



June 23, 2021

File A-2200-0023

Ralph Walton, Regional Clerk
The Regional Municipality of Durham
605 Rossland Road East
Whitby, ON L1N 6A3

Re: Durham Region's Municipal Comprehensive Review: City Comments on the Region of Durham's Proposed Policy Directions Report

Please be advised that at a meeting held on June 21, 2021, Oshawa City Council adopted the following recommendation:

1. That Report DS-21-118 dated June 2, 2021 be endorsed as the City's comments on the Proposed Policy Directions Report dated March 2021 prepared by the Region of Durham as part of Envision Durham, the Municipal Comprehensive Review of the Durham Regional Official Plan.
2. That staff be authorized to forward a copy of Report DS-21-118 dated June 2, 2021 and the related Council resolution to the Region of Durham and Durham area municipalities.

Attached is Report DS-21-118 for your reference.

If you require further information or clarification, please contact Laura Brown at the address shown or by telephone at (905) 436-3311, extension 2125 or by email to labrown@oshawa.ca.

A handwritten signature in black ink, appearing to read 'Meaghan Harrington', is written in a cursive style.

Meaghan Harrington, Manager
Policy
Planning Services

LB/k
Attachment

- c. Durham area municipalities

To: Development Services Committee

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

Report Number: DS-21-118

Date of Report: June 2, 2021

Date of Meeting: June 7, 2021

Subject: Durham Region's Municipal Comprehensive Review: City
Comments on the Region of Durham's Proposed Policy
Directions Report

File: A-2200-0023

1.0 Purpose

The purpose of this Report is to obtain Council's approval of City comments on the Region of Durham's Proposed Policy Directions Report dated March 2021 (the "Proposed Policy Directions Report"). The Proposed Policy Directions Report is a key component of Envision Durham, the Municipal Comprehensive Review (M.C.R.) of the Durham Regional Official Plan (D.R.O.P.).

The Region has requested that the City provide comments on the Proposed Policy Directions Report by June 30, 2021.

A copy of the Proposed Policy Directions Report dated March 2021 can be found at the following link: www.durham.ca/EnvisionDurham.

Attachment 1 contains recommended City comments on the Proposed Policy Directions Report.

Attachment 2 is a copy of Item OEAC-21-24, a report of the Oshawa Environmental Advisory Committee which contains comments on the Proposed Policy Directions Report.

2.0 Recommendation

That the Development Services Committee recommend to City Council:

1. That Report DS-21-118 dated June 2, 2021 be endorsed as the City's comments on the Proposed Policy Directions Report dated March 2021 prepared by the Region of Durham as part of Envision Durham, the Municipal Comprehensive Review of the Durham Regional Official Plan.

2. That staff be authorized to forward a copy of Report DS-21-118 dated June 2, 2021 and the related Council resolution to the Region of Durham and Durham area municipalities.

3.0 Executive Summary

Not applicable.

4.0 Input From Other Sources

The following have been consulted in the preparation of this Report:

- Commissioner, Community Services
- Commissioner, Corporate Services
- Commissioner, Finance Services
- Heritage Oshawa Advisory Committee (Heritage Oshawa)
- Oshawa Active Transportation Advisory Committee (O.A.T.A.C.)
- Oshawa Environmental Advisory Committee (O.E.A.C.)
- Oshawa Accessibility Advisory Committee (O.A.A.C.)

On March 18, 2021, Staff provided a copy of the Proposed Policy Directions Report to the O.A.T.A.C., O.E.A.C., O.A.A.C. and Heritage Oshawa and requested input to be considered in this Report.

On March 25, 2021, Heritage Oshawa considered Item HTG-21-15 and adopted the following recommendation:

- “1. That Heritage Oshawa recommends that the Envision Durham Proposed Policy Directions Report emphasize that we be a community that embraces, develops and promotes our cultural heritage resources; and,
2. That Heritage Oshawa recommends that the Envision Durham Proposed Policy Directions Report include heritage as a separate goal, or at a minimum that it be mentioned under all strategic directions, as heritage does not apply solely to healthy communities or downtowns.”

On April 7, 2021, the O.A.T.A.C. considered Item OATAC-21-09 and adopted the following recommendation:

“That Report OATAC-21-09 concerning the Region of Durham’s Envision Durham-Proposed Policy Directions Report be received for information.”

On May 4, 2021, the O.E.A.C. considered Item OEAC-21-24 (see Attachment 2) and adopted the following recommendation:

“That Report OEAC-21-24 being a report from the Planning and Policy Review Working Group concerning the Region of Durham’s Envision Durham-Proposed Policy Directions Report be endorsed.”

On May 18, 2021, the O.A.A.C. considered Item OAAC-21-41 and adopted the following recommendation:

“That the Oshawa Accessibility Advisory Committee recommend to the Development Services Committee:

That the following comments be included in the staff report concerning the Region of Durham’s Envision Durham-Proposed Policy Direction Report:

Promoting accessibility by developing a policy for new residential developments, wherein new plans for subdivisions should have residential unit construction of at least two (2) percent of adaptable or accessible housing. The Canadian population with disabilities is projected to expand rapidly with the trend of an aging population, for truly complete communities Durham Region must have a better linkage between its housing supply and the needs if many who are challenged to find or modify units to meet their accessibility needs, ensuring there is an increase to the supply of housing that can be adapted at a later date to accommodate someone with a disability, as well as an increase to the supply of accessible housing that includes features that meet the needs of a person with a disability should be more a policy more rigorously implemented in the Region’s Official Plan.”

