

To: Council in Committee of the Whole

From: Warren Munro, HBA, RPP, Commissioner,
Development Services Department

Report Number: CNCL-20-154

Date of Report: July 8, 2020

Date of Meeting: July 13, 2020

Subject: City Comments on Proposed Amendment 1 to A Place to Grow:
Growth Plan for the Greater Golden Horseshoe, and the
Proposed Land Needs Assessment Methodology

File: D-1100-0044

1.0 Purpose

The purpose of this report is to obtain Council approval of City Comments on:

1. Proposed Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe (the “2019 Plan”).
2. Proposed Land Needs Assessment Methodology.

The Proposed Amendment 1 to the 2019 Plan and the Proposed Land Needs Assessment Methodology are both posted on the Environmental Registry website here:

<https://www.ontariocanada.com/registry/view.do?postingId=32247&language=en>.

City comments are due by July 31, 2020.

Attachment 1 presents staff comments on the Proposed Amendment 1 to the 2019 Plan.

Attachment 2 presents staff comments on the proposed new Land Needs Assessment Methodology.

2.0 Recommendation

It is recommended to City Council:

1. That Report CNCL-20-154 dated July 8, 2020, be endorsed as the City’s comments on Proposed Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 and the proposed Land Needs Assessment Methodology.

2. That staff be authorized to forward a copy of Report CNCL-20-154 dated July 8, 2020 and its related resolution by City Council to the Ministry of Municipal Affairs and Housing for its consideration.
3. That a copy of Report CNCL-20-154 dated July 8, 2020, and the related Council resolution be sent to the Association of Municipalities of Ontario, the Region of Durham, Durham area municipalities, Durham area M.P.P.s., the Central Lake Ontario Conservation Authority, the City's Building Industry Liaison Team which includes the Durham Chapter of the Building Industry and Land Development Association and the Durham Region Home Builders' Association.

3.0 Executive Summary

The Growth Plan for the Greater Golden Horseshoe came into effect on June 16, 2006 (the "2006 Plan"). In May of 2016, the Province released proposed changes to the 2006 Plan and all stakeholders, including municipalities had the opportunity to comment on the proposed amendments to the 2006 Plan. The City of Oshawa submitted comments to the Province (Report DS-16-145). Subsequently, the Province released an amended Growth Plan for the Greater Golden Horseshoe on July 1, 2017 (the "2017 Plan").

On January 15, 2019, under the lead of the Ministry of Municipal Affairs and Housing, the Province released Proposed Amendment 1 to the 2017 Plan. Proposed Amendment 1 to the 2017 Plan was released in conjunction with three additional proposals by the Province, which were:

- Proposed Modifications to O.Reg. (Ontario Regulation) 311/06 (Transitional Matters – Growth Plans) made under the *Places to Grow Act, 2005* to implement the Proposed Amendment to the 2017 Plan;
- Proposed Modifications to O.Reg. (Ontario Regulation) 525/97 (Exemption from Approval – Official Plan Amendments) made under the *Planning Act* to implement the Proposed Amendment to the 2017 Plan; and,
- Proposed Framework for Provincially Significant Employment Zones.

The Province conducted a series of technical working group sessions with the municipal and development sectors in the fall of 2018 to discuss various aspects of the implementation of the 2017 Plan and to develop specific solutions in addressing implementation challenges. City staff participated in the technical working group sessions. The Ministry also organized a stakeholder forum to discuss growth planning implementation, key solutions and how it could support the government's priorities, which was attended by representatives spanning the business, development, agricultural, environmental and research sectors, as well as professional industries.

The input received during the fall 2018 consultation was used to inform the development of Proposed Amendment 1 to the 2017 Plan. Development Services staff provided comments on Proposed Amendment 1 to the 2017 Plan, O.Reg. 311/06 and 525/97 and the proposed framework for Provincially Significant Employment Zones through Report DS-19-28 dated February 20, 2019.

Rather than amending the 2017 Plan, on May 2, 2019, the government released A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019. The 2019 Plan came into effect on May 16, 2019 and addresses the needs of a growing population, the diversity of the Greater Golden Horseshoe (G.G.H.) region and its people, and local priorities.

On June 16, 2020, the government released Proposed Amendment 1 to the 2019 Plan, and a proposed new Land Needs Assessment Methodology. Comments on Proposed Amendment 1 to the 2019 Plan as well as the proposed new Land Needs Assessment Methodology are requested by July 31, 2020.

This Department recommends that the comments in this report on Proposed Amendment 1 to the 2019 Plan and the proposed new Land Needs Assessment Methodology be endorsed as the City's comments.

4.0 Input From Other Sources

Owing to the timing of the Province's postings on the Environmental Registry website, and the fact that there are no Advisory Committee meetings scheduled for the summer months, it was not possible to obtain Advisory Committee comments to inform this Report. Staff provided a link to the proposals on the Environmental Registry website to members of the Oshawa Environmental Advisory Committee, the Oshawa Active Transportation Advisory Committee and Heritage Oshawa. Members were advised that if they wish to provide comments to the Province, they must do so individually by July 31, 2020.

5.0 Analysis

5.1 Background

The 2006 Plan came into effect on June 16, 2006 to set the policy direction to accommodate growth and development in the G.G.H., guiding where and how growth should occur. The 2006 Plan integrated land use planning, infrastructure planning and investment as well as demographic, economic growth and health considerations.

