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SUBMITTED VIA ERO POSTING

File: P-3255

August 16, 2023

Municipal Services Office - Central Ontario
16th floor
777 Bay Street
Toronto, ON
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Canada

Attention: Andy Doersam
Senior Planner, Community Planning & Development (East) Unit
Municipal Affairs and Housing

Re: ERO Number 019-7195
Ministry Reference Number 18-OP-237796
Approval of the Region of Durham Official Plan

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. (the “client”), the owners of 201 Columbus Road East in the City of Oshawa (the “City”).

Our client’s lands are bounded by Columbus Road East in the north, Highway 407 in the south, the Columbus Special Development Area and the existing Oshawa Major Urban Area boundary in the west and a mid-concession lot line in the east between Lots 10 and 11, Concession 6. The north half of the parcel is located within the existing Oshawa Settlement Area Boundary within the Columbus Part II Planning Area. For the purposes of this letter, our focus is on the portion of the lands outside of the existing Settlement Area Boundary (the “Subject Lands”). A Context Map identifying the location of the Subject Lands is provided herein as Attachment No. 1.

The Subject Lands are approximately 28.5 hectares (70.4 acres) in size. **The purpose of this letter is to request revisions to the adopted Durham Region Official Plan, May 2023 (the “Adopted OP”), by designating the entirety of the Subject Lands as ‘Community Area Land’, to deliver approximately four hundred forty-six (446) residential units to support the Provinces goal of constructing 1.5 million new homes by 2031.**

Our clients are committed to delivering needed housing for the Region, City and Province, and we have been actively involved in the Region of Durham’s (the “Region”) Municipal Comprehensive

Review, Envision Durham (“MCR”) and Land Needs Assessment (“LNA”) through the entire process.

In this regard, we have provided the following previous correspondence to the Region on behalf of our client which have all been attached for your reference:

- **May 31, 2021**, we made a submission requesting the consideration of the Subject Lands for an expansion to the Settlement Area of Oshawa;
- **August 3, 2021**, urbanMetrics provided comments on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis;
- **October 4, 2021**, we provided comments on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report;
- **October 25, 2021**, we provided comments on Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report;
- **November 1, 2021**, we provided comments on Technical Report 4/4 to the Region’s GMS, the Community Area Urban Land Needs Technical Report;
- **April 13, 2022**, we provided comments on the Alternative Land Needs Scenarios Assessment Summary Report;
- **December 20, 2022**, we provided comments on the GMS, Phase 2: Draft Settlement Area Boundary Expansions and Area Municipal Growth Allocations;
- **March 6, 2023**, we provided comments to the Regional Clerk on the Draft New Regional Official Plan; and,
- **March 28, 2023**, we provided additional comments with respect to the Draft New Regional Official Plan text and schedules dated February 2023.

The Region adopted the draft Official Plan on May 17, 2023 (the “**Adopted OP**”). **The Adopted OP proposes an expansion of the Oshawa Settlement Area Boundary to include the Subject Lands. Our clients support this proposal.** More specifically, the northern portion is proposed as ‘Community Area Land’ and the southern portion is proposed as ‘Employment Area Land’.

Our comments to the Region consistently identified the following request:

- The expansion of the Oshawa Settlement Area Boundary to include the Subject Lands as ‘Community Area Land’.

Outside of the Region’s MCR, on September 10, 2021 we submitted a request for a pre-consultation meeting with the City to discuss an application for an Official Plan Amendment for the Subject Lands, which would seek an expansion to the Oshawa Settlement Area Boundary pursuant to Sections 2.2.8.5 and 2.2.8.6 (40 hectare settlement area expansion policies) of A Place to Grow: Growth Plan for the Greater Golden Horseshoe. We met with City staff on October 15, 2021 to discuss this request, however an application was not submitted as City staff advised that they would not be in a position to process the application as Subject Lands were not within the Settlement Area Boundary per the current Durham Region Official Plan.

Proposed Land Use Designation

A Community Area Land Needs Analysis for the City, prepared by urbanMetrics (the “**urbanMetrics Report**”), was submitted to the Region in connection with our May 31, 2021 request for an expansion of the Oshawa Settlement Area Boundary. The urbanMetrics Report assesses the supply of employment lands across the City relative to the Region’s employment forecast to 2051 and concludes that the City has some five hundred ninety-three (593) hectares of vacant employment lands and another eighty-nine (89) hectares identified as under-utilized, for a total potential supply of six hundred eighty-two (682) hectares.

The urbanMetrics Report concludes, following an assessment of employment distribution, density and the decline in industrial employment growth across North America over the past few decades, that the City has a sufficient employment land supply to accommodate employment growth well beyond 2051; and that the Subject Lands are not required to augment Oshawa’s employment land supply.

Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report (the “**Employment Report**”), indicates that to achieve the Region’s 2051 employment forecast of the Growth Plan, the Region will require the tripling of employment land absorption to 2051. Based on a review of the Employment Report by urbanMetrics and included in our letter dated October 25, 2021, urbanMetrics opine that the Region has overstated the demand for employment land employment in Oshawa and likely the Region as a whole. They also recommend that the demand for employment land in the Region should be re-evaluated based on an understanding of the employment land projections being conducted by competitive municipalities within the GTHA.

The review of the Employment Report completed by urbanMetrics also notes that there is no evidence that the other Regions in the GTHA will be experiencing a slowdown in employment land development, such that Durham Region will see a tripling of its annual employment land absorption to 2051. Based upon the technical review completed by urbanMetrics, it is our opinion that the Region are overplanning for Employment Area Lands.

The proposed Provincial Policy Statement, 2023, proposes to revise the definition of ‘employment areas’. The definition now focuses on uses that cannot locate in mixed use areas, such as heavy industry, manufacturing and large scale warehousing. These uses all rely on large parcels of land and are not appropriate directly adjacent to the planned residential uses within Columbus.

Given the location of the Subject Lands relative to the planned development within the Columbus community, it is important that they be included within the urban boundary so as not leave a hole in the Columbus community adjacent to Highway 407. Based on the findings of urbanMetrics in their May 31, 2021 report, the Subject Lands should all be designated “Community Area” in order to meet housing targets set out by the Province.

On this basis, we respectfully request that the entirety of the Subject Lands be included within the Oshawa Settlement Area Boundary and designated as ‘Community Area Land’.

Our request is based on the following principles:

- The City require an expansion of the settlement area boundary to accommodate forecasted growth to 2051;
- The Subject Lands are well connected to existing and planned transit and active transportation infrastructure pursuant to the 2017 Durham Region Transportation Master Plan;
- The inclusion of the Subject Lands within the Oshawa Settlement Area Boundary would not require any significant alterations to the recommended servicing scheme provided in the November 2019 “Servicing Concepts for Water and Wastewater Report” prepared as part of the Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act;
- The Subject Lands can be serviced with both water and wastewater infrastructure;
- There are minimal natural heritage features affecting the Subject Lands. These features/areas and their associated buffer areas would be assessed and delineated during the detailed planning required for the Subject Lands, and any preservation/mitigation measures would be identified and implemented through future Planning Act applications;
- No agricultural impacts are anticipated;
- Residential uses are proposed immediately to the north on the northern portion of the Subject Lands and beyond. Given the ongoing Part II Planning Area study currently underway by the City for Columbus, the designation of the Subject Lands as ‘Community Area Land’ provides the opportunity to plan the two areas comprehensively;
- The lands will be designed to meet the minimum density target of 50 residents/jobs per hectare and can be phased in accordance with the phasing of the Oshawa Official Plan; and,
- **Based on a preliminary unit forecast prepared by our office, the Subject Lands could conservatively accommodate up to four hundred forty-six (446) residential units at a density of 17 units/hectare which would generate a population of approximately 1,359.**

Proposed Policy Framework

Section 5.7.2 of the Adopted OP identifies that the Region will consider support for amendments to area municipal official plans to designate a supply of land for development up to the time frame of the plan, including Settlement Area Boundary Expansions to the extents of the Region’s Urban Area Boundary as shown on Map 1, provided that the amendment is only undertaken as part of a comprehensive review of the area municipal official plan to implement the Region’s Official Plan, subject to a series of criteria.

Should the provisions of Bill 23 as currently proposed be enacted, the Region will be denoted as a municipality without planning responsibilities. In this scenario ,upon the approval of the Adopted OP by the Province, the Region’s Official Plan will be deemed to constitute an official plan of the City, and this official plan will remain in effect until the City revokes it or amends it to provide otherwise. At that point, the Oshawa Settlement Area Boundary will have effectively been

expanded to include the Subject Lands without the need for any further assessment as contemplated by Section 5.7.2 a).

Further, the proposed Provincial Planning Statement, 2023 proposes to remove the requirement for a comprehensive review to expand a settlement area boundary. With the removal of the requirement for municipal comprehensive reviews, municipalities may consider settlement area expansions at any time.

On the basis of the Regional planning framework as proposed through Bill 23 and the proposed Provincial Planning Statement, 2023 as described above, **we respectfully request that Section 5.7.2 of the Adopted OP be revised to remove the requirement for additional comprehensive review to facilitate Settlement Area Expansions to the 2051 horizon.**

The City are currently undertaking a Part II Plan (Secondary Plan) for the Columbus community. The Subject Lands have been included as part of the Part II Plan study area and have been assessed as part of the broader planning exercise to understand potential impacts and future opportunities. As currently proposed, the Subject Lands are not proposed to be included within the Part II Plan as they are not included within the Settlement Area.

Should the Regional planning framework as proposed through Bill 23 and the proposed Provincial Planning Statement, 2023, as described above, not be enacted or be revised such that the framework surrounding settlement area boundary expansions remains the same, given the thorough evaluation of the Subject Lands that has occurred as part of the Columbus Part II Plan process, **we would then request that the Province expedite the inclusion of the Subject Lands within the Oshawa Settlement Area Boundary within the Oshawa Official Plan and within the Columbus Part II Plan.**

Without the consideration of our requests above, depending on the outcomes of Bill 23 and the Provincial Planning Statement, 2023 the inclusion of the Subject Lands and all other urban expansion lands within the Oshawa Settlement Area Boundary will require further local Official Plan updates, which will take years to complete and will delay the delivery of much needed housing for the province.

To summarize the contents of this letter as described above:

- The Adopted OP proposes an expansion of the Oshawa Settlement Area Boundary to include the Subject Lands. Our clients support this proposal;
- We respectfully request that the entirety of the Subject Lands be included within the Oshawa Settlement Area Boundary and designated as 'Community Area Land';
- Based on a preliminary unit forecast prepared by our office, the Subject Lands could conservatively accommodate up to four hundred forty-six (446) residential units at a density of 17 units/hectare which would generate a population of approximately 1,359;
- Should the Regional planning framework as proposed through Bill 23 and the proposed Provincial Planning Statement, 2023 be enacted as proposed, we respectfully request that

- Section 5.7.2 of the Adopted OP be revised to remove the requirement for additional comprehensive review to facilitate Settlement Area Expansions to the 2051 horizon; and,
- Should the Regional planning framework as proposed through Bill 23 and the proposed Provincial Planning Statement, 2023 not be enacted as proposed, we respectfully request that the Province expedite the inclusion of the Subject Lands within the Oshawa Settlement Area Boundary within the Oshawa Official Plan and within the Columbus Part II Plan.

The requests as noted herein are aimed to assist in achieving the provincial goal of constructing 1.5 million new homes by 2031. This is an ambitious target that requires a re-examination of all levels of policy to look for efficiencies where they can support the delivery of additional housing units.

We would be pleased to meet with Provincial staff to discuss the contents of this letter. Should you have any comments or questions, we can be reached at kmackinnon@klmplanning.com and tshilling@klmplanning.com.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner

cc. Client

Attachments (10)

CONTEXT MAP



201 Columbus Road East
City of Oshawa

NTS



September 10, 2021

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SENT VIA EMAIL

File: P-3255

May 31, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, ON L1N 6A3

**Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development**

**Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Settlement Area Boundary Expansion Request
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East
City of Oshawa**

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa.

The lands are bounded by Columbus Road East in the north, Highway 407 in the south, the Columbus Special Development Area and the existing Oshawa Major Urban Area boundary in the west and a mid-concession lot line in the east between Lots 10 and 11, Concession 6. The north half of the parcel is located within the existing Oshawa Settlement Area Boundary within the Columbus Part II Planning Area. For the purposes of this letter, our focus is on the portion of the lands outside of the existing Settlement Area Boundary (the “Subject Lands”). The Subject Lands are approximately 28.5 hectares (70.4 acres) in size. A Context Map identifying the location of the Subject Lands is provided herein as Attachment No. 1.

On May 2, 2018, Regional Council authorized staff to proceed with Envision Durham, the Municipal Comprehensive Review (“MCR”) of the Region of Durham (“Region”) Official Plan (“ROP”). Envision Durham is currently in Stage 3 (Direct). The Proposed Policy Directions Report as discussed below, was developed and informed based on best practice reviews, research, public engagement and feedback received during Stages 1 (Discover) and 2 (Discuss) of the Envision Durham process.