5.0 Analysis

5.1 Envision Durham: The Municipal Comprehensive Review of the Durham Regional Official Plan

On May 2, 2018, Regional staff received authorization to proceed with Envision Durham, the M.C.R. of the D.R.O.P. Envision Durham is an opportunity to undertake a core review of the current D.R.O.P. and establish a progressive and forward-looking planning vision for the Region up to 2051.

On February 5, 2019, the Region initiated the first stage (“Discover”) of the public engagement program for Envision Durham by launching a project web page and public opinion survey. With the release of the first of a series of discussion papers on March 5, 2019, Regional staff launched the second stage (“Discuss”) of the engagement program, where participants were asked to provide input on various themes presented through the discussion papers.

To date, the following six discussion papers have been released:

- Agriculture and Rural System Discussion Paper (released March 5, 2019);
- Climate Change and Sustainability Discussion Paper (released May 7, 2019);
- Growth Management – Urban System Discussion Paper (released June 4, 2019);
- Environment and Greenlands System Discussion Paper (released September 3, 2019);
- Transportation System Discussion Paper (released October 1, 2019); and,
- Housing Policy Planning Discussion paper (released December 3, 2019).

As previously directed by Council, the City has submitted comments to the Region on the six above-noted discussion papers.

The Region has now initiated the third stage (“Direct”) of the public engagement program. Under this stage, the first policy direction report was related to employment conversions. The Region provided a ninety (90) day submission window for the public, including the development community, to submit employment conversion requests. The final date to submit a request for consideration through Envision Durham was September 23, 2020.

As directed by Council on December 14, 2020, the City submitted comments to the Region pursuant to Report DS-20-149 dated December 4, 2020 regarding various employment conversion requests. These consisted of four (4) employment conversion requests received from private landowners and three (3) City-initiated employment conversion requests with respect to employment lands located in Oshawa.

The second policy direction report issued under the Direct stage of Envision Durham related to Major Transit Station Areas (M.T.S.A.s). The Region provided a ninety (90) day submission window for the public to submit comments on the M.T.S.A. Policy Direction Report dated December 2020. The final date to submit comments for consideration through Envision Durham was March 1, 2021.

As directed by Council on February 22, 2021, the City submitted comments to the Region pursuant to Report DS-21-20 dated February 3, 2021 regarding M.T.S.A.s.

Most recently, again under the Direct stage of Envision Durham, the Region has requested comments on the Proposed Policy Directions Report dated March 2021. Comments on this matter have been requested by June 30, 2021. The Proposed Policy Directions Report presents potential additions and changes to land use planning policies in the D.R.O.P. and public input is being requested. The proposed policy directions introduce certain directions where further input is being sought before draft policies are introduced within a proposed new D.R.O.P.

The Region is also in the process of completing a Growth Management Study which will be completed in two phases. The first phase of the Growth Management Study will focus on the completion of the Lands Needs Assessment. The Land Needs Assessment is a review and calculation of the ability of the Region’s existing urban land base to accommodate the population and employment forecasts contained in the Growth Plan for the Greater Golden Horseshoe, 2019 (Growth Plan, 2019), and seeks to determine if any additional urban land is required. The second phase of the Growth Management Study will focus on the most appropriate location for settlement area boundary expansions, if they are required. The Region will be reporting on these matters separately.

The Region is also collecting submissions from the public, including the development community, with respect to settlement area boundary expansion requests, with a deadline of May 31, 2021. It is expected that a subsequent report on this matter will be prepared by City staff following the deadline of May 31, 2021 and after the Region shares with staff the Oshawa-related submissions.

5.2 Proposed Policy Directions Overview

In November 2020, Regional Council endorsed the framework for the new D.R.O.P. The new framework will implement contemporary land use planning policies and new and

updated policies contained in the Provincial Policy Statement and other provincial plans that apply to Durham Region.

Seven strategic directions will serve as chapters to the new D.R.O.P. Each strategic direction will be supported by long-term goals that will guide a suite of planning objectives and policies.

The Proposed Policy Directions Report provides an overview of each of the seven strategic directions. Each strategic direction describes a series of policy topics, discusses related comments where they have been received to date through the M.C.R.'s consultation process, and introduces proposed policy directions where applicable.

Input that is received with respect to the Proposed Policy Directions Report will help to inform the development of draft policies for the new D.R.O.P.

The seven strategic directions, along with a highlight of some of their related proposed policy directions as identified by the Region in Report #2021-P-7 dated March 2, 2021, consist of the following:

Strategic Direction Number One: Prosperous Economy:

- Determining and implementing an appropriate supply of Employment Areas with access to municipal water and sewage services.
- Supporting balanced population and employment growth and the diversification of the Region's employment base.
- Supporting collaboration with educational institutions and the business community in programs that create and maintain a highly skilled regional labour force.
- Supporting the agricultural and agri-food sector, including new opportunities for agri-tourism, on-farm diversified uses and the diversification of agricultural operations.
- Recognizing the importance of, and encouraging the expansion of leading edge technologies, including high-speed broadband infrastructure.