The 2006 Plan was amended on various occasions. The first amendment was released in 2012 and did not have any material effect on the City of Oshawa. The second amendment was released in 2013 to update the 2006 Plan's population and employment forecasts and extend the timeline of the 2006 Plan from 2031 to 2041.

On February 27, 2015, the Province commenced a coordinated review of four provincial land use plans, including the 2006 Plan. As part of the coordinated review process, the Province released a Discussion Document entitled "Our Region, Our Community, Our Home." The Discussion Document provided an overview of the G.G.H. region, outlined the four provincial plans under review and offered discussion questions to help focus the coordinated review process. The review provided an opportunity for all stakeholders, including municipalities, to reflect on how the plans have benefited the G.G.H. and how to make the plans more effective in achieving the goals and objectives set out in each plan. City staff participated in the consultation process and attended various workshops and meetings on the coordinated review.

City staff prepared a report to the Development Services Committee containing City comments on the Coordinated Review, which Council endorsed on May 19, 2015 (Report DS-15-102).

In May of 2016, the Province released the proposed changes to the four provincial land use plans, including the 2006 Plan. All stakeholders, including municipalities, had the opportunity to comment on the proposed changes to the 2006 Plan.

On August 24, 2016, Council considered Report DS-16-145 and adopted the following recommendations:

- “1. That Report DS-16-145 dated August 18, 2016, be endorsed as the City’s comments on the proposed changes to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan as presented in the document “Shaping Land Use in the Greater Golden Horseshoe”; and,
2. That the Province be advised that Council does not support increasing the intensification target in the Growth Plan for the Greater Golden Horseshoe from 40% to 60%; and,
3. That the Province be advised that Council does not support increasing the minimum designated greenfield area density target in the Growth Plan for the Greater Golden Horseshoe from 50 to 80 residents and jobs combined per hectare; and,
4. That the Province be advised that the City does not support applying the proposed target of 80 residents and jobs combined per hectare in the Growth Plan for the Greater Golden Horseshoe to the entire greenfield area; and,
5. That the Mayor be authorized to send a letter to the Premier of Ontario and all Durham M.P.P.s setting out the City’s concerns as detailed in Report DS-16-145; and,
6. That a copy of Report DS-16-145 dated August 18, 2016, and the related Council resolution be sent to the Ministry of Municipal Affairs and Housing, the Ministry of Natural Resources and Forestry, the Association of Municipalities of Ontario, the Region of Durham, Durham area municipalities, the Central Lake Ontario Conservation Authority, the City’s Building Industry Liaison Team, Durham area M.P.P.s, the Durham Chapter of the Building Industry and Land Development Association (B.I.L.D.) and the Durham Region Home Builders’ Association.”

Subsequently, the Province released an amended version of the 2006 Plan, i.e. the 2017 Plan, on July 1, 2017.

The 2017 Plan provided a long-term framework for growth. It aimed to:

- Increase and promote economic growth, reduce congestion, and provide residents easy access to businesses and services; and,
- Build communities that maximize infrastructure investments, while balancing local needs for the agricultural industry and natural areas.

In the fall of 2018, the Province conducted a series of technical working group sessions with the municipal and development sectors, to discuss various aspects of the implementation of the 2017 Plan, and to develop specific solutions in addressing implementation challenges. City staff participated in the technical working group sessions. The Ministry of Municipal Affairs and Housing (M.M.A.H.) also organized a stakeholder forum to discuss growth planning implementation, key solutions and how it could support the government's priorities, which was attended by representatives spanning the business, development, agricultural, environmental and research sectors as well as professional industries.

On January 15, 2019, under the lead of the M.M.A.H., the Province released Proposed Amendment 1 to the 2017 Plan. Proposed Amendment 1 to the 2017 Plan was released in conjunction with three additional proposals by the Province, which were:

- Proposed Modifications to O.Reg. (Ontario Regulation) 311/06 (Transitional Matters – Growth Plans) made under the *Places to Grow Act, 2005* to implement the Proposed Amendment to the Growth Plan, 2017;
- Proposed Modifications to O.Reg. (Ontario Regulation) 525/97 (Exemption from Approval – Official Plan Amendments) made under the *Planning Act* to implement the Proposed Amendment to the Growth Plan, 2017; and,
- Proposed Framework for Provincially Significant Employment Zones.

The input received during the fall 2018 consultation was used to help inform the development of Proposed Amendment 1 to the 2017 Plan. Development Services staff provided comments on the Proposed Amendment 1 to the 2017 Plan, O.Reg. 311/06 and 525/97 and the proposed framework for Provincially Significant Employment Zones through Report DS-19-28 dated February 20, 2019.

Rather than amending the 2017 Plan, on May 2, 2019, the government released the 2019 Plan as part of the “More Homes, More Choice: Ontario’s Housing Supply Action Plan”. The 2019 Plan, which came into effect on May 16, 2019, addresses the needs of a growing population, the diversity of the G.G.H. region and its people, and local priorities.

On June 16, 2020, the government released Proposed Amendment 1 to the 2019 Plan and a proposed new Land Needs Assessment Methodology. Comments on Proposed Amendment 1 to the 2019 Plan as well as the proposed new Land Needs Assessment Methodology are requested by July 31, 2020.