In accordance with the policies of the ROP and City of Oshawa Official Plan (“Oshawa OP”), expansions to the existing Settlement Area Boundary can only be undertaken through a MCR (save and except for 40-hectare expansions as permitted by the Growth Plan). On March 2, 2021, Report #2021-P-7 from the Commissioner of Planning and Economic Development was considered by the Planning and Economic Development Committee, which presented the Proposed Policy Directions Report and introduced the submission deadline for Settlement Area Boundary Expansion requests of May 31, 2021.

As such, we are respectfully submitting this letter on behalf of our clients as our request for an expansion to the Oshawa Settlement Area Boundary to include our clients’ lands as Community Area Land.

The Subject Lands are currently designated as “Prime Agricultural Area” on Schedule ‘A’ – Map ‘A4’ – Regional Structure to the ROP. The “Prime Agricultural Area” designation permits a range of agricultural, agricultural related, secondary agricultural uses and a variety of non-agricultural uses including wildlife management, infrastructure, aggregate extraction, etc. (Attachment No. 3). The Subject Lands are designated as “Prime Agricultural Area” and “Open Space and Recreation” on Schedule ‘A’ – Land Use to the Oshawa OP. (Attachment No. 4). The Subject Lands are located outside the Settlement Area Boundary in both the ROP and Oshawa OP.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (“Growth Plan”) provides population and employment growth forecasts to the Region to 2051. The effect of these new forecasts is that the Region is directed to plan for a population of 1,300,000 and 460,000 jobs by 2051; growth of 340,000 people and 110,000 jobs from the 2031 horizon year to 2051. This represents an increase of approximately 634,000 people and 223,200 jobs over the 35-year period since the last census in 2016 and the forecast horizon year of 2051.

A minimum of 50% of this growth must occur within the existing built boundary as required by the Growth Plan. Further, the Region will plan to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare. The Land Needs Assessment will assess how Durham will accommodate the intensification and density targets of the Growth Plan, which will identify how much, if any, additional urban land is required through settlement area expansions to accommodate the forecasted growth.

We also understand that the Region will be conducting a review of the population and employment forecasts including the distribution of such to each of the Region’s local municipalities, including the City of Oshawa.

urbanMetrics have prepared a Community Area Land Needs Analysis for the City of Oshawa (“urbanMetrics Report”) in support of this request. The urbanMetrics Report assesses the supply of employment lands across the City of Oshawa relative to the Region’s employment forecast to 2051 and concludes that the City of Oshawa has some 593 hectares of vacant employment lands and another 89 hectares identified as under-utilized, for a total potential supply of 682 hectares. The urbanMetrics Report concludes following an assessment of employment distribution, density

and the decline in industrial employment growth across North America over the past few decades, the City has a sufficient employment land supply to accommodate employment growth well beyond 2051; and that the Subject Lands are not required to augment Oshawa's employment land supply.

The urbanMetrics Report goes on to conclude that depending on how the south end of the Columbus community proceeds, if an employment land designation is placed on the south end of the Subject Lands, it could result in a small orphaned employment land parcel that would have limited attractiveness to potential industrial tenants; and that the most logical use in the vicinity of a regional park and an environmental enhancement area would be residential.

The Proposed Policy Directions Report dated March 2021 appended to Staff Report #2021-P-7 referenced above, more specifically Appendix C to the Proposed Policy Directions Report, provides a summary of all Settlement Area Boundary Expansion Evaluation Criteria within the Growth Plan and ROP, and also identifies Enhancements/Additional Considerations as established through Envision Durham to be assessed in each submission requesting a Settlement Area Boundary Expansion. This table along with our assessment/response to each criterion specific to the Subject Lands is provided herein as Attachment 2. In our opinion, which is further detailed in Attachment No. 2, the Subject Lands are appropriate for inclusion within the Oshawa Settlement Area Boundary as they are directly adjacent to the existing Settlement Area Boundary, can be easily serviced from a water, wastewater and stormwater perspective, are well serviced by existing and planned transit and active transportation infrastructure and represent context appropriate growth for the Region and the City of Oshawa.

In addition to Attachment's 1-4 provided herein, the following additional information is included in support of our request:

- City of Oshawa Community Area Land Needs Analysis prepared by urbanMetrics Inc. dated May 25, 2021 (Attachment No. 5); and,
- Servicing Assessment prepared by RAND Engineering Corporation dated May 31, 2021 (Attachment No. 6).

On this basis, we ask that the Envision Durham project team consider the Subject Lands for a future expansion to the City of Oshawa Settlement Area Boundary to support the ongoing and desirable growth of the Region. We would appreciate the opportunity to participate in discussions related to Envision Durham and may wish to make further detailed submissions in relation to subsequent reports related to this process. We trust that these comments are helpful and would appreciate the opportunity to meet with staff to discuss them in greater detail.

Further, we respectfully request notice of any future reports and/or public meetings and consultations regarding Envision Durham, and further that we receive notice of any decision of Regional Council.

Yours very truly,

KLM PLANNING PARTNERS INC.

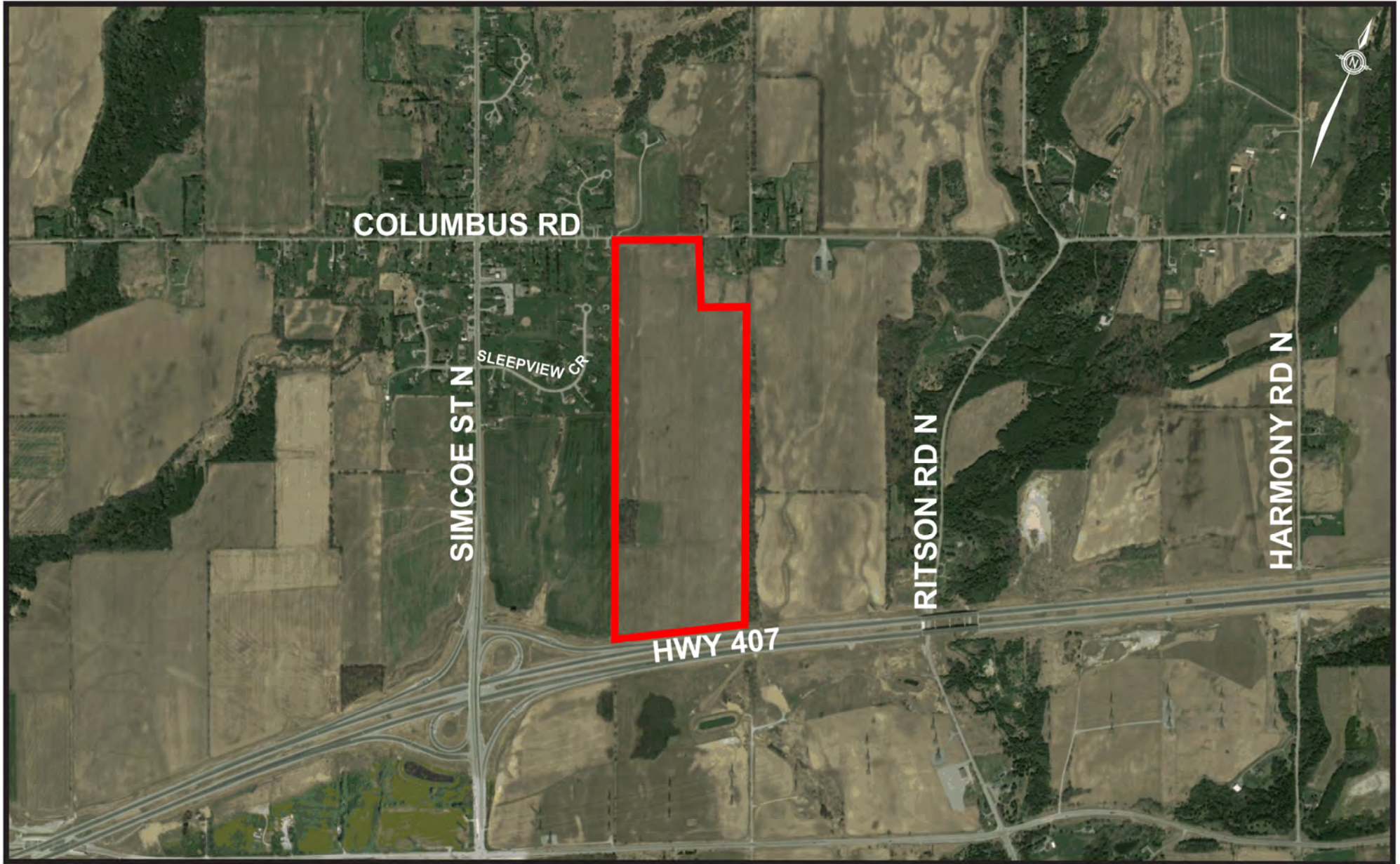


Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner

CONTEXT MAP



201 Columbus Road East
City of Oshawa

NTS



May 26, 2021

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Attachment No. 2 – KLM Responses on behalf of Setcon Investments Inc. c/o Melrose Investments Response to Settlement Area Boundary Expansion Evaluation Criteria

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
1	Demonstration of need for the expansion	<p>2.2.8.2: A settlement area boundary expansion may only occur through a municipal comprehensive review where it is demonstrated that:</p> <p>a) based on the minimum intensification and density targets in this Plan and a land needs assessment undertaken in accordance with policy 2.2.1.5, sufficient opportunities to accommodate forecasted growth to the horizon of this Plan are not available through intensification and in the designated greenfield area:</p> <p style="padding-left: 40px;">i. within the upper-or single-tier municipality, and</p> <p style="padding-left: 40px;">ii. within the applicable lower-tier municipality;</p> <p>b) the proposed expansion will make available sufficient lands not exceeding the horizon of this Plan, based on the analysis provided for in policy 2.2.8.2 a), while minimizing land consumption; and</p> <p>c) the timing of the proposed expansion and the phasing of development within the designated greenfield area will not adversely affect the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan.</p>	<p>7.3.11 Expansions to the Urban Area boundaries beyond those shown on Schedule 'A' – Regional Structure shall only occur through a comprehensive review of this Plan having regard for the following:</p> <p>e) the population and employment forecasts established by the Plan;</p> <p>f) the growth management objectives of Policy 7.3.9; (refers to minimum intensification target, minimum designated greenfield area density target, and target employment growth for employment areas);</p> <p>g) the ability to provide for a minimum 10-year housing and employment land needs Regionwide, with logical and sequential development patterns. Where an area municipality has no opportunities for Urban Area Boundary expansion, this policy shall not be construed to provide justification for Employment Area designation conversions to satisfy residential unit demand on an area municipal basis;</p> <p>n) the ability of the existing designated Urban Area land base to accommodate the growth forecasts of Policy 7.3.3 in accordance with relevant density and intensification targets of this Plan;</p> <p>o) the expansion makes available sufficient lands for a time horizon not exceeding 20 years;</p>	<p>Evaluation will implement the requirements of the Growth Plan, 2019 [2020], where the Regional Official Plan reflects targets from the Growth Plan, 2006 and are therefore out of date and require updates (forecast, horizon, density and intensification targets, unit supply).</p>	<ul style="list-style-type: none"> - The Region of Durham ("Region") is currently undertaking a Municipal Comprehensive Review which is the basis for this submission. Through the MCR and the requisite Regional Official Plan Amendment, the Region will distribute the 2051 population and employment forecasts from A Place to Grow: Growth Plan Growth Plan for the Greater Golden Horseshoe, 2020 ("Growth Plan") to each local municipality, including the City of Oshawa. - A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 ("Growth Plan") provides population and employment growth forecasts to the Region of Durham to 2051. The effect of these new forecasts is that Durham Region is directed to plan for a population of 1,300,000 and 460,000 jobs by 2051; growth of 340,000 people and 110,000 jobs from the 2031 horizon year to 2051. This represents an increase of approximately 634,000 people and 223,200 jobs over the 35-year period since the last census in 2016 and the forecast horizon year of 2051. - According to Regional staff, the Region has maintained an annual growth rate of 1.2% over the past 20 years, amounting to growth of 8,000 – 10,000 people/year. To achieve the minimum Growth Plan forecast of 1,300,000 by 2051, the Region's rate of growth will need to significantly increase. New investments in transit and public service facilities at both the Regional and Provincial levels will help to stimulate growth, but based on historical growth rates achieving the minimum forecasts of the Growth Plan will be challenging. urbanMetrics Inc. have prepared a Community Area Land Needs Analysis in support of this request for a Settlement Area Boundary Expansion ("urbanMetrics Report"). According to the urbanMetrics Report, population growth in Oshawa

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
					<p>has accelerated in recent years. While the population in Oshawa grew at an average annual rate of 0.4% between 2001 and 2009, since 2009 it has grown at an average annual rate of 1.6%. This 1.6% average annual growth rate was the second fastest growth rate in Durham Region.</p> <ul style="list-style-type: none"> - As part of the MCR, a Growth Management Study (“GMS”) is being completed. The first phase of the GMS includes completion of a Land Needs Assessment (“LNA”) pursuant to the Provincial methodology. The LNA will determine whether urban boundary expansions are required across the Region through, amongst other matters, an assessment of various intensification and density targets (minimum of 50% intensification and minimum 50 residents/jobs per hectare as required by the Growth Plan). This assessment will be informed by the growth potential in the Region’s Strategic Growth Areas as well as general intensification throughout the built-up area. The results of this assessment will directly inform the quantum of Community Area land required to accommodate the 2051 forecasts which cannot be accommodated through intensification. - The urbanMetrics Report identifies that based on various intensification and density targets, the City of Oshawa will require a Settlement Area Boundary Expansion of at least 350 gross hectares of Community Area lands to meet the population and employment forecasts to 2051.
2	Determining most appropriate locations for expansion based on Feasibility	2.2.8.3: Where the need for a settlement area boundary expansion has been justified in accordance with policy 2.2.8.2, the feasibility of the proposed expansion will be determined and the most appropriate location for the proposed expansion will be identified based on the comprehensive application of all of the policies in this Plan, including the following:	7.3.11: Expansions to the Urban Area boundaries beyond those shown on Schedule ‘A’ – Regional Structure shall only occur through a comprehensive review of this Plan having regard for the following:		<ul style="list-style-type: none"> - See below.