Strategic Direction Number Two: Healthy Communities:

- Introducing a greenhouse gas emission reduction target in the new D.R.O.P., with the achievement of net-zero identified as an aspirational objective.
- Encouraging and supporting climate resilient development, redevelopment and retrofits.
- Encouraging community hubs in transit-supportive locations where existing cultural and community services and facilities exist, especially within Strategic Growth Areas.
- Collaborating with area municipalities on developing age-friendly design guidelines.
- Completing a Regional Housing Assessment Report to enable the Region's area municipalities to undertake Inclusionary Zoning within their respective jurisdictions.

- Establishing a new affordable housing target of at least 35 percent of new housing within Strategic Growth Areas.

Strategic Direction Number Three: Supportive Infrastructure:

- Encouraging stormwater management practices that support low impact development and sustainable urban design within the public realm.
- Recognizing energy conservation and efficiency measures, and renewable and alternative energy systems as critical to reducing greenhouse gas emissions.
- Adapting and building resiliency to the impacts of climate change.
- Permitting and promoting alternative energy systems and renewable energy systems in accordance with provincial and federal requirements, while prohibiting large-scale commercial renewable energy facilities in Prime Agricultural Areas and critical environmental areas.

Strategic Direction Number Four: Vibrant Urban System:

- Reviewing and refining existing Regional Centres against the density targets and planned function as described in D.R.O.P. policies, in consultation with area municipal staff.
- Designating Highway 2 from the Toronto/Durham boundary easterly to Highway 418 in Clarington, and Simcoe Street between Gibb Street and Highway 407 East in Oshawa, as “Rapid Transit Spine Intensification Corridors”, signaling their status as Strategic Growth Areas with densities, built form and a mix of uses that will support Light Rail Transit in the long term.
- Allowing Places of Worship within Employment Areas subject to meeting criteria including land use compatibility.
- Encouraging the redevelopment of brownfield sites and greyfield sites and prioritizing the redevelopment of brownfield and greyfield sites within Strategic Growth Areas and other intensification areas.

Strategic Direction Number Five: Thriving Rural System:

- Permitting a full range of agricultural, agriculture-related and on-farm diversified uses in accordance with the provincial Guidelines on Permitted Uses in Ontario’s Prime Agricultural Areas.
- Continuing to prohibit the creation of parcels of land for agricultural uses of less than 40 hectares.
- Requiring the rehabilitation of Aggregate Resource Extraction Areas back to an agricultural condition for sites in Prime Agricultural Areas and incorporating relevant Greenbelt Plan rehabilitation policies.

Strategic Direction Number Six: Protected Greenlands System:

- Recognizing Traditional Ecological Knowledge (i.e. the consideration of Indigenous history and consultation with Indigenous communities in the development review process) in understanding sites and ecological features and in assessing cumulative impacts.
- Ensuring conservation authorities, area municipalities and other stakeholders consider climate change and the effects of severe weather events and cross-watershed impacts while preparing and updating watershed plans.
- Requiring new development and redevelopment to incorporate native and drought tolerant vegetation.

Strategic Direction Number Seven: Connected Transportation System:

- Incorporating Transit Oriented Development strategies as part of the development approvals process within Strategic Growth Areas connected by Higher Order Transit corridors.
- Ensuring that the transportation network is designed and planned to support sustainable and multi-modal transportation options of walking, cycling and the use of transit, and supports mixed-use development.
- Providing for transit-supportive urban design and an improved active transportation network, so that 80 percent of residents and workers in the urban area are within 400 metres or a five-minute walk to the nearest transit stop.
- Including the Primary Cycling Network and Regional Trail Network as part of the Regional Transportation System.
- Leveraging the Vision Zero Strategic Road Safety Action Plan through the design of facilities to support active transportation, control traffic speeds and promote safe and attractive environments for pedestrians and cyclists.
- Establishing a new Schedule showing future right-of-way width requirements for all arterial roads under Regional and area municipal jurisdiction.

5.3 Staff Comments

Staff comments on the Proposed Policy Directions Report are contained in Attachment 1 to this Report.

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 in this Report advance all the strategic goals of the Oshawa Strategic Plan.



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



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

Staff Comments on Durham Region's Proposed Policy Directions Report

1.0 Overall Comments

- Staff support the proposed framework for the new D.R.O.P. The seven strategic directions (Prosperous Economy, Healthy Communities, Supportive Infrastructure, Vibrant Urban System, Thriving Rural System, Protected Greenland System and Connected Transportation System) that the new D.R.O.P. will be structured around represent a balanced, aspirational and outcome-oriented approach.
- Staff have reviewed the seven strategic directions and their related policy directions, and offer the following comments on various policy directions.