5.2 Envision Durham- the Municipal Comprehensive Review of the Durham Regional Official Plan

The timely implementation of the 2019 Plan relies on the strong leadership of upper- and single-tier municipalities to provide more specific planning direction for their respective jurisdictions through a municipal comprehensive review. A municipal comprehensive review, as defined in the 2019 Plan, is a new official plan, or an official plan amendment, initiated by an upper- or single-tier municipality under Section 26 of the *Planning Act* that comprehensively applies the policies and schedules of the 2019 Plan.

In June of 2018, the Region of Durham initiated “Envision Durham” – the Municipal Comprehensive Review of the Durham Regional Official Plan (D.R.O.P.). Envision Durham is an opportunity to plan for fundamental change, by updating the current D.R.O.P. and establishing a progressive and forward-looking planning vision for the Region.

The Region anticipates presenting a draft updated D.R.O.P. to Regional Council in early 2021. Regional Council adoption and Provincial approval would follow in advance of the July 1, 2022 conformity date deadline established by the Province.

5.3 Proposed Amendments

5.3.1 Proposed Amendment 1 to the 2019 Plan

The proposed changes to the 2019 Plan are intended to achieve certain results, as outlined in the following sections.

5.3.1.1 Growth Forecasts

Proposed Amendment 1 to the 2019 Plan recognizes the need for coordinated planning for growth across the G.G.H. to support the achievement of complete communities. The 2019 Plan provides population and employment forecasts for all upper- and single-tier G.G.H. municipalities. These forecasts are a key input into the land needs assessment methodology that upper- and single-tier municipalities use to determine the quantity of land needed to accommodate growth.

The Government has initiated a review and update of the Distribution of Population and Employment for the G.G.H. The forecasts are being updated and extended from 2041 to 2051 through Proposed Amendment 1 to the 2019 Plan.

In addition, a related policy change is proposed to specify that upper- and single-tier municipalities would use the forecasts in the 2019 Plan or higher forecasts determined through a municipal comprehensive review process.

The Ministry is considering amending the 2019 Plan with one of the following growth outlooks for the forecast numbers:

- The reference growth forecast;
- High growth scenario; or

- Low growth scenario.

The reference forecast represents the most likely future growth outlook and is the result of extensive modelling and analysis. The high and low growth scenarios illustrate possible growth prospects under a set of variable assumptions about the future economic outlook.

5.3.1.2 New Plan Horizon Year

Proposed Amendment 1 to the 2019 Plan proposes to extend the time horizon from 2041 to 2051, to ensure that municipalities have sufficient land to support the development of complete communities, economic development, job creation and housing affordability.

This new horizon is consistent with the long range planning approach of previous growth plans. It is also consistent with the increase in the land supply requirement implemented in the Provincial Policy Statement, 2020, whereby municipalities are required to ensure that sufficient land is available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 25 years (previously 20 years), unless a Provincial Plan (such as the 2019 Plan) establishes an alternative time period.

5.3.1.3 Growth Outlook to 2051

Proposed Amendment 1 to the 2019 Plan recognizes the economic, social and demographic conditions in the Greater Golden Horseshoe over the next 30 years. Under the reference forecast, the Greater Golden Horseshoe is expected to grow to close to 15 million people and 7 million jobs by 2051.

5.3.1.4 Land Needs Assessment

Proposed Amendment 1 to the 2019 Plan proposes a new Land Needs Assessment Methodology for the Greater Golden Horseshoe. The proposed new Land Needs Assessment Methodology would provide an outcome-based approach to assessing the land needs for community areas (i.e. all lands within a settlement area excluding employment areas) and employment areas to the 2051 time horizon proposed under Amendment 1 to the 2019 Plan. It provides a streamlined approach to land budgeting activities by outlining the key components, at a minimum, that would be addressed as part of local land needs assessment processes.

The proposed new Land Needs Assessment Methodology recognizes that local needs are diverse and aims to provide the key factors to be considered as upper- and single-tier municipalities plan to ensure that a sufficient and appropriate mix of land is available to accommodate:

- All housing market segments, to avoid supply shortages;
- Market demand;
- All employment types, including those that are evolving; and,
- All infrastructure services that are needed to meet the complete community's objectives to the horizon of the 2019 Plan.

Further information on this proposed amendment is included in Section 5.3.2 of this Report.

5.3.1.5 Mineral Aggregate Operations

Proposed Amendment 1 to the 2019 Plan recognizes that mineral aggregate resources play an important role in the development of housing and municipal infrastructure. It is important that there is adequate aggregate resources available. The proposed changes would make it easier to establish new mineral aggregate operations closer to market and the product's end users throughout the G.G.H. region. The Province has noted that these changes will not impact the Greenbelt.

5.3.1.6 Major Transit Station Areas in Provincially Significant Employment Zones

Proposed Amendment 1 to the 2019 Plan recognizes that when the Growth Plan, 2019 came into effect in May 2019, it included new policies to allow municipalities to convert lands within employment areas to non-employment uses without provincial approval. This change was enacted to expedite new housing construction as part of the government's More Homes, More Choice: Ontario's Housing Supply Action Plan. However, to ensure certain employment areas were not converted locally without provincial involvement, the 2019 Plan also introduced the concept of Provincially Significant Employment Zones. Employment area lands located in a Provincially Significant Employment Zone are subject to policies that allow their conversion to non-employment uses only through ministerial approval.

Proposed Amendment 1 to the 2019 Plan proposes to change an employment policy within the 2019 Plan with respect to the planning of Major Transit Station Areas (M.T.S.A.s) that are also within a Provincially Significant Employment Zone. The policy amendment would allow conversions of employment areas to non-employment uses within a Provincially Significant Employment Zone without ministerial approval, provided the zone is located in a M.T.S.A. The amendment would allow mixed use developments in the vicinity of major transit stations to be delivered more expeditiously.