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3	Feasibility – infrastructure and public service facilities	2.2.8.3 a) there is sufficient capacity in existing or planned infrastructure and public service facilities;	7.3.11 c) existing or committed infrastructure;	Proximity to existing or planned transit and active transportation infrastructure.	<ul style="list-style-type: none"> - An integrated approach to the provision of infrastructure with growth is a foundational principle of the Growth Plan. Infrastructure and public service facilities across the Region will need to be expanded to accommodate the 2051 population and employment growth forecasts, whether through intensification or urban boundary expansions. Opportunities to maximize existing infrastructure will also be explored. - The Subject Lands are well connected to <u>existing</u> transit and active transportation infrastructure pursuant to the 2017 Durham Region Transportation Master Plan (“TMP”). Durham Region Transit (“DRT”) currently operates along the entire stretch of Simcoe St. through Columbus. South from the Subject Lands and south of Highway 407, GO operate a bus route along Simcoe St. from Highway 7 south to Dundas Street and along Highway 7 from the intersection of Simcoe St. west eventually connecting to Highway 407 in Pickering. Simcoe St. south of the existing developed limits of Columbus is identified as an Existing Primary Cycling Network as identified in the Regional Cycling Plan. - The Subject Lands are well connected to <u>planned</u> transit and active transportation infrastructure pursuant to the TMP. Simcoe St. south of the 407 is planned as a Rapid Transit Corridor with exclusive transit lanes and a 5-minute peak period service headway. North of Highway 407 through Columbus, Simcoe St. is planned as an “Other Transit Spine” with a combination of both DRT and GO Bus service anticipated to operate. The current Region of Durham Official Plan (“Region OP”) contemplates the implementation of the 407 transitway; a planned high-speed public transit facility on a separate right-of-way within the Highway 407 corridor. Simcoe St. is identified as a Planned Primary Cycling Network as identified in the Regional Cycling Plan and a number

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					of proposed Regional Trail networks are planned immediately south and east of the Subject Lands.
4	Feasibility – infrastructure and public service facilities	2.2.8.3 b) the infrastructure and public service facilities needed would be financially viable over the full life cycle of these assets;	7.3.11 d) financial capability of the Region;	The need to expand or extend public infrastructure is minimized.	<ul style="list-style-type: none"> - RAND Engineering Corporation have prepared a Municipal Servicing Assessment in support of this request for a Settlement Area Boundary Expansion (“RAND Memo”). - The RAND Memo identifies that the proposed land use and road plan information for the Columbus Part II Planning Area has been obtained from the November 2019 “Alternative Solutions Report – Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act”, prepared by Macaulay Shiomi Howson Ltd. The study provided the evaluation of three alternative land use and road plans and associated budgets. - The RAND Memo concludes that the inclusion of the 28.5 ha southern portion of the Setcon property within the Oshawa Settlement Area represents a modest expansion that would not require any significant alterations to the recommended servicing scheme provided in the November 2019 “Servicing Concepts for Water and Wastewater Report”.
5	Feasibility – water, wastewater, and stormwater	2.2.8.3 c) the proposed expansion would be informed by applicable water and wastewater master plans or equivalent and stormwater master plans or equivalent, as appropriate;	7.3.11 j) the ability to service the area with full municipal water and sewerage services.		<ul style="list-style-type: none"> - The existing and proposed municipal servicing information required for each alternative land use plan has been obtained from the following background documents prepared by Wood: <ul style="list-style-type: none"> o April 29, 2019 “Background Review Water and Wastewater – Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study”. o November 13, 2019 “Columbus Part II Plan – Preliminary Cost Estimates for Stormwater Management Facilities and Hydraulic Structures”. o November 18, 2019 “Servicing Concepts for Water and Wastewater – Integrated Columbus

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					<p>Part II Planning Act and Municipal Class Environmental Assessment Act Study”.</p> <ul style="list-style-type: none"> - Water Servicing: <ul style="list-style-type: none"> o The Columbus Planning Area is located within the planned service areas for Durham Region’s Pressure Zones 4 and 5 of the water supply system. Water services will be provided via implementation of a number of upgrades to the existing water supply infrastructure and new components which will improve hydraulic capacity of Pressure Zone 4 and implement Pressure Zone 5. o In accordance with the November 2019 “Servicing Concepts for Water and Wastewater” report, the northern part of the Setcon property will be serviced via proposed 300 mm diameter watermains within Pressure Zone 4. o The report also includes proposed 300 mm diameter watermains along main streets traversing the southern part of the Setcon property and connected to the proposed 600 mm diameter watermain on Simcoe Street North and the Zone 4 Feedermain on Columbus Road. o The RAND Memo concludes that the southern part of the Setcon property can be serviced via local connections to the proposed watermain network and no additional watermain infrastructure will be required. - Waste Water: <ul style="list-style-type: none"> o The Columbus Planning Area is located within a future sewershed that will be serviced by the Durham Region’s Courtice Trunk Sanitary sewer and Courtice Water Pollution Control

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
					<p>Plant. Presently, the Region’s wastewater servicing system has insufficient capacity to service the Columbus Planning Area and a number of municipal sewage infrastructure projects will be required to extend the existing services to the Columbus Planning Area boundaries.</p> <ul style="list-style-type: none"> ○ In accordance with the November 2019 “Servicing Concepts for Water and Wastewater” report, the northern part of the Setcon property will be serviced as follows: <ul style="list-style-type: none"> ▪ In the Alternative 1 land use scenario, the site will be serviced via proposed 375mm - 450mm diameter gravity wastewater sewers installed on the main streets traversing the property. Wastewater from the property and some external area will be directed to the future 450 mm diameter gravity sewer installed on Simcoe Street North. ▪ In the Alternative 2 land use scenario, the site will be serviced via proposed 375mm - 450 mm diameter gravity wastewater sewers installed on the main streets traversing the property. Wastewater from the property and some external area will be directed to a local sanitary sewage pumping station (S.S.P.S.-2). The controlled flows will be conveyed from the pumping station via a proposed forcemain to the future 525 mm diameter gravity sewer on Columbus Road West. ▪ In the Alternative 3 land use scenario, the site will be serviced via proposed 375mm diameter gravity wastewater

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
					<p>sewers installed on the main streets traversing the property. Wastewater from the property and some external area will be directed to a local sanitary sewage pumping station (S.S.P.S.-2). The controlled flows will be conveyed from the pumping station via a proposed forcemain to the future 525 mm diameter gravity sewer on Columbus Road West.</p> <ul style="list-style-type: none"> ○ The November 2019 study also identified a proposed 450 mm diameter sewer located west of the southern part of the Setcon property. The sewer will be connected to the sanitary sewer system on Simcoe Street North with an outlet to a proposed 675 mm diameter sewer on Columbus Road West. ○ The RAND Memo concludes that the proposed 450 mm diameter sewer provides an adequate outlet for proposed development within the southern part of the Setcon property. Alternatively, the southern part of the Setcon property could be serviced via a local connection to the S.S.P.S.-2 pumping station. <p>- Stormwater:</p> <ul style="list-style-type: none"> ○ The southern part of the Setcon property is located within the limits of the Oshawa Creek watershed. The western side of the property drains from north to southwest towards the Tributary of Oshawa Creek crossing Simcoe Street North at the intersection with Highway 407 (via a 4 m x 6 m concrete box culvert). The eastern side of the property drains from north to southeast towards the Tributary of Oshawa Creek East crossing Highway 407 (via an 8.5 m x 4 m concrete box culvert).

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					<ul style="list-style-type: none"> ○ Stormwater management strategy for the Columbus Part II Planning Area and surrounding lands is presently not available. It is anticipated that storm drainage control for the subject property will be provided within stormwater management facilities designed as off-line wet ponds with permanent storage for water quality control in accordance with the “enhanced” protection level for the receiving watercourse. The SWM ponds will also provide water quantity control for the 2 -100 year and Regional Storm events. It is expected that the southern part of the Setcon property would require two SWM facilities with drainage outlets conforming to the existing drainage conditions. ○ General guidance with respect to the sizing and cost of the future SWM facilities within the Columbus Part II Planning Area was provided in the November 2019 “Preliminary Cost Estimates for Stormwater Management Facilities and Hydraulic Structures” memorandum. The sizes of the future SWM facilities were calculated using 12% of the impervious area resulting from the future development. ○ The RAND Memo concludes that based on the Alternative 3 land use plan information, it has been determined the southern part of the Setcon property of 28.5 ha with an imperviousness level of 84% would require approximately 2.8 ha of area designated for the SWM facilities.
6	Feasibility – watershed conditions, water resource system	2.2.8.3 d) the proposed expansion, including the associated water, wastewater and stormwater servicing, would be planned and demonstrated to avoid, or if avoidance is not possible, minimize			<ul style="list-style-type: none"> - The RAND Memo indicates that the expansion of the municipal infrastructure to accommodate the southern part of the Setcon property will require

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
		and mitigate any potential negative impacts on watershed conditions and the water resource system, including the quality and quantity of water;			comprehensive water, wastewater and stormwater management plans at the detailed planning stages.
7	Feasibility – key hydrologic areas and Natural Heritage System for the Growth Plan, other environmental areas/features	2.2.8.3 e) key hydrologic areas and the Natural Heritage System for the Growth Plan should be avoided where possible;	7.3.11 b) impact on the natural environment in accordance with the relevant policies of Section 2;		<ul style="list-style-type: none"> - A small Natural Heritage Feature and/or Hydrologic Feature outside of the NHS is identified in the middle of the Subject Lands on Schedule D-1 to the City of Oshawa Official Plan (“Oshawa OP”) associated with an existing woodlot. A small High Volume Recharge Area is located along the northern limits of the Subject Lands adjacent to Columbus Road East on Schedule D-2 to the Oshawa OP. - Riparian Corridors associated with the City’s Natural Heritage System and Hazard Lands are identified east and west of the Subject Lands on Schedules D-1 and F1-A to the Oshawa OP. These features require buffers between 15 and 30 m subject to the submission of an Environmental Impact Study and Natural Hazards Report. - These features/areas and their associated buffer areas would be assessed and delineated during the Part II Planning exercise as required by the Oshawa OP, and any preservation/mitigation measures would be identified and implemented through future Planning Act applications. - Pursuant to mapping available through the Ministry of Natural Resources and Forestry, the Subject Lands are not located within the Natural Heritage System for the Growth Plan.
8	Feasibility – Prime Agricultural Areas	2.2.8.3 f) prime agricultural areas should be avoided where possible. To support the Agricultural System, alternative locations across the upper-or single-tier municipality will be evaluated, prioritized and determined based on avoiding, minimizing and mitigating the impact on	7.3.11 h) where possible, avoid prime agricultural areas, and as an alternative consider lower priority lands in prime agricultural areas. Where it is not possible to avoid prime agricultural lands, the location of urban boundaries will make use of natural or man-made features such as		<ul style="list-style-type: none"> - The Subject Lands are not a specialty crop area. - Expansion of the Oshawa Settlement Area Boundary to include the Subject Lands provides an opportunity to form a more rounded out boundary.

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		<p>the Agricultural System and in accordance with the following:</p> <ul style="list-style-type: none"> i. expansion into specialty crop areas is prohibited; ii. reasonable alternatives that avoid prime agricultural areas are evaluated; and iii. where prime agricultural areas cannot be avoided, lower priority agricultural lands are used; 	<p>road allowances, valley lands and other natural features to mitigate potential conflicts between urban and agricultural uses;</p>		<ul style="list-style-type: none"> - It is noted that all lands adjacent to the existing Oshawa Settlement Area Boundary are designated Prime Agricultural or Open Space and Recreation, or fall within the Oak Ridges Moraine. As such there are no reasonable alternatives to expand the Settlement Area Boundary which avoid prime agricultural areas. - The Subject Lands have low agricultural priority due to their high level of fragmentation, small size, proximity to existing and proposed urban development to the north, west and south, proximity to environmental protection lands associated with the Greenbelt to the east and lack of agricultural activity. The nature of the surrounding land uses and features has the effect of physically separating the Subject Lands from any other agricultural lands, making them not conducive for long term agricultural use.
9	Feasibility – Impacts on Agricultural uses	2.2.8.3 g) the <i>settlement area</i> to be expanded is in compliance with the <i>minimum distance separation formulae</i> ;			<ul style="list-style-type: none"> - For the purposes of a settlement area boundary expansion, completion of MDS I setbacks are required at the time of an official plan amendment application to change the land use from a prime agricultural area or rural lands type designation to a settlement area type designation. New or expanded settlement area boundaries are considered a Type B land use. All existing livestock facilities or anaerobic digesters within a 1,500-metre distance of a proposed Type B land use shall be investigated and MDS I setback calculations undertaken where warranted. - Implementation Guideline No. 6 from the OMAFRA MDS Implementation Guidelines identifies that separate MDS I setbacks shall be required to be measured from all existing livestock facilities and anaerobic digesters on lots in the surrounding area that are reasonably expected (emphasis added) by an approval authority to be impacted by the proposed application.