2.0 Strategic Direction Number One: Prosperous Economy

2.1 Economic Development Policies

- The first and second proposed policy directions under the topic of Economic Development highlight the importance of infrastructure to facilitate economic development. Specifically, the need to provide appropriate servicing with regional infrastructure in Strategic Growth Areas is key. Staff recommend that the Region prioritize the servicing of Employment Areas, specifically the Northwood Business Park in Oshawa and along the Highway 407 East corridor in Oshawa. In addition, a program of strategic land acquisition at the Regional level would be beneficial in key intensification and Employment Areas.
- The eighth and twelfth proposed policy directions under the topic of Economic Development highlight the importance of supporting balanced population and employment growth. Staff recommend that the importance of achieving more balance between population and employment growth be emphasized, focusing on increasing the Region's employment growth which has historically been outpaced by population growth. Measures that should be considered to enable the achievement of employment forecasts include:
 - Providing financial incentives for the development of employment lands and innovation hubs (particularly in proximity to post-secondary institutions and in Urban Growth Centres);
 - Prioritizing the servicing of employment lands to get them "shovel ready" for development;
 - Encouraging the development of live/work units in appropriate locations;
 - Undertaking the necessary Environmental Assessments for roads and other services in or surrounding employment lands;

- 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);
- Encouraging educational institutions to collaborate with industries (e.g. green technology companies) to ensure innovation and adequate training in preparation for the implementation of new types of industries; and,
- Encouraging the creation of a Foreign Trade Zone which would support the Oshawa Executive Airport and the Hamilton-Oshawa Port Authority.

2.2 Broadband Infrastructure

- The first proposed policy direction under the topic of Broadband Infrastructure highlights the need to recognize the importance of high-speed broadband infrastructure. Staff suggest that the strategies outlined in “Connecting Our Communities - A Broadband Strategy for Durham Region” be included in future Regional Official Plan policies. These strategies include encouraging the co-location of broadband infrastructure with existing telecommunication facilities wherever possible, as well as implementing policies that support broadband infrastructure (conduit at a minimum) as part of new development applications.

In addition, a policy related to working with business and local business organizations to create a business-friendly environment that incorporates state-of-the-art communications facilities and networks, including broadband technology, should be provided in the D.R.O.P.

3.0 Strategic Direction Number Two: Healthy Communities

3.1 Greenhouse Gas Reduction

- The thirteenth proposed policy direction under the topic of Greenhouse Gas Reduction encourages municipalities to provide policies, programs and standards to support the achievement of greenhouse gas reduction targets and monitor progress.

The City is a member of the Federation of Canadian Municipalities Partners for Climate Protection Program, which assists municipalities in taking action against climate change by reducing greenhouse gas emissions. The City has achieved all five milestones for the Corporate Plan, which outlines strategies to reduce greenhouse gas emissions from municipal sources (i.e. City buildings and facilities, fleet vehicles, street lights, water and wastewater infrastructure and solid waste).

Furthermore, on November 23, 2020, Oshawa City Council endorsed the City’s Community Greenhouse Gas Reduction Plan as the formal Milestone 3 (developing a local action plan) submission for the Partners for Climate Protection Program. The City’s Community Greenhouse Gas Reduction Plan outlines strategies to reduce greenhouse gas emissions from community sources (i.e. stationary energy,

transportation, waste and industrial processes) and provides additional environment, economic and social benefits to the City of Oshawa.

Finally, Oshawa's Official Plan already includes policies to monitor greenhouse gas emissions of corporate facilities and activities. Policy 5.1.11 in Oshawa's Official Plan states that:

"The City supports incremental reduction of overall greenhouse gas emissions and other air pollutants generated by the municipality's own corporate activities and functions. Monitoring of the City's greenhouse gas emissions shall be undertaken in accordance with Policy 9.16 to gauge the impact of the City's efforts in this regard."

Policy 9.16.1 (e) states that:

"The City will undertake regular monitoring of appropriate indicators to assess performance related to:

Efforts to reduce the overall greenhouse gas emissions generated by the municipality's own corporate activities and functions."

3.2 Tree Canopy

- The proposed policy directions under the topic of Tree Canopy highlight the importance of increasing the tree canopy cover and the inclusion of policy language that commits the Region to establishing a Regional tree canopy target. Staff note that the establishment of tree canopy targets for urban areas, rural areas and rural settlement areas across the Region would connect the area municipalities across municipal boundaries by setting a shared, collective goal and provide mutual benefits across the Region. However, a baseline of current canopy coverage in both urban and rural areas would be required to establish a meaningful target for each area. Staff suggest that the Region's Conservation Authorities be consulted in this regard, as baselines and targets may already be contained within new and updated watershed plans. A watershed-based planning approach should be considered to address this policy direction given that it may be appropriate to apply different targets in different watersheds. Staff note that the Oshawa Official Plan contains a number of watershed-based targets, as contained in Policy 5.2.4:

"To achieve healthy watersheds, the City supports the following minimum watershed targets: thirty percent (30%) forest cover; ten percent (10%) *wetlands* cover; ten percent (10%) interior forest cover; five percent (5%) deep interior forest; and seventy-five (75%) riparian cover along stream lengths. The total percentage of impervious surfaces shall not exceed ten percent (10%) on lands within either the Oak Ridges Moraine or the Greenbelt Protected Countryside Area, and for lands within the Oak Ridges Moraine the provisions of Policies 5.13.5.1 and 5.13.5.2 shall also apply."