The delineation of the boundaries for new or expanded M.T.S.A.s still require provincial approval.

Staff note that the delineation of M.T.S.A. boundaries for the existing Oshawa GO/VIA Station, the future Thornton's Corners GO Station, as well as the future Central Oshawa GO Station, will all be reviewed by the Province through the Durham Region's Envision Durham – Municipal Comprehensive Review exercise.

The government will be commencing the next phase of work which will be looking at how Provincially Significant Employment Zones can support post COVID-19 economic recovery efforts.

5.3.1.7 Alignment with Provincial Policy Statement, 2020

Proposed Amendment 1 to the 2019 Plan proposes to change the policies to ensure that they align with the Provincial Policy Statement, 2020, which came into effect on

May 1, 2020. These changes are mostly technical in nature and are intended to maintain consistency across the planning system with respect to such matters as definitions and planning horizons.

A proposed policy revision also requires planning authorities to engage Indigenous communities on planning matters.

5.3.1.8 Transition

Proposed Amendment 1 to the 2019 Plan proposes that the following modifications be made to the 2019 Plan transition regulation (O. Reg. 311/06) to facilitate the implementation of Amendment 1 to the 2019 Plan. If approved, the amendment would:

- Provide that rules that required conformity with the 2019 Plan would now require conformity with the 2019 Plan, as amended by Amendment 1; and,
- Provide that where the Local Planning Appeal Tribunal has completed a hearing but not yet issued a decision in respect of a matter required to conform with the 2019 Plan, those decisions are required to conform with the 2019 Plan as it read before Amendment 1.

5.3.2 Proposed Land Needs Assessment Methodology for the 2019 Plan

The Province is proposing a new Land Needs Assessment Methodology for the G.G.H. The Land Needs Assessment Methodology outlines key steps for assessing community and employment area land needs for the 2019 Plan horizon year. Upper- and single-tier municipalities must follow the steps of this Land Needs Assessment Methodology as part of any municipal comprehensive review exercise undertaken by the municipality to determine the quantity of land needed to accommodate the amount and type of additional housing units and jobs necessary to meet market demands in conformity with the 2019 Plan. The methodology would also be used to determine whether there is a need for a settlement area boundary expansion for an employment area or a community area.

Recognizing that local needs are diverse, the proposed new Land Needs Assessment Methodology aims to provide the key factors to be considered as upper- and single-tier municipalities plan to ensure that a sufficient and appropriate mix of land is available to:

- Accommodate all housing market segments;
- Avoid housing shortages;
- Consider market demand;
- Accommodate all employment types, including those that are evolving; and,
- Plan for all infrastructure services that are needed to meet complete communities objectives to the horizon of the 2019 Plan.

Schedule 3 of the 2019 Plan provides population and employment forecasts for each of the upper- and single-tier municipalities in the G.G.H. to 2041. Proposed Amendment 1

updates the growth forecasts and extends the forecasts and associated policies to 2051. Three growth outlooks have been provided:

- The reference growth forecasts;
- High growth scenario; and,
- Low growth scenario.

As noted in Section 5.3.1.1 of this Report, the reference forecast represents the most likely future growth forecast with the high and low scenarios being alternative variations. Only one scenario will be included in the final Schedule 3 based on the feedback that is received by the M.M.A.H. through this consultation exercise.

Under the 2051 reference growth forecast, the G.G.H. is forecasted to grow to approximately 15 million people and over 7 million jobs.

Under the reference growth forecast, high growth scenario and low growth scenario, Durham Region has the following future population growth forecasts:

Table 1: Future Population Growth Forecasts for Durham Region

| Year | Population | | |
|------|--------------------|----------------------|---------------------|
| | Reference Forecast | High Growth Scenario | Low Growth Scenario |
| 2031 | 970,000 | 970,000 | 970,000 |
| 2041 | 1,190,000 | 1,190,000 | 1,190,000 |
| 2051 | 1,300,000 | 1,340,000 | 1,250,000 |

Under the reference growth forecast, high growth scenario and low growth scenario, Durham Region has the following future employment growth forecast:

Table 2: Future Employment Growth Forecasts for Durham Region

| Year | Employment | | |
|------|--------------------|----------------------|---------------------|
| | Reference Forecast | High Growth Scenario | Low Growth Scenario |
| 2031 | 360,000 | 360,000 | 360,000 |
| 2041 | 430,000 | 430,000 | 430,000 |
| 2051 | 460,000 | 480,000 | 450,000 |

For the purpose of clarity, the Proposed Amendment 1 to the 2019 Plan only adds a new 2051 population and employment forecast and the 2031 and 2041 forecasts remain unchanged.

5.3.2.1 Community Area Land Needs Assessment

The community area land needs assessment is based on the population forecasts from the 2019 Plan. Upper- and single-tier municipalities are required to estimate households by

type and housing need and then allocate the projected need among lower-tier municipalities, such as Oshawa.

The community area lands are where the majority of housing that is required to accommodate the forecasted population will be located.

This portion of the Land Needs Assessment Methodology involves components such as population forecasts, housing needs analysis, housing allocation and supply inventory and community area jobs analysis and reconciliation. These components are used to determine where and how the forecasted population and jobs growth will be accommodated to meet the intensification and density targets in the 2019 Plan and the amount of land needed to accommodate this growth.