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
					<ul style="list-style-type: none"> - The lands directly north of the Subject Lands (166 Columbus Road E.) contain an existing livestock facility. These lands are part of the existing Oshawa Settlement Area Boundary and the Columbus Part II Planning Area and thus are intended to transition following approval of the Columbus Part II Plan to accommodate urban uses. At that time, the existing livestock operation would cease. Further, the northern portion of the Subject Lands immediately adjacent to said livestock facility are also located within the existing Oshawa Settlement Area Boundary and the Columbus Part II Planning Area. Pursuant to the MDS Guidelines, MDS I setbacks are not required in a settlement area. Given the location of the livestock facility within the existing Settlement Area Boundary, it is not reasonably expected to be impacted by this proposed settlement area boundary expansion. - A review 2021 aerial photography did not identify any other livestock facilities within 1,500 metres of the Subject Lands.
10	Feasibility – Impacts on Agricultural uses	2.2.8.3 h) any adverse impacts on the agri-food network, including agricultural operations, from expanding settlement areas would be avoided, or if avoidance is not possible, minimized and mitigated as determined through an agricultural impact assessment;			<ul style="list-style-type: none"> - As per the above, the Subject Lands are surrounded on the north, west and south by the existing Oshawa Settlement Area boundary which is expected to be developed for urban uses. To the east are lands within the Greenbelt. As such, the lands are physically separated from other agricultural operations. Given the surrounding urban context, and the use of the lands for agricultural purposes would be severely constrained. On this basis development of the lands for urban uses will result in minimal impacts on the agri-food network and remaining agricultural operations.
11	Feasibility – Resources and Public Health and Safety	2.2.8.3 i) the policies of Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS are applied;	7.3.11 i) the aggregate resource capability of the area;		<ul style="list-style-type: none"> - The eastern boundary of the Subject Lands is within an area designated as Greenland on Schedule A of the Oshawa OP. Further, a Natural Heritage Feature and/or Hydrologic Feature outside of the NHS is identified in the middle of the Subject Lands on

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
					<p>Schedule D-1 – Environmental Management. Pursuant to mapping available from the Ministry of Natural Resources, the identified Natural Heritage Feature and/or Hydrologic Feature outside of the NHS is also associated with a wetland feature. As noted above, these features and their associated buffers would be assessed during a Part II Planning exercise and any preservation or mitigation measures would be identified and implemented through future Planning Act applications. However, given their size and location it is not anticipated that they will significantly constrain the development of the Subject Lands.</p> <ul style="list-style-type: none"> - A Stage 1 Archaeological Assessment was conducted by A.S.I in support of the Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study. The study area for the report includes the entirety of the Columbus Part II Planning Area plus additional land including the entirety of the Subject Lands. The report identifies that approximately 1,002 hectares of the Study Area exhibit potential for the presence of archaeological resources, and that future developments are to be preceded by a Stage 2 Archaeological assessment. Two sites were recommended for Stage 3 Assessments, not including the Subject Lands. - A Cultural Heritage Resource Assessment was also carried out by A.S.I. as part of the Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study. This report provides an inventory of potential cultural heritage resources within the Columbus Study Area. The Subject Lands are not identified as having any potential cultural heritage resource. - No areas of aggregate potential have been identified on Schedule ‘D’ High Potential Aggregate Resource Areas to the Region of Durham OP or Schedule ‘D-2’

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
					Environmental Management to the City of Oshawa OP.
12	Feasibility – Other provincial plans and source protection plans	2.2.8.3 j) the proposed expansion would meet any applicable requirements of the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plans and any applicable source protection plan; and			<ul style="list-style-type: none"> - The Subject Lands are not located within the Greenbelt, Oak Ridges Moraine, Niagara Escarpment or Lake Simcoe Protection Plan boundaries. - The Subject Lands are located within the administrative boundaries of the CTC Source Protection Plan, however are not identified within a vulnerable area.
13	Feasibility – Greenbelt Plan limitations	<p>2.2.8.3 k) within the Protected Countryside in the Greenbelt Area:</p> <ul style="list-style-type: none"> i. the settlement area to be expanded is identified in the Greenbelt Plan as a Town/Village; ii. the proposed expansion would be modest in size, representing no more than a 5 per cent increase in the geographic size of the settlement area based on the settlement area boundary delineated in the applicable official plan as of July 1, 2017, up to a maximum size of 10 hectares, and residential development would not be permitted on more than 50 per cent of the lands that would be added to the settlement area; iii. the proposed expansion would support the achievement of complete communities or the local agricultural economy; iv. the proposed uses cannot be reasonably accommodated within the existing settlement area boundary; v. the proposed expansion would be serviced by existing municipal water and wastewater systems without impacting future intensification opportunities in the existing settlement area; and vi. expansion into the Natural Heritage System that has been identified in the Greenbelt Plan is prohibited. 	<p>7.3.11 k) for Urban Areas located within the Protected Countryside of the Greenbelt Plan Area, subsequent to the 10-year Greenbelt Plan review, the environmental assessment in support of expanded sewage and water services must be completed or approved prior to amending the Urban Area boundary, and the expansion must not extend into the Greenbelt Natural Heritage System, and the expansion is subject to the relevant provisions of the Greenbelt Plan.</p> <p>7.3.11 l) Urban Areas outside the Greenbelt Plan Area are not permitted to expand into the Greenbelt Plan Area;</p>		<ul style="list-style-type: none"> - As noted above, the Subject Lands are not located within the Greenbelt Plan area.

ID	Criterion/ Requirement	Growth Plan, 2020	Durham Regional Official Plan	Enhancements/ Additional Considerations	KLM Response on behalf of Setcon Investments Inc. co Melrose Investments
14			7.3.11 a) The Regional Structure established by this Plan.	The Settlement Area Boundary Expansion represent a contiguous, orderly, and logical expansion to the existing Settlement Area Boundary.	<ul style="list-style-type: none"> - The Subject Lands are located within the Columbus Community, immediately east of the existing developed area of Columbus. The north portion of the Subject Lands are within the existing Oshawa Settlement Area Boundary and the south portion is located outside. The Subject Lands are bounded by Columbus Road East in the north, Highway 407 in the south, the Columbus Special Development Area and the existing Oshawa Major Urban Area boundary in the west and a mid concession lot line in the east between Lot 10 and Lot 11, Concession 6. - Inclusion of the Subject Lands within the Oshawa Settlement Area Boundary represents a modest expansion that will round out the existing Oshawa Urban Area and represents an infill opportunity. - Given the ongoing Part II Planning Area study currently underway for Columbus, the expansion of the Settlement Area Boundary to include the Subject Lands provides the opportunity to plan the two areas comprehensively. - The lands will be designed to meet the minimum density target of 50 residents/jobs per hectare and can be phased in accordance with the phasing proposed for the Oshawa OP. - A planned commercial centre is identified just south of the 407 at the intersection of Winchester Road and Simcoe St. N. which coincides with a Regional Centre identified in the Region OP and identified as a Community Central Area Boundary on Schedule A-2 – Corridors and Intensification Areas. Regional Corridors and Centres are part of the Region’s strategic Growth Areas where growth through intensification is directed. The location of the Subject Lands will support the development of the Regional Centre and its role as a community focal point.

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15			<p>7.3.11 p) where a comprehensive review of this Plan includes consideration of lands for Urban Area expansion within the City of Pickering east of the Pickering Airport lands, outside of the Greenbelt Plan, the following additional matters will be assessed and evaluated at that time:</p> <ul style="list-style-type: none"> i. the amount and rate of development that has occurred in the Seaton Community; and ii. the preparation and completion of a watershed plan update for the East Duffin and Carruthers Creek watersheds. 		<ul style="list-style-type: none"> - The Subject Lands are not within the City of Pickering.
16				<p>The Settlement Area Boundary Expansion contributes to context appropriate population and employment growth that considers balance and distribution across the Region.</p>	<ul style="list-style-type: none"> - The current Durham OP allocates 21% of the Region's population and 26% of the Region's employment to the City of Oshawa to 2031. The urbanMetrics Report forecasts a population for Oshawa of 290,150 to 2051, representing growth of approximately 110,340 persons between 2021 and 2051, or about 3,680 persons per year. This population accounts for 22.4% of the population of the Region. - As noted above, the urbanMetrics Report identifies that there is a need to accommodate at least 350 hectares of new Community Area Land in Oshawa to accommodate forecast growth. In this regard, the Subject Lands would represent between 5% and 8% of the Community Area land expansion required to accommodate future growth. - Based on a preliminary unit forecast prepared by our office, the Subject Lands could conservatively accommodate up to 446 units at a density of 17 units/hectare which would generate a population of approximately 1,359 based on the above context appropriate scenario.

LEGEND

SUBJECT LANDS
 "Prime Agricultural Areas and Living Area"
166 Columbus Rd E
 "Living Areas"
310 Columbus Rd E
 "Living Areas"

OFFICIAL PLAN OF THE REGIONAL MUNICIPALITY OF DURHAM

SCHEDULE 'A' - MAP 'A4' REGIONAL STRUCTURE

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LEGEND

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- URBAN AREA BOUNDARY
- URBAN GROWTH CENTRE
- LIVING AREAS
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- AREAS DEVELOPABLE ON PRIVATE WELLS & MUNICIPAL SEWER SYSTEMS
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- REGIONAL CENTRE
- REGIONAL CORRIDOR
- EMPLOYMENT AREAS
- AREAS DEVELOPABLE ON MUNICIPAL WATER SYSTEMS & PRIVATE WASTE DISPOSAL SYSTEMS
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- GREENBELT BOUNDARY
- WATERFRONT PLACE
- WATERFRONT LINKS

TRANSPORTATION SYSTEM

SEE SCHEDULE C FOR DESIGNATIONS

THE FOLLOWING IS SHOWN SELECTIVELY, FOR EASE OF INTERPRETATION OF OTHER DESIGNATIONS ONLY.

EXISTING

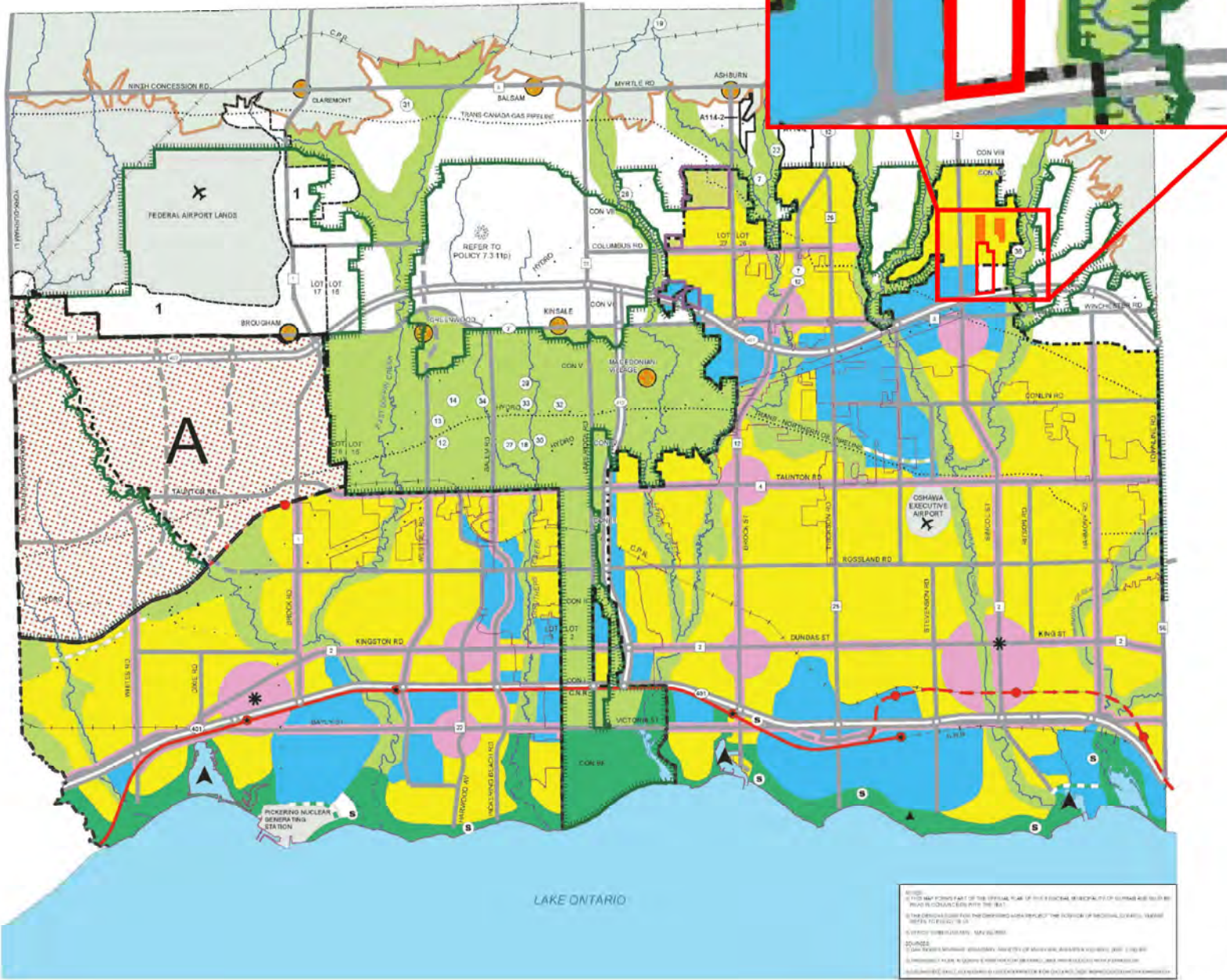
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- FREWAY
- INTERCHANGE
- GO RAIL
- GO STATION