3.3 Secondary Units

- The first proposed policy direction under the topic of Secondary Units encourages reduced parking requirements for secondary units. Staff note that while a reduction in parking requirements may address certain site development issues such as front yard landscaping and grading, it may also increase demand on the City's parking enforcement resources (i.e. increase in parking complaints). Staff also note that historically it has been up to municipalities to implement parking requirements based on their respective needs, and that the Region has not commented in the past on parking matters. Parking issues can be localized in nature and it may be difficult for the Region to develop policy language equally applicable to urban areas such as downtown Oshawa and rural areas such as the northern municipalities in Durham.

If the Region were to include policies in the D.R.O.P. to encourage reduced parking requirements for secondary units, it is important to note that Ontario Regulation 299/19 issued under the Ontario Planning Act requires that at a minimum one parking space shall be provided for the occupant of the additional unit, unless a by-law has been passed under Section 34 of the Planning Act to the contrary. Staff further recommend that a preliminary parking study or analysis be prepared by the Region to justify reduced parking requirements for secondary units in areas well served by transit (such as in M.T.S.A.s and along major Transit Spines), based on appropriate comparators. In that regard, on February 17, 2021, City Council considered the City of Oshawa Parking Study (the "Study") prepared by IBI Group. This Study recommended the City maintain the current requirement of one parking space per accessory unit in addition to the residential requirement throughout the City. On February 17, 2021, City Council referred the Study to staff for a report.

Staff also recommend mitigating against scenarios where reduced parking requirements for secondary units could potentially be applied to areas of more compact, higher density residential development, such as block townhouses, where the ability to provide on-street parking is constrained and could result in enforcement issues due to parking "spillover" in neighbouring areas.

3.4 Condominium Conversion and Demolition Control

- The fourth proposed policy direction under the topic of Condominium Conversion and Demolition Control looks at considering policies that encourage area municipalities to protect rental housing from demolition. Staff note that a demolition control by-law could have positive impacts on new housing investment and the renewal of existing stock, depending on the nature of what is being proposed to be demolished versus what is proposed as the new construction. Section 33 of the Planning Act allows a municipality to apply conditions to a demolition permit such as ensuring a new building is built within a specific time frame and if the building fails to be built in that time frame, a sum of money can be collected.

3.5 Short-term Rentals

- The proposed policy directions under the topic of Short-term Rentals look at considering D.R.O.P. policies that encourage area municipalities to regulate short-term rentals and to implement monitoring programs. Staff note that the City already has in place a short-term rental licensing system that was implemented on June 22, 2020. Staff have the ability to track the number of short-term rentals in the City and collect data to inform municipal decision-making.

4.0 Strategic Direction Number Three: Supportive Infrastructure

4.1 Energy

- The sixth proposed policy direction under the topic of Energy discusses the need to permit and promote alternative energy systems and renewable energy systems. Staff note that the Region and area municipalities should maintain and protect agricultural areas (i.e. the Greenbelt and Oak Ridges Moraine), natural areas and natural heritage systems as part of considering the siting of renewable energy projects, and ensure that property owners and the public are included in the planning process.

Staff note that the following factors should be considered when determining a location for renewable energy projects:

- Proximity to sensitive uses;
- Noise and odour;
- Ecological features and functions; and,
- Existing infrastructure.

Further opportunities to locate renewable energy projects within urban settings should be considered, such as photovoltaic installations on rooftops.

5.0 Strategic Direction Number Four: Vibrant Urban System

5.1 Regional Population and Employment Forecasts

- The proposed policy directions under the topic of Regional Population and Employment Forecasts focus on the implementation of the 2051 population and employment forecasts contained in the Growth Plan, 2019. Staff note that the recent amendments to the Growth Plan, 2019 have extended the planning horizon to 2051 and increased the total forecast for Durham to 1,300,000 people and 460,000 jobs. 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.

5.2 Corridors

- The first proposed policy direction under the topic of Corridors proposes to designate both the Highway 2 Regional Corridor from the Toronto/Durham boundary easterly to Highway 418 in Clarington, and the Simcoe Street Regional Corridor between Gibb Street and Highway 407 East in Oshawa, as a “Rapid Transit Spine Intensification Corridor.” This designation would signal the status of each corridor as a Strategic Growth Area and an appropriate density target would be applied. Staff agree that the Region should delineate the above described sections of Highway 2 and Simcoe Street as priority areas for the highest level of Regional transit service. However, staff note that there are long-established, stable neighbourhoods along certain segments of Simcoe Street North, such as generally between Hospital Court and Darcy Street, and along Bond Street and King Street, such as generally between Ritson Road and Wilson Road, that also include a large number of homes identified in the Heritage Oshawa Inventory. These areas should be maintained and preserved, with opportunities for intensification limited to appropriate forms of “gentle density” that support and maintain the existing built form and housing stock and do not disrupt the unique streetscape character of these areas, except where redevelopment is desirable as provided for in the D.R.O.P. and the Oshawa Official Plan.

The overall current density target of 60 units per gross hectare is appropriate for Regional Corridors and should generally be maintained across all Regional Corridors, understanding that area municipal official plans may further refine specific segments of these corridors as intensification areas to which this overall target applies. The City of Oshawa has not yet achieved the required density target of 60 units per gross hectare within all of its defined intensification areas along Regional Corridors in the City, and keeping the current target as is will give the City an opportunity to see what the current target looks like once established on the ground.