When planning for community areas, upper- and single-tier municipalities will address the policy requirements of the 2019 Plan to:

- Use the population and employment forecast contained in Schedule 3 for planning and managing growth, as a minimum;
- Direct development to settlement areas, except where the policies permit otherwise;
- Plan to achieve minimum intensification and designated greenfield area density targets;
- Support the achievement of complete communities that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores and services, a full range of housing, transportation options and public service facilities;
- Consider the range and mix of housing options and densities of the existing housing stock and plan to diversify housing options in the future, including additional residential units and affordable housing, to serve all sizes, incomes and ages of households; and,
- Plan for a more compact built form that reduces the rate at which land is consumed and supports the integration and sustained viability of transit services.

As part of the land needs assessment process, the four components identified below provide minimum requirements to be considered when completing local land budgeting processes as part of the municipal comprehensive review:

- Population forecasts;
- Housing needs analysis;
- Housing allocation and supply inventory; and,
- Community area jobs analysis and reconciliation.

Staff note that there is a unique student housing population and associated housing market in Oshawa which should be accounted for when determining land needs and population growth. Ontario Tech University, Trent University Durham and Durham College cumulatively have approximately 21,000 students. Ontario Tech University estimates that 22% of the full time enrollment will require off campus housing. Trent University Durham

notes that their fall survey indicated that 24% of students would be renting near the campus. Durham College estimates that a range of 5 to 7% of students will need off campus housing.

5.3.2.2 Employment Area Land Needs Assessment

The employment area land needs assessment is based on employment forecasts, employment categorization and needs analysis, and employment allocation and reconciliation. Collectively, these are used to determine where and how much land is needed to accommodate the forecasted growth in jobs in both the employment areas and community areas.

When planning locations for employment, municipalities should address the following requirements in the 2019 Plan:

- Within settlement areas, make more efficient use of existing employment areas, vacant and underutilized employment lands, and increase employment densities;
- Direct major office and appropriate institutional development to urban growth centres, M.T.S.A.s and other strategic growth areas with existing or planned frequent transit service;
- Direct retail and office uses to locations that support active transportation and have existing or planned transit;
- Prohibit or establish a size and scale threshold to prohibit any major retail exceeding this threshold in employment areas; and,
- Provide for economic activity on rural lands that is appropriate in scale and type to the rural context.

As part of the land needs assessment process, the three components identified below provide minimum requirements to be considered when completing local land budgeting processes as part of the municipal comprehensive review:

- Employment forecasts;
- Employment categorization and needs analysis; and,
- Employment allocation and reconciliation.

5.4 Staff Comments

Staff comments on Proposed Amendment 1 to the 2019 Plan can be found in Attachment 1.

Staff comments on the proposed Land Needs Assessment Methodology can be found in Attachment 2.

6.0 Financial Implications

There are no financial implications associated with the comments in this report.

7.0 Relationship to the Oshawa Strategic Plan

The Recommendations advance the Economic Prosperity and Financial Stewardship and Accountable Leadership and Environmental Responsibility goals of the Oshawa Strategic Plan.

A handwritten signature in blue ink, appearing to read "Warren Munro".

Warren Munro, HBA, RPP, Commissioner,
Development Services Department

Staff Comments on Proposed Amendment 1 to A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 (the “Growth Plan”)

| Policy | Description | Staff Comments |
|---------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy 1.2.2. | <p>Policy 1.2.2 is proposed to be amended by adding a new sentence that the Growth Plan was amended on such a date.</p> <p>Policy 1.2.2 is also proposed to be amended by removing the date that all planning related decisions must comply with the Growth Plan.</p> | <p>Staff have no comments as these changes are required to reflect the update.</p> |
| Policy 1.2.3 | <p>Policy 1.2.3 is proposed to be amended to increase the planning horizon from 2041 to 2051.</p> <p>Policy 1.2.3 is proposed to also be amended by providing clarification on the policy language and how the language should be interpreted.</p> | <p>Staff note that the proposed amendment to Policy 1.2.3 will increase the planning horizon from 2041 to 2051, which is consistent with Policy 1.1.2 of the Provincial Policy Statement, 2020.</p> <p>Staff support extending the time horizon in this regard as it allows additional time for municipalities to plan and prepare for growth-related development in their communities.</p> |
| Policy 2.1 | <p>Policy 2.1 is proposed to be amended by extending the jobs and population forecast to 2051 from 2041. The jobs forecast is increased from 6.3 million to 7.0 million and the population forecast is increased from 13.5 million to 14.9 million, for Ontario.</p> | <p>Staff note that the revised jobs and population forecast for the Greater Golden Horseshoe is based off of the numbers for the reference forecast opposed to the low and high growth scenarios which were informed by a technical report prepared by Hemson Consulting Ltd. for the Ministry of Municipal Affairs and Housing.</p> <p>In the low growth scenario, the Region of Durham is forecasted to grow to 1.25 million people and 450,000 jobs. In the high growth scenario, the</p> |