FUTURE

- ARTERIAL ROAD
- FREWAY
- INTERCHANGE
- GO RAIL
- GO STATION

SPECIAL AREAS

- SPECIAL STUDY AREA
- DEFERRED BY MINISTER OF MUNICIPAL AFFAIRS
- REFER TO POLICY 7.3.11(p)
- SPECIFIC POLICY AREA
- APPEALED TO O.M.B.
- LANDS APPEALED TO O.M.B. REFER TO POLICY 14.13.7



NOTE: THIS MAP FORMS PART OF THE OFFICIAL PLAN OF THE REGIONAL MUNICIPALITY OF DURHAM AND IS TO BE REPRODUCED IN ACCORDANCE WITH THE MAPS ACT.

IF THE ORIGINAL MAP FOR THE PURPOSES OF THIS ACT IS NOT AVAILABLE, THE USER OF THIS MAP SHALL REFER TO THE ORIGINAL MAP FOR THE PURPOSES OF THIS ACT.

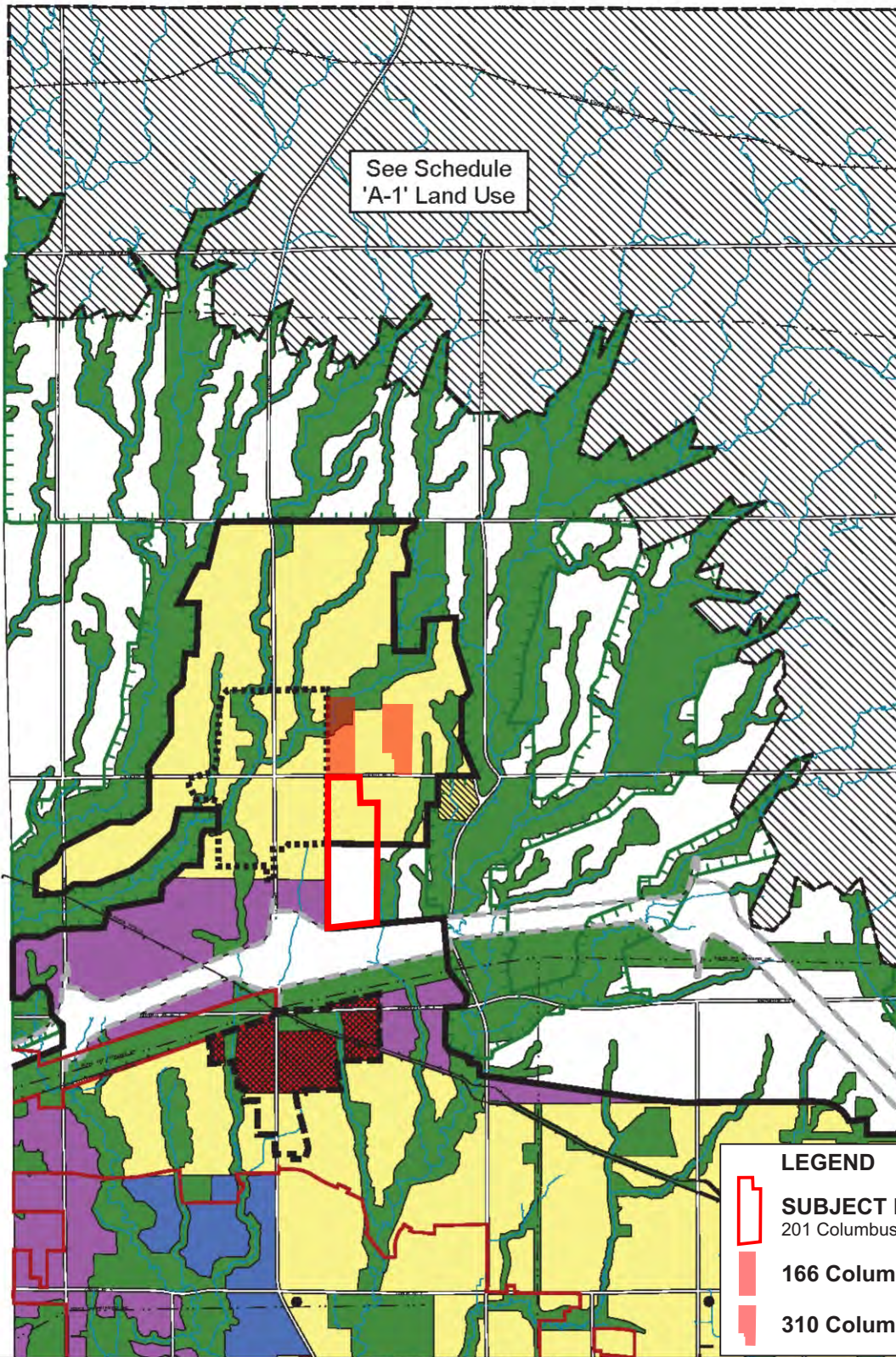
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COUNCIL: COUNCIL RESOLUTION 2007-01-01, RESOLUTION 2007-01-02, RESOLUTION 2007-01-03, RESOLUTION 2007-01-04, RESOLUTION 2007-01-05, RESOLUTION 2007-01-06, RESOLUTION 2007-01-07, RESOLUTION 2007-01-08, RESOLUTION 2007-01-09, RESOLUTION 2007-01-10, RESOLUTION 2007-01-11, RESOLUTION 2007-01-12, RESOLUTION 2007-01-13, RESOLUTION 2007-01-14, RESOLUTION 2007-01-15, RESOLUTION 2007-01-16, RESOLUTION 2007-01-17, RESOLUTION 2007-01-18, RESOLUTION 2007-01-19, RESOLUTION 2007-01-20, RESOLUTION 2007-01-21, RESOLUTION 2007-01-22, RESOLUTION 2007-01-23, RESOLUTION 2007-01-24, RESOLUTION 2007-01-25, RESOLUTION 2007-01-26, RESOLUTION 2007-01-27, RESOLUTION 2007-01-28, RESOLUTION 2007-01-29, RESOLUTION 2007-01-30, RESOLUTION 2007-01-31, RESOLUTION 2007-02-01, RESOLUTION 2007-02-02, RESOLUTION 2007-02-03, RESOLUTION 2007-02-04, RESOLUTION 2007-02-05, RESOLUTION 2007-02-06, RESOLUTION 2007-02-07, RESOLUTION 2007-02-08, RESOLUTION 2007-02-09, RESOLUTION 2007-02-10, RESOLUTION 2007-02-11, RESOLUTION 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TOWN OF WHITBY

MUNICIPALITY OF CLARINGTON

See Schedule 'A-1' Land Use



LEGEND

SUBJECT LANDS
201 Columbus Rd E

166 Columbus Rd E

310 Columbus Rd E

See Schedule 'A' Land Use South Half



Schedule 'A' Land Use
City of Oshawa
Official Plan

North Half

November 2019



Development Services Department

Notes:
1. This Schedule should be read in conjunction with the text

<p>Legend</p> <ul style="list-style-type: none"> Urban Areas Residential Downtown Oshawa Urban Growth Centre Planned Commercial Centre Planned Commercial Strip Special Purpose Commercial Institutional Industrial Regeneration Area Airport Special Waterfront Area Utilities Local Central Area Boundary of Major Urban Area Built Boundary 	<ul style="list-style-type: none"> Special Development Area Main Central Area Boundary Sub-Central Area Boundary Community Central Area Boundary Marina Node Recreational Node Tourist Node <p>Rural Areas</p> <ul style="list-style-type: none"> Estate Residential (refer to section 2.7.3.1) Prime Agricultural Oak Ridges Moraine Limits of Approved Highway 407 Corridor Greenbelt Protected Countryside Area Boundary <p>Greenland Areas</p> <ul style="list-style-type: none"> Open Space and Recreation
--	--



CITY OF OSHAWA

Community Area Land Needs Analysis

Oshawa, Ontario

Prepared for **Setcon Investments**

May 25, 2021



This document is available in alternative formats upon request by contacting:

info@urbanMetrics.ca
416-351-8585 (1-800-505-8755)



May 25, 2021

Attention: David Faye, MCIP, RPP
Setcon Investments Inc.
145 Reynolds Street
Suite 400,
Oakville, Ontario
L6J 0A7

Dear Mr. Faye:

RE: City of Oshawa – Community Area Land Needs Analysis (Oshawa, Ontario)

urbanMetrics inc. is pleased to provide this report which examines the need for a settlement boundary expansion to include lands in the community of Columbus in the City of Oshawa. Setcon Investments owns 28.5 hectares of land that are bordered on three sides by the settlement area boundary in the community of Columbus in north Oshawa.

This study has forecast population, employment and household growth in the City of Oshawa to 2051, based on the forecasts for Durham Region that are contained in Schedule 3 of the Growth Plan. These growth forecasts have then been used to assess the need for a Settlement Area expansion in Oshawa to accommodate additional Community Area lands necessary to support the demand for housing to the 2051 horizon.

We appreciate the opportunity to conduct this assignment on your behalf and look forward to discussing the results of our report with you.

Yours truly,

A handwritten signature in black ink that reads "Rowan Faludi". The signature is written in a cursive, flowing style.

Rowan Faludi, MCIP, RPP, PLE, CMC
Partner
rfaludi@urbanMetrics.ca

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Executive Summary

urbanMetrics inc. has been retained by Setcon Investments to determine if there is a need for additional Community Area lands in the City of Oshawa to support population and population-related employment growth to the 2051 planning horizon.

Durham Region is in the process of completing its Envision Durham Municipal Comprehensive Review to bring the Official Plan policies into conformity with *A Place to Grow: Growth Plan for the Greater Golden Horseshoe*. As part of Envision Durham, the Region is seeking submissions from landowners proposing that their lands be considered for inclusion within the urban area, if a settlement area boundary expansion is warranted to accommodate the 2051 population and employment forecasts contained in Schedule 3 of the Growth Plan.

Durham Region has recently retained Hemson Consulting Ltd. (“Hemson”) to complete the Land Needs Assessment (“LNA”) as part of the MCR. The Hemson LNA is not scheduled to be completed until after the May 31 submission deadline for boundary expansions. Therefore, the purpose of this study is to undertake a land needs analysis and site evaluation to determine whether additional Community Area lands are needed in Oshawa to accommodate 2051 population growth and if a portion of this land need can be met by lands owned by the Setcon Investments in the community of Columbus.

This Community Area Land Needs Analysis is based on forecast market demand for housing, which is consistent with the approach identified in the *Land Needs Assessment Methodology for the Greater Golden Horseshoe (2020)* (“LNA Methodology”)

Oshawa Demographic and Market Profile

- Population growth in Oshawa has accelerated in recent years. While the population in Oshawa grew at an average annual rate of 0.4% between 2001 and 2009, since 2009, it was grown at an average annual rate of 1.6%. This 1.6% average annual growth rate was the second fastest growth rate in Durham Region.
- The primary source of population growth in Durham Region and Oshawa over the past 20 years has been net in-migration from other Greater Toronto Area (“GTA”) municipalities. The majority of this population growth has been concentrated in the 25 to 39 age group (the Millennial generation, or Generation Y) and their children (under 10 years of age). These are people in their prime household formation years, which has significant impacts on demand for housing, particularly ground-related housing, as these people start families and require more space.
- Based on population growth forecasts included in the Durham Regional Official Plan and Schedule 3 of the Growth Plan, the Province anticipates that population growth in Durham Region will accelerate between 2016 and 2051. In the 25-year period between 1991 and 2016, the population in Durham Region grew at an average annual pace of 9,720 persons per year.

