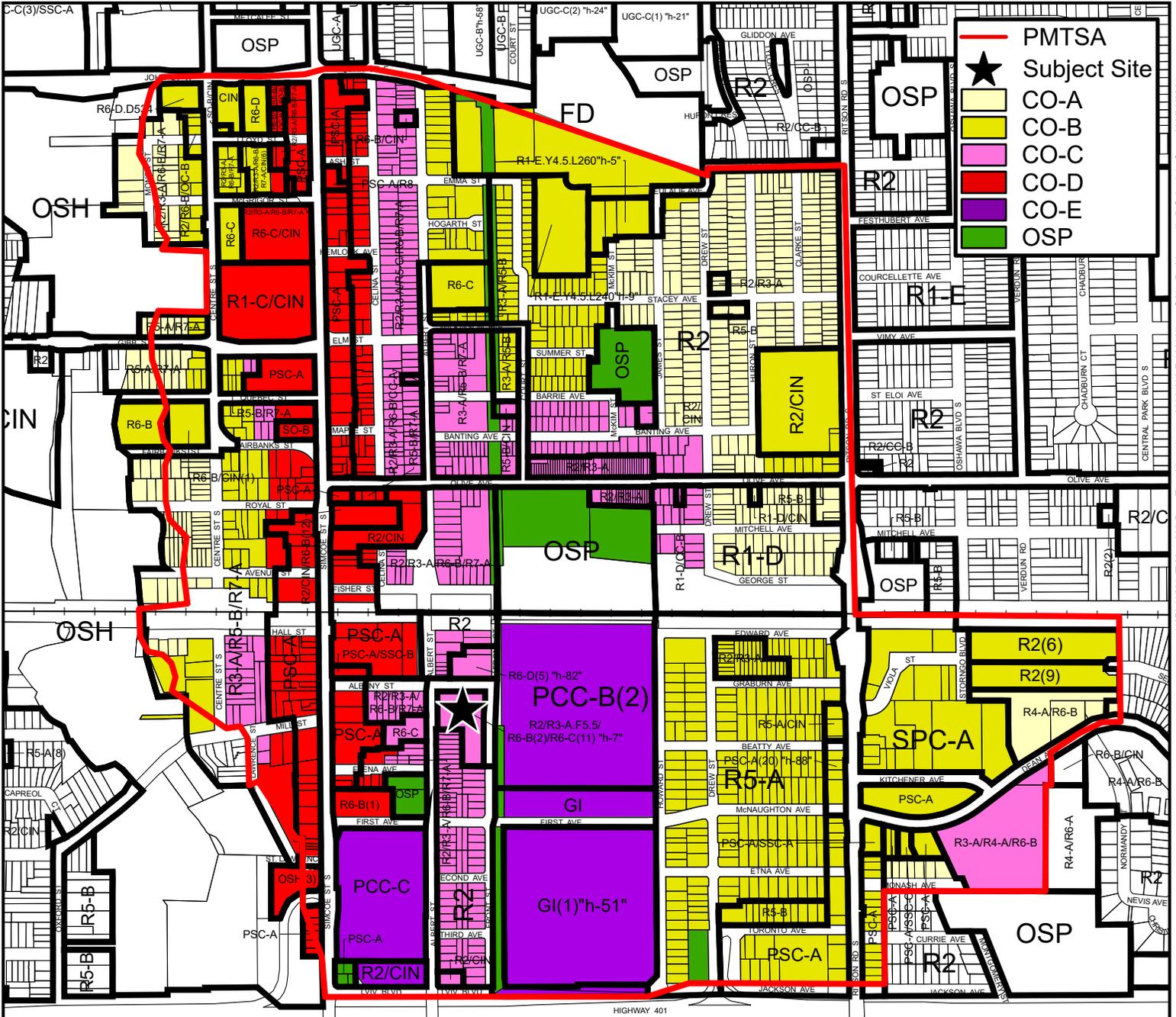
Subject: Revised Applications to Amend the Oshawa Official Plan and Zoning By-law 60-94, Urban Solutions on behalf of Albany Street Investments Limited