Staff also note that on February 22, 2021, Council endorsed Report DS-21-19 dated February 3, 2021 regarding the Durham-Scarborough Bus Rapid Transit Project Public Information Centre 3. The report contained nineteen comments that were provided to the Durham-Scarborough Bus Rapid Transit Project Team. These comments should be addressed prior to the designation of Highway 2 Regional Corridor from the Toronto/Durham boundary easterly to Highway 418 in Clarington, and the Simcoe Street Regional Corridor between Gibb Street and Highway 407 East in Oshawa, as a “Rapid Transit Spine Intensification Corridor”.

- The third proposed policy direction under the topic of Corridors proposes to revise the Regional Corridor policies to provide greater clarity on the geographic application of density targets adjacent to arterial roads and Rapid Transit Spines. Revisions would include designating the general boundaries of intensification areas and specifying in policy the density targets for each intensification area. Staff agree with this approach. In addition, staff would like to see detailed policies regarding the appropriate depth along corridors, taking locational criteria, land use barriers

(e.g., watercourses, freeways, rail lines and hydro corridors) and the lotting fabric into account with sufficient flexibility afforded to the local municipality.

5.3 Supporting Strategic Growth Areas

- The fourth and fifth proposed policy directions under the topic of Supporting Strategic Growth Areas discuss specific policies that will apply to Strategic Growth Areas. The fourth proposed policy direction involves not allowing low-density residential uses or low employment density uses (i.e. car washes, self-storage facilities, etc.) within Strategic Growth Areas. The fifth proposed policy direction involves minimizing the use of surface parking and encourages underground and structured parking in Strategic Growth Areas. Staff would like to highlight that there are existing low-density residential neighborhoods and low-density employment uses within proposed Strategic Growth Areas. Clarity is needed in terms of whether it is the intention of the Region to recognize these existing uses as exceptions from these policies or to make these uses legal non-conforming, while preventing new low density residential and low employment density uses in Strategic Growth Areas.

5.4 Updating Targets and Measuring Density

- The third proposed policy direction under the topic of Updating Targets and Measuring Density proposes to revise the Floor Space Index requirements of the D.R.O.P. Currently, they are structured as minimum long-term targets. The revised Floor Space Index targets will be adjusted to represent a minimum standard of appropriate built form on individual sites. Staff note that the prescribed Floor Space Index targets in the D.R.O.P. have proven problematic to apply and can be difficult to achieve even when the associated overall minimum density target has been achieved (or exceeded) on-site. For example, a relatively recent development constructed at 1900 Simcoe Street North (which is an 8-storey apartment building containing 308 studio apartments) meets the required density targets, is an example of good design, and won the 2016 BILD Most Innovative Suite Design Award, yet does not meet the prescribed Floor Space Index target. As a result, staff continue to recommend that the current use of minimum Floor Space Index targets be removed, with emphasis instead placed on achieving minimum (net) density targets through a variety of building forms, including meeting minimum height requirements where appropriate.

5.5 Certain Sensitive Land Uses In Employment Areas

- The second proposed policy direction under the topic of Certain Sensitive Land Uses in Employment Areas intends to remove the policy that prohibits places of worship within Employment Areas and allow municipalities to regulate the location of these uses. Staff continue to be of the opinion that places of worship should not be permitted in Employment Areas that are also identified as a Provincially Significant Employment Zones. It is essential that Employment Areas in Provincially Significant Employment Zones be maintained for employment uses, in order to achieve employment forecasts. However, consideration should be given to permitting places

of worship in Employment Zones that are not located in a Provincially Significant Employment Zone.

5.6 Brownfields and Site Contamination

- The first proposed policy direction under the topic of Brownfields and Site Contamination encourages the redevelopment of brownfield sites and greyfield sites and prioritizes the redevelopment of these sites. Staff note that the City has in place the Brownfields Renaissance Community Improvement Plan (C.I.P.) that encourages the rehabilitation and reuse of contaminated lands through study grants, tax cancellations and redevelopment grants. The establishment of a reciprocal C.I.P. at the Regional level should be considered, to facilitate the achievement of this policy direction. In addition, the Region could include policy language to support participation in Property Tax Cancellation Programs contained in area municipal C.I.P.s such as the City's Brownfield Renaissance C.I.P.

6.0 Strategic Direction Number Five: Thriving Rural System

Staff have no comments related to the proposed policy directions under the Thriving Rural System strategic direction.

7.0 Strategic Direction Number Six: Protected Greenlands System

7.1 Traditional Ecological Knowledge

- The proposed policy directions under the topic of Traditional Ecological Knowledge encourage the consideration of Indigenous history in the review of development applications and recognize Traditional Ecological Knowledge as key to understanding sites and ecological features when reviewing development applications and secondary plans. 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, Metis and Inuit people. It is important to consult with Indigenous communities through municipal planning processes. Staff further note that the Region should consider encouraging the Province to make appropriate financial resources available to Indigenous communities in order that area municipalities are not put in the awkward position of paying for one stakeholder's feedback, and not for all other stakeholders. Furthermore, the Region should consult with Indigenous communities on how to best incorporate Traditional Ecological Knowledge into the land use review process.