By comparison, to meet the 2051 population forecast included in Schedule 3 of the Growth Plan, the pace of population growth between 2016 and 2051 will need to nearly double to approximately 18,115 persons per year in Durham Region.

- In comparison to Durham Region, Oshawa has a larger share of its population in the age 55 years and older cohort, as well as the 25 to 34 years age cohort. Population growth in the 25 to 34 age cohort is consistent with migration trends to Durham Region.
- The propensity to live in apartment units increases dramatically after 55 years of age. Similarly, the propensity to live in single and semi-detached units as well as townhomes increases in the 25 to 34 age group. Net in-migration to Oshawa in these age groups will also increase demand for both apartments and ground-related housing over the forecast horizon.

Population, Employment and Household Growth in Oshawa

- urbanMetrics has prepared population forecasts for Oshawa that are employment driven and based on the economic and demographic potential of the City. Going forward, it is also anticipated that employment growth in nearby municipalities, particularly the City of Toronto and other municipalities in Durham Region will be a key driver of population growth in Oshawa.
- Oshawa is forecast to have a total population of approximately 290,150 persons by 2051, representing growth of 110,340 persons over the 30-year period between 2021 and 2051, or about 3,680 persons per year. Overall, by 2051, Oshawa is forecast to account for 22.4% of the population in Durham Region, down from 25.1% in 2020.
- Applying age-specific headship rates to the population in private households results in growth of approximately 37,580 households between 2021 and 2051 in Oshawa, or approximately 1,250 new households per year. This is in comparison to recent housing construction activity of 950 units per year. Therefore, the household growth forecasts anticipate that housing construction activity in Oshawa will increase.
- There is an estimated June 1, 2021 housing unit supply of 30,820 units within the Urban Area of Oshawa. Approximately 38% of these units are located within the built-up area of the municipality and will contribute towards the intensification target.

Community Area Land Needs in Oshawa

- **Based on various intensification and density targets, the City will require a Settlement Area boundary expansion of at least 350 gross hectares of Community Area lands to meet the population and employment forecasts to 2051.**

- If the intensification target in Oshawa is increased to 45% as part of the ongoing Regional MCR, it will require the construction of approximately 570 new apartment units per year between 2021 and 2051. This will require a policy-based shift into apartment units and highlights the need to take a cautious approach when evaluating the intensification target in Oshawa as part of the ongoing MCR.
- Recognizing the difficulty in achieving the 45% intensification target, urbanMetrics has also prepared Community Area land needs assessment based on the existing intensification target of 39%. Based on this existing intensification rate scenario, Oshawa will require a Settlement Area boundary expansion of 479 gross hectares of Community Area lands. However, it is notable that even under this scenario, the City will require a policy-based shift in demand towards apartment units.
- We also recognize that the Region wide intensification target, as per the Growth Plan for the Greater Golden Horseshoe is 50%. For illustrative purposes, we have estimated the land needs if the City of Oshawa were to maintain the regional average as a target. Even at this rate, some 242 hectares of additional Designated Greenfield Area would be required to support residential growth to 2051.

The Subject Lands

- The subject lands comprise some 28.5 hectares (excluding) natural heritage features, and are ideally suited for a boundary expansion to support future growth in Oshawa.
- The lands are contiguous to the planned settlement area and, as the three alternative land use concepts prepared by the City as part of the Columbus planning process illustrate, they can seamlessly transition from the planned neighbourhoods within the settlement area boundary.
- The subject lands are bordered on three sides by the Major Urban Area boundary in north Oshawa. Therefore, expanding the settlement area boundary to incorporate the subject lands would result in a logical settlement area boundary, as directed by the LNA Methodology, which states that municipalities should “establish logical settlement area boundaries and avoid partial neighbourhoods or irregular servicing boundaries”.
- In the 3 Columbus Part II Land Use Alternatives proposed in the City’s Alternative Solutions Report, the southern half of the subject site is shown as employment lands. In our opinion, the most appropriate use for the south end of the subject lands would be as a continuation of the proposed residential lands to the north, rather than as employment lands as shown on the alternative land use plans. The subject lands are needed to support future residential growth. They are well positioned for a residential neighbourhood and would represent the logical extension of the community to the north. The City has a far greater supply of employment

lands than it will need to serve demand to 2051 and beyond and would not need the subject lands to augment its supply. The subject lands were not considered for employment uses when the Region undertook its employment land refinement exercise. Finally, the character of the lands near to the subject lands could be defined by the inclusion of a community park and an environmental enhancement area, further reducing their desirability to support employment land uses and enhancing them as a residential neighbourhood.

Conclusion

Even under the conservative scenario, which assumes a higher intensification rate in Oshawa, the municipality will require a Settlement Area boundary expansion of 350 gross hectares to accommodate forecasted population and employment growth to 2051.

Lands owned by Setcon Investments, which border the Major Urban Area boundary on three sides, provide an ideal opportunity to accommodate growth in the municipality to 2051. **The land owned by Setcon would represent between 5% and 8% of the Community Area expansion required to accommodate growth.**

2.0 Introduction

urbanMetrics inc. (“urbanMetrics”) has been retained by the Setcon Investments to determine if there is a need for additional Community Area lands in the City of Oshawa (“Oshawa” or the “City”) to support population and population-related employment growth to the 2051 planning horizon.

2.1 Purpose

Durham Region (the “Region”) is seeking submissions from landowners who are interested in having their lands considered for inclusion within the urban area, if a settlement area boundary expansion is warranted to accommodate the 2051 population and employment forecasts contained in Schedule 3 of the Growth Plan.

Setcon Investments is submitting an application to consider their lands, which are bordered on three sides by the settlement area boundary in the community of Columbus in north Oshawa, for inclusion within the Oshawa Major Urban Area as part of the ongoing Envision Durham Municipal Comprehensive Review (MCR).

As part of an application to consider lands for inclusion in the future urban area, the Region is asking landowners to respond to, or address, the criteria identified within the Settlement Area Boundary Expansion section of the Growth Plan as well as criteria identified in a report to the Planning and Economic Development Committee on March 2, 2021 (Report #2021-P-7). The first criteria identified in Appendix C of Report #2021-P-7 that the applicant must demonstrate need for the expansion.

The purpose of this Community Area Land Needs Analysis is to identify the demonstrated need for a Settlement Area boundary expansion in Oshawa to accommodate population and employment growth to 2051. The Region has not yet released the population and employment allocations to 2051 for its constituent municipalities. Therefore, in determining the need for additional Community Area lands in Oshawa, urbanMetrics has prepared population, employment, as well as a market based housing demand forecast, which is consistent with the approach identified in the *Land Needs Assessment Methodology for the Greater Golden Horseshoe (2020)*, hereafter referred to as the LNA Methodology.

2.2 Background

Setcon Investments is the owner of lands located directly adjacent to the Major Urban Area boundary in the City of Oshawa, hereafter referred to as the subject site. The location of the subject site is shown in Figure 2-1. As shown, the lands are bordered on three sides by the Major Urban Area boundary in the City of Oshawa. The subject lands comprise approximately 28.5 hectares of land that would be considered developable when calculating the density target for Community Area lands needs.

Figure 2-1: Location of Subject Lands



SOURCE: urbanMetrics inc.

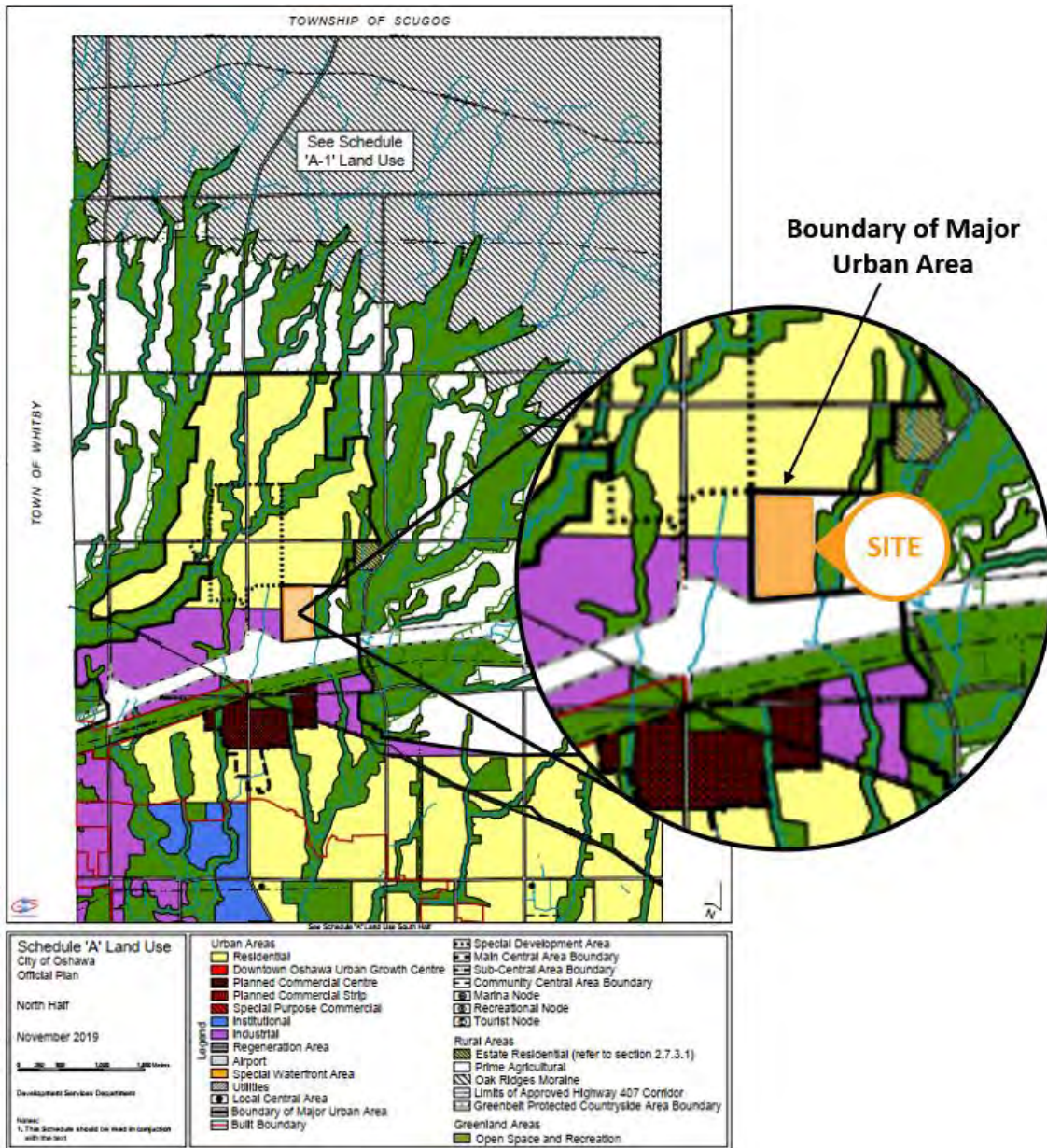
To provide additional context for the location of the subject lands, Figure 2-2 shows the location of the lands in Schedule A Land Use of the City of Oshawa Official Plan. As shown, the Major Urban Area boundary is adjacent to three sides of the subject lands. The lands are also bordered on the north by Residential lands and bordered on the west by both Residential and Industrial lands. To the east of the subject lands are lands designated as Open Space and Recreation.

When considering the inclusion of the subject lands within the future Major Urban Area boundary, we have considered the direction of the LNA Methodology, which states:

The area for settlement area boundary expansion is then adjusted upwards in a minor way, if necessary, to ensure logical boundaries of the settlement area. This will generally be an arterial or concession road or other man-made or natural definable feature. The intent is to establish logical settlement area boundaries and avoid partial neighbourhoods or irregular servicing boundaries. Such adjustments would require slight increases to the forecast assumed in implementing this assessment. (emphasis added)

This paragraph in the LNA Methodology identifies the need for ‘logical boundaries’ twice and provides the further direction that it can be based on natural definable features. As shown in Figure 2-2, Ritson Road North and the Open Space and Recreation designation are located to the east of the subject lands and provide a definable feature when establishing a future Major Urban Area boundary in Oshawa.

Figure 2-2: Oshawa Official Plan, Schedule A



SOURCE: urbanMetrics inc. based on Oshawa Official Plan, Schedule A Land Use.

2.3 Approach

The following section describes the major work tasks undertaken by urbanMetrics in carrying out this Community Area Land Needs Analysis. The scope of work has been divided into the following categories:

- **Demographic and Market Profile:** To contribute towards an understanding of market demand for housing, we have prepared a comprehensive economic and demographic analysis of current trends in Oshawa. This has included a review of the demographic characteristics of the population in Oshawa, migration trends in Durham Region, propensities to live in various forms of housing, housing construction, employment trends and commuting trends.
- **Market Demand for Housing:** Based on these demographic and market trends, as well as the Durham Region population and employment forecasts contained in Schedule 3 of the Growth Plan, we have forecast population and employment growth in Oshawa. Based on the LNA Methodology, we have translated this population growth into market demand for housing in Oshawa to 2051.
- **Housing Supply:** We have determined the available supply of unbuilt units within the Built-up Area (BUA) and Designated Greenfield Area (DGA) in Oshawa. This land supply analysis is based on land supply information contained in the recent 2019 City of Oshawa Development Charges Background Study, prepared by Watson & Associates Economists Ltd. (“Watson”) and has been updated to estimate the available unit supply available as of June 1, 2021.
- **Community Area Land Needs:** Taking into consideration intensification targets and the DGA density targets, we have compared market demand for housing in Oshawa to the available supply of unbuilt units to determine the future need for Community Area lands to the 2051 planning horizon.