| Policy | Description | Staff Comments |
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| | | <p>Region of Durham is forecasted to grow to 1.34 million people and 480,000 jobs.</p> <p>Staff are supportive of the high growth scenario, but would recommend there to be more flexibility to allow municipalities to adjust their employment or population forecasts to address their own unique local growth conditions.</p> |
| <p>Policy 2.2.2.1</p> | <p>Policy 2.2.2.1 is proposed to be amended to allow upper- or single-tier municipalities to use higher employment and population forecasts as established through a municipal comprehensive review exercise than the employment and population forecasts contained in Schedule 3.</p> | <p>Staff note that the proposed revised Policy 2.2.2.1 allows upper- or single-tier municipalities to set higher employment and population forecasts than the forecasts contained in Schedule 3. Staff also note the Province has released 3 possible forecasts (reference growth forecast, high growth scenario and low growth scenario) and only 1 forecast will be included in the final Schedule 3.</p> <p>Staff considers it appropriate that flexibility to exceed the Schedule 3 forecasts be included as proposed, as it enables municipalities to adjust their employment and population forecasts to address local growth conditions, which may differ from those elsewhere and may result in higher employment and population.</p> |
| <p>Policy 2.2.5.10</p> | <p>Policy 2.2.5.10 is proposed to be amended such that until the next municipal comprehensive review, lands within existing employment areas may be converted to a designation that permits non-employment uses, provided the conversion would not include any part of an employment area identified as a Provincially Significant Employment Zone unless part of the</p> | <p>Staff note that the proposed amendment to Policy 2.2.5.10 will allow conversions of employment areas to non-employment uses within a Provincially Significant Employment Zone that is also located in a M.T.S.A. The amendment would allow for mixed use developments to be initiated faster in the vicinity of major transit stations.</p> |

| Policy | Description | Staff Comments |
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| | <p>employment area is located within a Major Transit Station Area (M.T.S.A.).</p> | <p>However, staff also note that protecting employment areas near major transportation facilities and corridors associated with the inter- and intra- provincial movement of goods for uses which require such locations (e.g. logistics facilities) is important to enable the achievement of employment forecasts.</p> <p>As well, consideration should be given to the type of land proposed to be converted. For example, large sized parcels of employment land in proximity to major infrastructure are typically in short supply, and their conversion would have a proportionately greater negative effect than the conversion of a number of smaller parcels having the same combined area.</p> <p>Likewise, consideration should be given to the types of existing land uses within and surrounding a M.T.S.A. Mixed use development featuring a residential component would need access to amenities such as parks, schools, shopping and services which may not exist in the area, in the event the M.T.S.A. is located in an employment area. In the absence of complementary land uses such as these – which may not be compatible with surrounding employment-related uses – care must be taken to ensure that conversion proposals to permit non-employment uses are contextually appropriate.</p> <p>It should be noted that the existing Oshawa GO Station and the proposed future Thornton's Corners GO Station located on the west side of</p> |

| Policy | Description | Staff Comments |
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| | | <p>Thornton Road South, south of the Canadian Pacific Railway mainline, are both proposed to anchor an associated M.T.S.A. and are located in a Provincially Significant Employment Zone.</p> <p>These M.T.S.A.s require a minimum density target of 150 residents and jobs combined per hectare. As a result of these competing interests, further guidance is needed regarding what policies prevail (i.e. promoting residential development or protecting employment uses) in M.T.S.A.s that are also located in Provincially Significant Employment Zones where, in the absence of an approved exemption allowing a different target, it is necessary to achieve 150 jobs per gross hectare.</p> <p>Staff note that the delineation of M.T.S.A. boundaries for the existing Oshawa GO/VIA Station, the future Thornton's Corners GO Station, as well as an expansion to the future Central Oshawa GO Station M.T.S.A. boundary, will all be reviewed by the Province through the Durham Region's Envision Durham – Municipal Comprehensive Review exercise.</p> |
| Policy 2.2.6.1 | Policy 2.2.6.1 is proposed to be amended by adding a new sub-policy which states that upper- and single-tier municipalities, in consultation with lower-tier municipalities (such as Oshawa), the Province, and other appropriate stakeholders, will address housing needs in accordance with provincial policy | <p>Staff note that Durham Region is one of forty-seven Consolidated Municipal Service System Managers in the Province who are responsible for funding, planning, and administering community housing. Durham Region also has the choice to develop affordable housing stock and deliver homelessness prevention programs including housing allowances and rent supplements.</p> |

| Policy | Description | Staff Comments |
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| | <p>statements such as the Policy Statement: “Service Manager Housing and Homelessness Plans.”</p> <p>Sub-policies of Policy 2.2.6.1 are proposed to be amended by renumbering accordingly.</p> | |
| <p>Policy 4.2.8.2</p> | <p>Policy 4.2.8.2 is proposed to be amended by removing the requirement that no new mineral aggregate operation and no new wayside pits and quarries, or any ancillary or accessory use thereto, will be permitted in the habitat of endangered species and threatened species.</p> | <p>Staff note that mineral aggregate resources play an important role in the development of housing and municipal infrastructure.</p> <p>However, from an environmental perspective, staff is concerned with the proposed amendment as it may make it easier to establish mineral aggregate resources operations in proximity or within habitats of endangered species and threatened species where they are not also located within a significant wetland or woodland. In principle, staff do not support this amendment to Policy 4.2.8.2. However, in the event that this amendment is carried forward, staff recommend that the Province consider a requirement for such operations to make an appropriate and related form of restitution for the habitat(s) of endangered species and/or threatened species being affected.</p> <p>It should also be clarified by the Province that this proposed amendment would not impact the Oak Ridges Moraine, in addition to the Greenbelt.</p> |
| <p>Policy 5.2.3.3</p> | <p>Policy 5.2.3.3 is proposed to be amended by deleting “First Nations and Métis communities” from “Municipalities are encouraged to engage the public,</p> | <p>Staff note that the proposed amendment relates to the proposed new Policy 5.2.3.4 which will require municipalities to engage Indigenous</p> |