7.2 Natural Heritage System

- The first proposed policy direction under the topic of Natural Heritage System is to establish a regional Natural Heritage System overlay as a component of the protected greenlands system mapping. Staff note that an overlay showing where key natural heritage and hydrologic features form a component of the Natural Heritage System at the Regional level will help to ensure that these features and

their core functions are protected, and recommend that the latest watershed mapping available be used to develop this overlay.

- The fourth proposed policy direction under the topic of Natural Heritage System requires area municipalities to develop a Natural Heritage System and/or refine the existing Natural Heritage System policies and mapping, including the identification of enhancement areas and linkages as necessary. Staff agree that adjustments to the overlay where it is deemed appropriate by lower-tier municipalities in consultation with their Conservation Authorities through various means, such as ground-truthing or site specific environmental impact studies, without the need for amendments to the D.R.O.P. are appropriate. Furthermore, staff agree that the Region should have an upper-tier level Natural Heritage System that primarily reflects the Provincial Natural Heritage System, and area municipalities should be required to maintain and update their own established natural heritage systems.

7.3 Key Natural Heritage and Key Hydrologic Features

- The fifth proposed policy direction under the topic of Key Natural Heritage and Key Hydrologic Features encourages municipalities to develop urban tree strategies and investigate the opportunity to complete a regional forest management plan. Staff note that there are many programs dedicated to the planting of new trees within the Region of Durham, but there is a lack of programs providing the necessary ongoing maintenance and management of trees within the urban boundary. As a result, municipalities incur considerable costs associated with managing invasive species on woodlots where remediation and new plantings are required. To address this, the City of Oshawa has required developers to submit forest management plans, where appropriate, as a condition of draft approval. Under such plans, the City has required, for example, that trees affected by the Emerald Ash Borer be removed and replaced as a condition of approval.

7.4 Tourist Activity/Recreation Nodes

- The proposed policy direction under the topic of Tourist Activity/Recreation Nodes proposes to not identify each Tourist Activity/Recreation Node location within the new D.R.O.P. Instead, the Tourist Activity/Recreation Nodes will be supported through Regional and area municipal economic development and tourism initiatives as well as within Waterfront Area policies where applicable. Staff recommend that the D.R.O.P. continue to include a separate tourist activity/recreational node designation to capitalize on the resources that Durham Region has to offer and promote the Region as a tourist destination.

7.5 Excess Soil Management

- The proposed policy directions under the topic of Excess Soil Management look at establishing an Excess Soil Management section in the D.R.O.P. Staff note that City of Oshawa By-law 85-2006 controls the dumping of fill, removal of topsoil and

alteration of grades. Staff recognizes the need for large-scale fill sites to support major development projects, including municipal infrastructure projects.

Staff further note that on June 23, 2017, the City of Oshawa submitted correspondence to the Region of Durham concerning the City's comments on the Province's proposed excess soil management regulation. Further to that correspondence, the D.R.O.P. should consider the following to support the local implementation of excess soil policies:

- Incorporate policy statements to ensure that development proponents, including the Region when undertaking Regional infrastructure projects, are responsible for the management of their own excess soil generation (including disposal), and discourage site grading and drainage pattern changes unless it is absolutely necessary;
- Identify locational criteria for excess soil receipt or storage in consultation with the development industry, area municipalities and Conservation Authorities;
- Develop a model by-law for municipalities to consider;
- Provide area municipalities with more guidance to help manage excess soil issues within their jurisdictional boundaries, including quality of life issues for residents (hours of operation, truck traffic, noise, dust, etc.), quality of the fill (e.g. contaminated soil) and the financial implications for the municipality; and,
- Provide area municipalities with a consistent region-wide policy framework to regulate receiving sites to help effectively manage excess soil in the future.

8.0 Strategic Direction Number Seven: Connected Transportation System

8.1 Arterial Right-of-Way Protection

- The proposed policy directions under the topic of Arterial Right-of-Way Protection involve the creation of a new Schedule showing future right-of-way width requirements for all arterial roads under Regional and area municipal jurisdiction. The Schedule would show specific sections by planned Right-of-Way width that can be applied in the preparation and review of development applications and as a starting point for future Class Environment Assessment studies looking at road reconstruction, widening or extensions and transit projects. Staff agree that providing clearer future right-of-way requirements for specific sections of arterial roads in the D.R.O.P. would be beneficial for development application review or Class Environmental Assessment studies, particularly where opportunities for future road widenings are constrained. It is also recommended that provided the intent of the D.R.O.P. is maintained, the Region may deviate from the provisions/requirements for Regional roads in accordance with accepted up-to-date planning, urban design and engineering standards without the need for an

amendment to the D.R.O.P., to address unique locational/contextual circumstances and/or conditions.