2.4 Assumptions

There are several underlying and basic assumptions upon which the validity of the analysis and findings presented in this report depend. Based on our considerable experience as land economists, we recognize and appreciate the problems associated with making broad and generalized assumptions about future market conditions. Undoubtedly, deviations from historic and current trends will take place in the future. However, core assumptions are required to determine the extent of such deviations. The assumptions used in the preparation of this report are summarized below.

- While this study was prepared during the COVID-19 global pandemic, we have assumed that the economic impacts of this event, although severe, will be followed by eventual full-

economic recovery. Our projections assume the return of reasonable economic stability in the Province of Ontario, Region of Durham and the City of Oshawa. However, there are emerging signs that the pandemic could have lasting implications on the geospatial distribution of employment, as remote working and working from home becomes more prevalent.

- The official statistical sources utilized in our analysis (based largely on Statistics Canada, the Census of Canada and Canada Mortgage and Housing Corporation (CMHC), which have been noted where utilized) are considered sufficiently accurate for the purposes of our analysis.

If for any reason major changes occur in the marketplace which would influence the basic assumptions stated above, the recommendations and/or conclusions in this report should be reviewed in light of circumstances and revised, if necessary.

3.0 Demographic and Market Profile

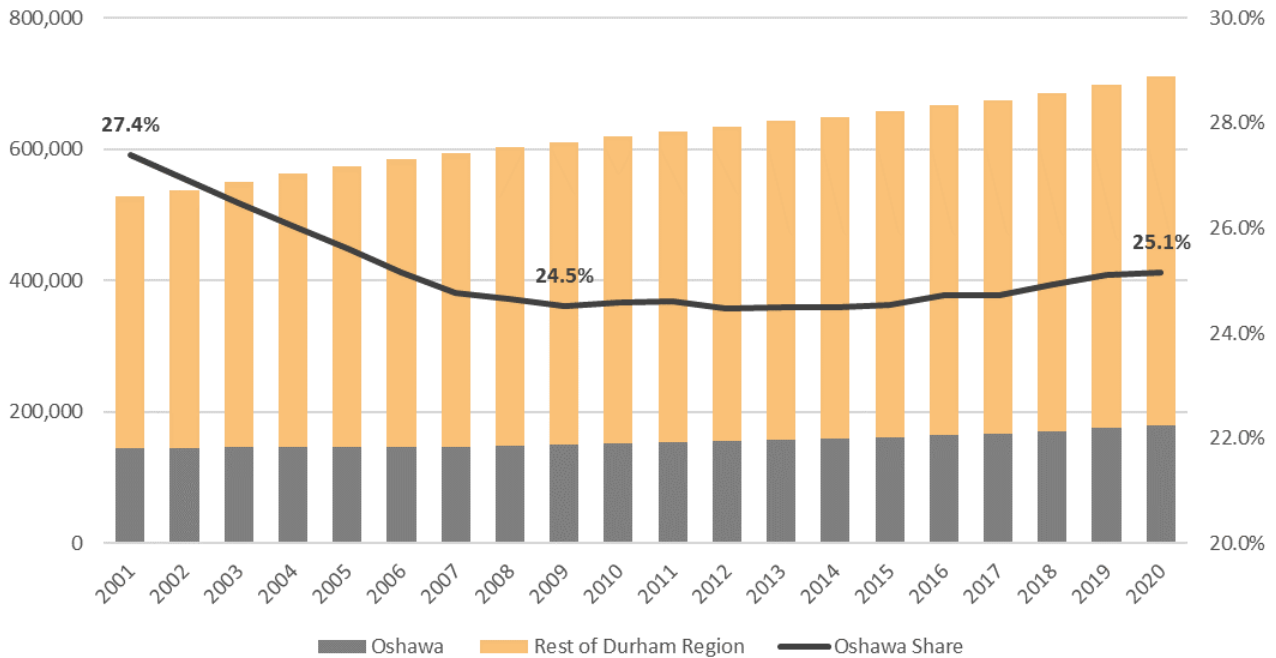
Key Findings

- Population growth in Oshawa has accelerated in recent years. While the population in Oshawa grew at an average annual rate of 0.4% between 2001 and 2009, since 2009, it was grown at an average annual rate of 1.6%. This 1.6% average annual growth rate was the second fastest growth rate in Durham Region.
- The primary source of population growth in Durham Region and Oshawa over the past 20 years has been net in-migration from other Greater Toronto Area (“GTA”) municipalities. The majority of this population growth has been concentrated in the 25 to 39 age group (the Millennial generation, or Generation Y) and their children (under 10 years of age). These are people in their prime household formation years, which has significant impacts on demand for housing, particularly ground-related housing, as these people start families and require more space.
- Based on population growth forecasts included in the Durham Regional Official Plan and Schedule 3 of the Growth Plan, the Province anticipates that population growth in Durham Region will accelerate between 2016 and 2051. In the 25-year period between 1991 and 2016, the population in Durham Region grew at an average annual pace of 9,720 persons per year. By comparison, to meet the 2051 population forecast included in Schedule 3 of the Growth Plan, the pace of population growth between 2016 and 2051 will need to nearly double to approximately 18,115 persons per year in Durham Region.
- In comparison to Durham Region, Oshawa has a larger share of its population in the age 55 years and older cohort, as well as the 25 to 34 years age cohort. Population growth in the 25 to 34 age cohort is consistent with migration trends to Durham Region.
- The propensity to live in apartment units increases dramatically after 55 years of age. Similarly, the propensity to live in single and semi-detached units as well as townhomes increases in the 25 to 34 age group. Net in-migration to Oshawa in these age groups will also increase demand for both apartments and ground-related housing over the forecast horizon.

3.1 Historical Population Growth

As shown in Figure 3-1, the City of Oshawa accounted for a declining share of the population in Durham Region between 2001 and 2009, declining from 27.4% of the population in 2001 to 24.5% of the population in 2009. However, since 2009, the share of Durham Region’s population in Oshawa has started to rebound and stood at 25.1% in 2020. In fact, while the population in Oshawa grew at an average annual rate of 0.4% between 2001 and 2009, since 2009, it was grown at an average annual rate of 1.6%. This 1.6% average annual growth rate was the second fastest growth rate in Durham Region, behind only Ajax. This demonstrates the recent strength of the Oshawa economy and potential for population growth during the forecast period.

Figure 3-1: Total Population in Oshawa and Durham Region, 2001 to 2020



SOURCE: urbanMetrics inc. based on Statistics Canada Annual Demographic Estimates.

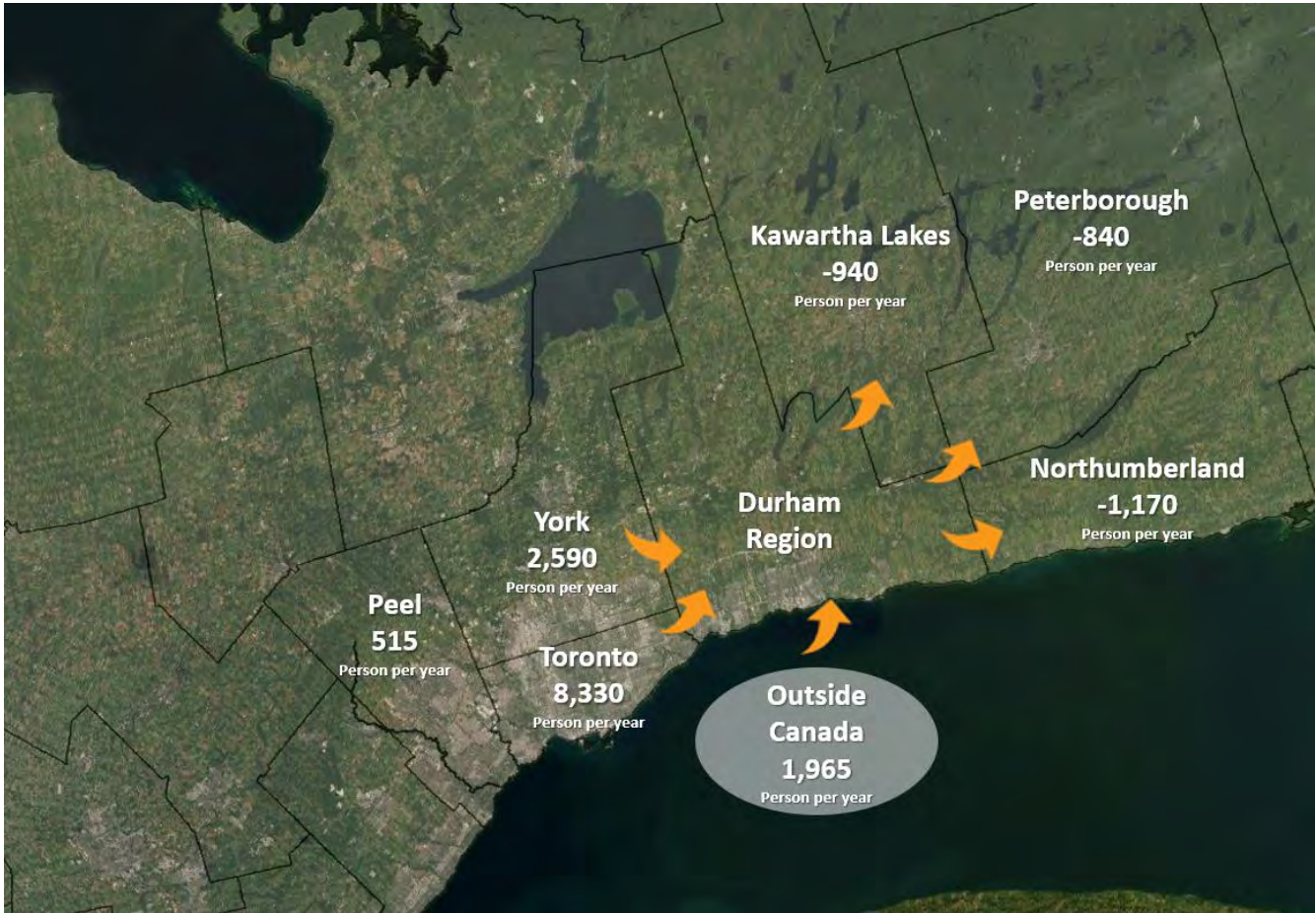
The primary source of population growth in Durham Region and Oshawa over the past 20 years has been net in-migration from other Greater Toronto Area (“GTA”) municipalities.

There is an obvious pattern that emerges when looking at migration trends between Census Divisions in the Greater Golden Horseshoe (“GGH”). As shown in Figure 3-2, there is strong net in-migration to Durham Region from Census Division in the west, such as City of Toronto, York Region and Peel Region. On average, approximately 8,300 people migrated from Toronto to Durham Region annually between 2014 and 2018. In fact, the pace of net in-migration to Durham Region from Toronto has actually accelerated in recent years. The stronger migration to Durham Region is likely due, in part, to the limited supply of ground-related housing (single-detached, semi-detached and row units) in Toronto and increasing house prices, which is impacting affordability

Similarly, nearly 2,600 persons per year migrated from York Region to Durham Region over the same period. There was also net in-migration to Durham Region from outside of Canada, with 1,965 persons per year moving to the Region.

Another pattern that emerges in Figure 3-2 is net out-migration from Durham Region to Census Divisions in the east. As shown, on average there was a net outflow of population from Durham Region to Northumberland County, Peterborough County and the City of Kawartha Lakes.