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| | <p>First Nations and Métis communities, and stakeholders in local efforts to implement this Plan, and to provide the necessary information to ensure the informed involvement of local citizens.”</p> | <p>communities in local efforts to implement the Growth Plan.</p> <p>Staff also note that the comments provided below in respect to Policy 5.2.3.4 and Policy 5.2.3.7 similarly relate to the amendments proposed to Policy 5.2.3.3.</p> |
| <p>Policy 5.2.3.4</p> | <p>Policy 5.2.3.4 is proposed to be a new policy reading, “Municipalities shall engage Indigenous communities in local efforts to implement this Plan, and to provide the necessary information to ensure the informed involvement of these communities.”</p> <p>Policy 5.2.3.4 to 5.2.3.6 are proposed to be renumbered accordingly.</p> | <p>Staff note that the City of Oshawa is situated on treaty land that is steeped in rich indigenous history and is the present day home to many First Nations, Métis and Inuit people, and that it is important to consult with Indigenous communities throughout the planning process. However, staff’s comments provided below with respect to Policy 5.2.3.7 similarly relate to the amendments proposed to Policy 5.2.3.4.</p> |
| <p>Policy 5.2.3.7</p> | <p>Policy 5.2.3.7 is proposed to be amended such that municipalities, rather than being encouraged to engage with Indigenous communities and coordinate on land use planning matters, shall now be required to engage.</p> | <p>Staff note that the proposed amendment will require municipalities to consult with Indigenous communities.</p> <p>Staff also note that Policy 5.2.3.7 may have the inadvertent effect of putting Indigenous communities in the position of requesting municipalities to pay a fee in order to receive comments. Many Indigenous communities do not have the financial resources to review planning-related reports, applications and studies that are circulated to them. Such a scenario has already occurred in Oshawa staff’s experience. The Province should make appropriate financial resources available to Indigenous communities such that municipalities are not put in the</p> |

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| | | <p>uncomfortable position of paying a stakeholder for input. It is likely or probable that applicants would have to pay the review fee to the Indigenous communities for feedback which would result in higher application fees being paid by the applicant/developers.</p> |
| <p>Policy 5.2.4.1</p> | <p>Policy 5.2.4.1 is proposed to be amended so that all references to forecasted growth throughout the Growth Plan are references to population and employment forecasts in Schedule 3 or such higher forecasts as established through a municipal comprehensive review.</p> | <p>Staff have no comments as these changes are required to reflect the update.</p> |
| <p>Policy 5.2.4.2</p> | <p>Policy 5.2.4.2 is proposed to be amended so that all upper- or single-tier municipalities will, through a municipal comprehensive review, apply the population and employment forecasts in Schedule 3 or such higher forecasts as established through a municipal comprehensive review.</p> | <p>Staff have no comments as these changes are required to reflect the update.</p> |
| <p>Policy 5.2.4.3</p> | <p>Policy 5.2.4.3 is proposed to be amended so that “July 1, 2017” is deleted and replaced with “[placeholder for effective date]” in “The population and employment forecasts and plan horizon contained in the applicable upper- or single-tier official plan that is approved and in effect as of July 1, 2017 will apply to all planning matters in that municipality, including lower-tier planning matters where applicable, until the upper- or single-tier municipality has applied the forecasts in Schedule 3 in accordance with policy 5.2.4.2 and those forecasts are approved and in effect in the upper- or single-tier official plan.”</p> | <p>Staff have no comments as these changes are required to reflect the update.</p> |

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| Policy 5.2.4.6 | Policy 5.2.4.6 is proposed to be amended so that “and Schedule 7” is deleted from “Outside of a municipal comprehensive review, the forecasts in Schedule 3 and Schedule 7 cannot be applied on a site-specific scale as the basis for approving or refusing proposals for development that would otherwise conform with all the policies of this Plan.” | Staff have no comments as Schedule 7 is for the City of Barrie, City of Orillia, and County of Simcoe, and is not related to the City of Oshawa. |
| Policy 6.1 | <p>Policy 6.1 is proposed to be amended by deleting “The intent is that by 2031 development for all the municipalities within Simcoe County will not exceed the overall population and employment forecasts for Simcoe County contained in Schedule 7”.</p> <p>Policy 6.1 is also proposed to be amended by deleting “to 2031” from “By providing further direction on where growth to 2031 is to occur in the Simcoe Sub-area, it also establishes a foundation for municipalities to align infrastructure investments with growth management, optimize the use of existing and planned infrastructure, coordinate water and wastewater services, and promote green infrastructure and innovative technologies.”</p> | Staff have no comments as the policy relates to the Simcoe Sub-area and not the City of Oshawa. |
| Policy 6.2.1 | Policy 6.2.1 is proposed to be amended by deleting it. | Staff have no comments as the policy relates to the Simcoe Sub-area and not the City of Oshawa. |
| Policy 6.2.2 | <p>Policy 6.2.2 is proposed to be amended by renumbering it to 6.2.1.</p> <p>Policy 6.2.2 is also proposed to be amended by deleting “Beyond 2031” from “Beyond 2031, through the next municipal comprehensive review, Simcoe County will allocate the growth forecasts in</p> | Staff have no comments as the policy relates to the Simcoe Sub-area and not the City of Oshawa. |