Oshawa Environmental Advisory Committee (OEAC)
Envision Durham: Proposed Policy Direction Report from the
Planning & Policy Review Working Group

Comments on the Envision Durham: Proposed Policy Direction Report – May, 2021
Members: Valerie Bowler, Peter Kanellos, AJ Groen

Recommendations Implications:

- That the committee adopt the following comments for submission to the City of Oshawa and Durham Region in response to the Envision Durham: Proposed Policy Direction Report on behalf of the Oshawa Environmental Advisory Committee

Budget Implications:

- None

Overview:

Envision Durham is a multi-year project that received authorization to proceed in May 2018. OEAC reviewed the six theme-based discussion papers as part of Stage 2 (Discuss) of Envision Durham, which provided background information on specific topics. The project is now in Stage 3 (Direct) and the current report is structured around the new Regional Official Plan (ROP) framework endorsed by Regional Council in November 2020. This report presents potential changes to land use and planning policies with Proposed Policy Directions that introduces over 250 directions where further input is sought to introduce draft policies with a proposed *new* Regional Official Plan (ROP).

General Comments:

The Envision Durham Proposed Direction Policy Report covers seven outcome-oriented Strategic Directions which describe policy topics and introduces proposed policy directions. Comments have been made or questions asked about areas that do not show a clear connection to the current ROP or topics that do not seem as clear as they might be to support and protect the environment while promoting Durham as a place to live, learn and thrive.

The following provides the Working Group’s response to the seven outcome-oriented Strategic Directions discussed in this Report. They are grouped under the Proposed Directions (PD) set forward in this report.

Proposed direction	Page	Comment/Questions
<i>Economic Development Processes</i>		
PD 2 #8	16	<i>‘To monitor ... distribution and composition of region’s employment base.’</i> Q: Can there be a distinction with goals set, for type of employment? – Full-time, part-time, casual. The type of jobs available have a definite impact on spending, affordable housing, the need for public transit and more.
#12	17	A <i>‘jobs to population ratio’</i> of 50% is a commendable goal but if those jobs were part-time, the ratio would not be sufficient to allow a family to thrive. Q: Can there be a distinction as to what ‘employment’ means in such a goal.

Sustainability		
No PD for Sustainability	21	There are no ' Proposed Direction: Sustainability ' goals. Is this because it falls under the <i>Durham Strategic Plan</i> ? Should there not be some connection or representation of the needed policies within the Envision Durham Proposed Policy Direction for this important category?
	21	'Accelerate the adoption of green technologies and clean energy solutions..' Consider using technologies such as ENWAVE system, deep lake water cooling
Also in PD33 #6	60	Similar content in the Section on Energy ' <i>permit and promote alternative energy systems and renewable energy systems.</i> ' Technologies like ENWAVE can also be incorporated to conserve energy and promote green infrastructure
Climate Change/ Sustainability		
Marked as Goal 1 in Durham Strategic Plan	21	"To protect the environment for the future by demonstrating leadership in sustainability..." There are priorities mentioned, with no concrete steps to mitigate. Q. Has there been a Risk /Opportunity Assessment across the different departments in the region in order to set agreed upon goals
	21	"review current corporate plans and identify how climate change considerations will be embedded across all elements of Regional business" Q. Has the review been completed and what of the outcome/determination
Greenhouse Gas Emissions		
PD 6 #8	24	"Promote the uptake of electric, Hybrid and Alternative fuel vehicles and adopt such vehicles" Q. Can it be mandated to spur possible EV production in regional facilities themselves to revive the GM complex while facilitating GHG reductions
Air Quality		
PD 8 1 c) and d)	28	'Include policy language that explicitly references improved air quality' Some of the references include increasing the tree canopy and increasing the use of low-carbon vehicles but there are no goals associated in this section. Q: It is not clear if these are decided by the municipalities
Tree Canopy		
PD 9	29	We are pleased to see that 'Tree Canopy' has been maintained in the ROP and that it will be prioritized in the new ROP. The advantages of trees in a built environment are significant – decreasing urban heat island effect, linking wildlife habitats, and improving air quality as well as other ecological services. Requiring native tree species be used in tree planting initiatives is also significant.
Condominium Conversion		
PD 26 #4	52, 53	Encourage the retention of rental units. To allow condominium conversions of rental units, even if giving 'right of first refusal', is not a solution for housing to all socio-economic levels.
Rural System/ Provincial Agricultural System		
	100,	Concerned that lands can be removed from the MOSA (Major Open Space Areas) designation in the new ROP if ' <i>of lower quality soils and areas with environmentally significant features</i> '.
	101	Such lands can then be used for major recreation that includes golf courses. Golf courses use large amounts of pesticides/herbicides as well as excessive water

		consumption. It also needs to be determined if the chemical use affects ground water or surface water nearby.
Thriving Rural System		
PD 55	#3	101 "Designation of non-agricultural land" Q. Will this not affect water use - ie. Golf course water usage and associated hydrologic recharge rates
Aggregate Extraction		
PD 65	#3	113 'Enhance aggregate resource rehabilitation requirements.' For the Rehabilitation - who is responsible? Q. Should there be baseline requirement. Consider using/mandating consulting firms or university programs
Key Natural Heritage and Key Hydrological Features		
PD 69	121/ 122	Designated Woodlots and Hydrologic features should have previous designations before this point. CLOCA or any of the other agencies would be expected to have this data which should already be part of this report. Q. Is it ongoing or is this just now being updated
PD 69	123	Worrisome that identifying and updating wetlands and hydrological features are not already captured within the region's or CLOCA's documentation