Address: 63 Albany Street

Ward: Ward 5

File: OPA-2022-04, Z-2022-06

City of Oshawa
Economic and Development Services



PMTSA

★ **Subject Site**

- CO-A
- CO-B
- CO-C
- CO-D
- CO-E
- OSP

Proposed New Zone	Proposed Maximum Permitted Density (units per hectare)	Proposed Maximum Height (metres)
CO-A	Dependent on land use (up to 85 u/ha)	Dependent on type of built form (up to 13 m)
CO-B	300	36
CO-C	500	60
CO-D	700	90
CO-E	1000	None

H:\PLAN07-IT Mgmt\05-Data Trans\Attachments\2025\02 Feb\63AlbanyStArPro\Appendix D Schedule C.aprx\03/28/2025

Excerpts from the Minutes of the Economic and Development Services Committee Meeting held on September 12, 2022

Application DS-22-186

Presentation

Urban Solutions - Applications to Amend the Oshawa Official Plan and Zoning By-law 60-94

Matthew Johnston, Planner, Urban Solutions to present an overview of the applications to amend the Oshawa Official Plan and Zoning By-law 60-94 Urban Solutions on behalf of Albany Street Investments Limited 63 Albany Street and 467 and 469 Albert Street.

Delegations

Curtis and Anna Gomes addressed the Development Services Committee concerning DS-22-186, regarding an application to amend the Oshawa Official Plan and Zoning By-law 60-94 for 63 Albany and 467 and 469 Albert Street. Mr. and Mrs. Gomes expressed concerns about why his and his neighbours properties need to be rezoned and why the developers do not go down the street and buy other properties.

Correspondence

None

Reports

DS-22-186 – Applications to Amend the Oshawa Official Plan and Zoning By-law 60-94, Urban Solutions on behalf of Albany Street Investments Limited, 63 Albany Street and 467 and 469 Albert Street (Ward 5)

Moved by Councillor Kerr

That, pursuant to Report DS-22-186 dated September 7, 2022, concerning the applications submitted by Urban Solutions on behalf of Albany Street Investments Limited to amend the Oshawa Official Plan (File: OPA-2022-04) and Zoning By-law 60-94 (File: Z-2022-06) to permit a 15-storey apartment building containing 286 apartment units and 18 3-storey block townhouses at 63 Albany Street and 467 and 469 Albert Street, staff be directed to further review and prepare a report and recommendation back to the Development Services Committee. This direction does not constitute or imply any form or degree of approval.

Motion Carried

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

Application ED-25-30

Presentation

Planning Services – City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94 to Implement Protected Major Transit Station Areas

Connor Leherbauer, Senior Planner provided a presentation concerning City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement protected major transit station areas.

The Committee questioned the Senior Planner.

Delegations

Elizabeth Thuaite – Report ED-25-30

Elizabeth Thuaite addressed the Economic and Development Services Committee with questions concerning Report ED-25-30 regarding City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement protected major transit station areas.

Juthusan Katuirgamanathan – Report ED-25-30

Juthusan Katuirgamanathan addressed the Economic and Development Services Committee with questions concerning Report ED-25-30 regarding City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement protected major transit station areas.

Voula Zerey – Report ED-25-30

Voula Zerey addressed the Economic and Development Services Committee with questions concerning Report ED-25-30 regarding City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement protected major transit station areas.

Kristyn Bradley – Report ED-25-30

Kristyn Bradley addressed the Economic and Development Services Committee with questions concerning Report ED-25-30 regarding City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement protected major transit station areas.

Michael Fry – Report ED-25-30

Michael Fry addressed the Economic and Development Services Committee with questions concerning Report ED-25-30 regarding City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement protected major transit station areas.

Correspondence

None

Reports

ED-25-30 – City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94 to Implement Protected Major Transit Station Areas (All Wards)

Moved by Councillor Chapman

That pursuant to Report ED-25-30 dated February 26, 2025, concerning proposed City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 to implement the Central Oshawa and Thornton's Corners Protected Major Transit Station Areas as designated in Envision Durham, 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