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| | Schedule 3 to lower-tier municipalities in accordance with policy 5.2.3.2 e) in a manner that implements the policies of this Plan, such that a significant portion of population and employment growth is directed to lower-tier municipalities that contain primary settlement areas.” | |
| Policy 6.2.3 | Policy 6.2.3 is proposed to be amended by renumbering it to 6.2.2. | Staff have no comments as the policy relates to the Simcoe Sub-area and not the City of Oshawa. |
| Policy 6.5.2 | Policy 6.5.2 is proposed to be amended by replacing “Section 6, Schedule 7, and Schedule” with “Section 6 and Schedule 8”. | Staff have no comments as the policy relates to the Simcoe Sub-area and not the City of Oshawa. |
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| The following definitions in Section 7.0 are proposed to be amended as follows: | | |
| | <p>Cultural heritage landscape is proposed to be amended to provide that it is “A defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Cultural heritage landscapes may be properties that have been determined to have cultural heritage value or interest under the Ontario Heritage Act or have been included on federal and/or international registers, and/or protected through official plan, zoning by-law, or other land use planning mechanisms.”</p> | Staff have no comments. |

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| | <p>Ecological Function is proposed to be amended to provide that it is “The natural processes, products or services that living and non-living environments provide or perform within or between species, ecosystems and landscapes. These may include biological, physical and socio-economic interactions.”</p> | <p>Staff have no comments.</p> |
| | <p>Habitat of Endangered Species and Threatened Species is proposed to be amended to provide that it is “Habitat within the meaning of Section 2 of the Endangered Species Act, 2007.”</p> | <p>Staff have no comments.</p> |
| | <p>Municipal Water and Wastewater Systems is proposed to be amended to add a Clause d) “that is in a prescribed class of municipal drinking-water systems as defined in regulation under the Safe Drinking Water Act, 2002, including centralized and decentralized systems.”</p> | <p>Staff are supportive of this amendment since it provides further clarity to these systems which are to be considered part of a municipal water and wastewater system.</p> |
| | <p>On-Farm Diversified Uses is proposed to be amended to provide that it is “Uses that are secondary to the principal agricultural use of the property and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home industries, agri-tourism uses, and uses that produce value-added agricultural products. Ground-mounted solar facilities are permitted in prime agricultural areas and specialty crop areas only as on-farm diversified uses.”</p> | <p>Staff have no comments.</p> |
| | <p>Public Service Facilities is proposed to be amended to provide that they are “Land, buildings and structures for the provision of programs and</p> | <p>Staff have no comments.</p> |

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| | services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, long-term care services, and cultural services. Public service facilities do not include infrastructure.” | |
| The following definitions in Section 7.0 are proposed to be added: | | |
| | Impacts of a Changing Climate: “The present and future consequences from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability.” | Staff suggests that for clarity, a distinction be made between “climate” and “weather”, given that it is inappropriate to use these terms interchangeably. Weather generally refers to current short term conditions whereas climate refers to long term trends. |
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| | All references to “PPS, 2014” are replaced with references to “PPS, 2020”. | Staff have no comments. |
| Policy 1.1, 2.1, 2.2.1.4, and 4.2.10.2 | Policy 1.1, 2.1, 2.2.1.4, and 4.2.10.2 are proposed to be amended to replace “climate change impacts” with “impacts of changing climate”. | Staff have no comments. |
| Policy 1.2.1, 2.1, 2.2.1.4, 2.2.4.9 and 2.2.6.1 are proposed to be amended to replace “second units” with “additional residential units”. | Policy 1.2.1, 2.1, 2.2.1.4, 2.2.4.9 and 2.2.6.1 are proposed to be amended to replace “second units” with “additional residential units”. | Staff have no comments. |

Staff Comments on the Proposed Land Needs Assessment Methodology

- Staff generally support the high growth scenario for the population and employment growth forecast for Durham Region, but request that there be greater flexibility for municipalities to adjust their forecasts based on local growth conditions.
- Staff support achieving the vision of creating distinct Urban Areas, balancing population and employment growth and achieving healthy and complete communities.
- Staff note that more emphasis is needed regarding the importance of achieving a greater balance between population and employment growth, focusing on increasing Durham Region's employment growth.
- Staff note that under the Community Area Land Needs Assessment, post-secondary off-campus housing is an important component that should be addressed. There is a unique housing market in Oshawa for post-secondary students that is comprised mostly of off-campus, purpose built housing to accommodate the student population which needs to be accounted for when determining land needs and population forecasts in Durham, and more specifically in Oshawa.
- Staff recommend that the Province look at amending the Built Boundary given the time that has lapsed since it was originally delineated in 2008, and given the amount of development that has occurred in Oshawa. There are many areas in Oshawa that are treated as greenfield that could be more appropriately identified as within the Built Boundary.
- When upper-tier municipalities complete their municipal comprehensive review (M.C.R.) and land needs assessment exercise in order to meet the new 2051 growth forecast, lower-tier municipalities should be able to rely on the upper-tier municipalities' M.C.R. as it relates to land needs and growth forecasts at the local level. Requiring lower-tiers to also complete a land needs assessment following the conclusion of an upper-tier's land needs assessment would be inefficient and could result in inconsistencies. Instead, lower-tiers should work closely with the upper-tiers to ensure the M.C.R. exercise takes into account local growth conditions and unique characteristics in each lower-tier municipality.