Figure 3-2: Average Annual Net Migration with Durham Region



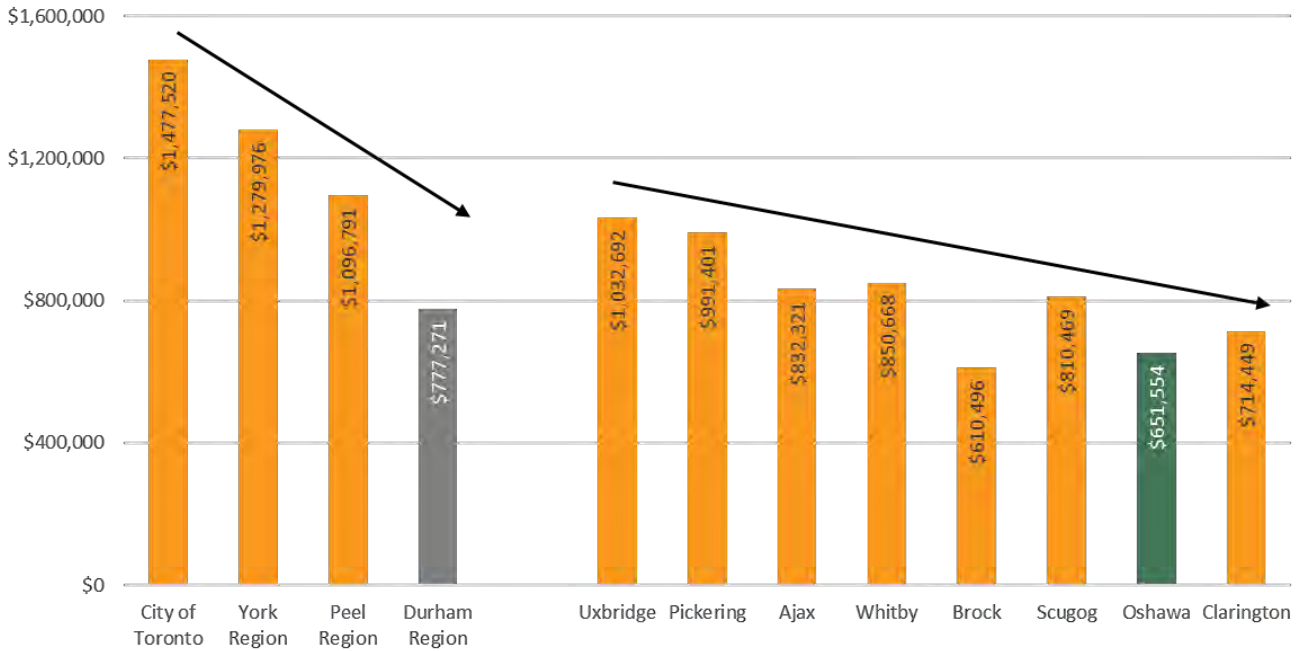
SOURCE: urbanMetrics based on data from Statistics Canada.

Net migration trends in Durham Region are likely being driven, in large part, by house prices. Figure 3-3 summarizes existing home sale prices for single-detached units in the City of Toronto, York Region, Peel Region and Durham Region in 2020. As shown, in City of Toronto, York Region and Peel Region, the average price of a single-detached unit was over \$1,000,000. This is in comparison to Durham Region, where the average single-detached house price was \$777,000. Therefore, net migration out of Toronto, York Region and Peel Region likely reflects, in part, people being priced-out of these jurisdictions or looking to unlock equity by moving to a lower-priced municipality.

While migration data is not available at the Census Subdivision level, the same trend is likely occurring within Durham Region. Figure 3-3 also shows existing home sale prices for single-detached units for municipalities in Durham Region. Based on these prices and regional migration trends, it is likely that people are moving from the western municipalities of Pickering, Ajax and Whitby to the eastern

municipalities of Oshawa and Clarington, where housing prices are more affordable. In fact, Oshawa has among the lowest single-detached house prices in Durham Region.

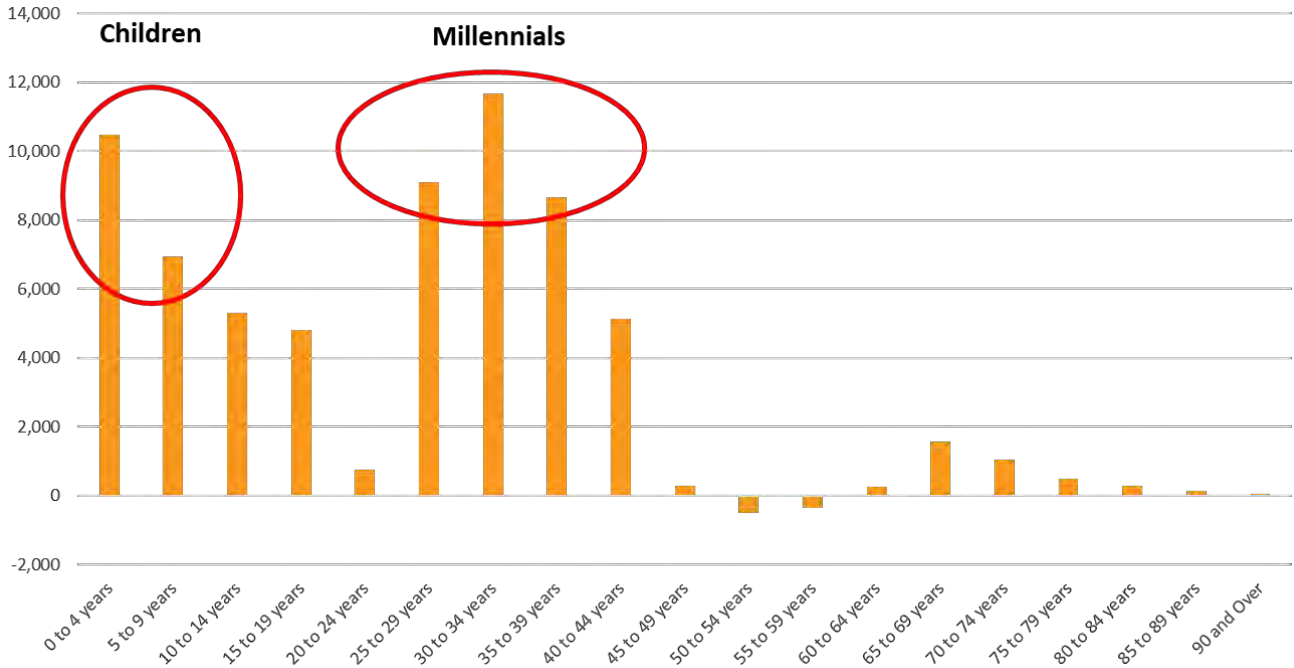
Figure 3-3: Average Single-Detached Existing Home Price, 2020



SOURCE: urbanMetrics inc. based on Toronto Regional Real Estate Board data.

Figure 3-4 summarizes net migration data by age group for Durham Region for the 10-year period from 2011 to 2020. As shown, the primary source of net migration to Durham Region has been in the 25 to 39 age group (the Millennial generation, or Generation Y) and their children (under 10 years of age). These are people in their prime household formation years, which has significant impacts on demand for housing, particularly ground-related housing, as these people start families and require more space. This indicates that there will continue to be strong demand for ground-related housing forms (single-detached, semi-detached and row units) in Durham Region municipalities, where this type of housing can still be provided.

Figure 3-4: Durham Region Net Migration by Age Group, 2011-2020

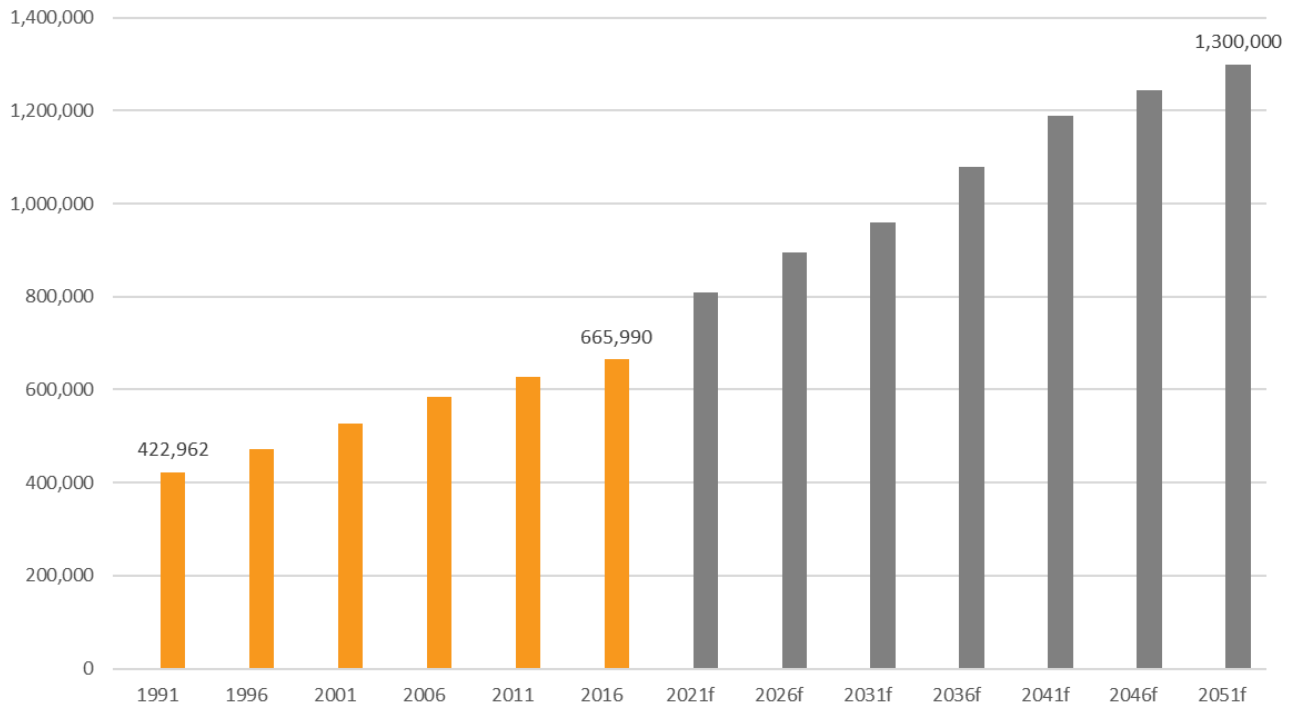


SOURCE: urbanMetrics inc. based on data from Statistics Canada.

Based on population growth forecasts included in the Durham Regional Official Plan and Schedule 3 of the Growth Plan, the Province anticipates that population growth in the Region will accelerate between 2016 and 2051.

In the 25-year period between 1991 and 2016, the population in Durham Region grew at an average annual pace of 9,720 persons per year. By comparison, to meet the 2051 population forecast included in Schedule 3 of the Growth Plan, the pace of population growth between 2016 and 2051 will need to nearly double to approximately 18,115 persons per year in Durham Region (Figure 3-5). Therefore, in comparison to past trends in land absorption, it is anticipated that the pace of land absorption in Durham Region will increase through the forecast period. To accommodate this growth, it will be important that the Region has an adequate supply of land available to avoid housing shortages, which will reduce affordability.

Figure 3-5: Durham Region Historical and Forecast Population Growth

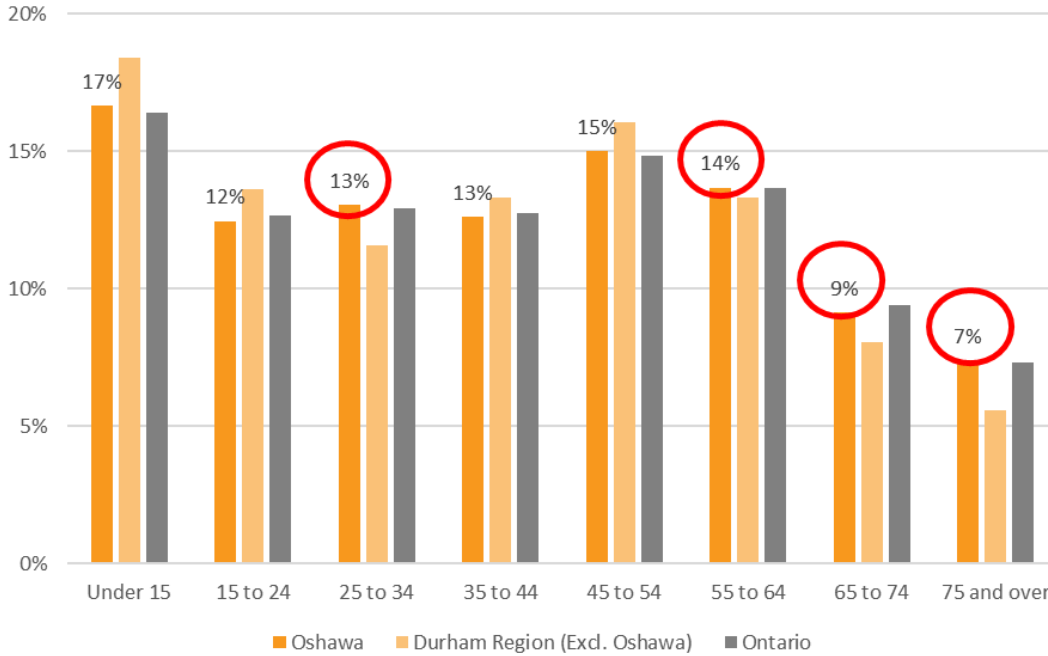


SOURCE: urbanMetrics inc. based on Durham Regional Official Plan and Schedule 3 of A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

3.2 Demographic and Household Profile

Figure 3-6 summarizes the share of the population by age group in the City of Oshawa in comparison to Durham Region and the Province. As shown, in comparison to Durham Region, a larger share of the population in Oshawa at the time of the 2016 Census was in the age 55 years and over cohort. Oshawa also has a relatively large share of its population in the 25 to 34 age group. Population growth in the 25 to 34 age group is consistent with migration trends to Durham Region, as shown previously in Figure 3-4. Therefore, Oshawa is likely a beneficiary of migration in this age group. This is not surprising, as house prices in Oshawa are among the most affordable in Durham Region and residents still have access to employment opportunities in other Durham Region municipalities and Toronto.

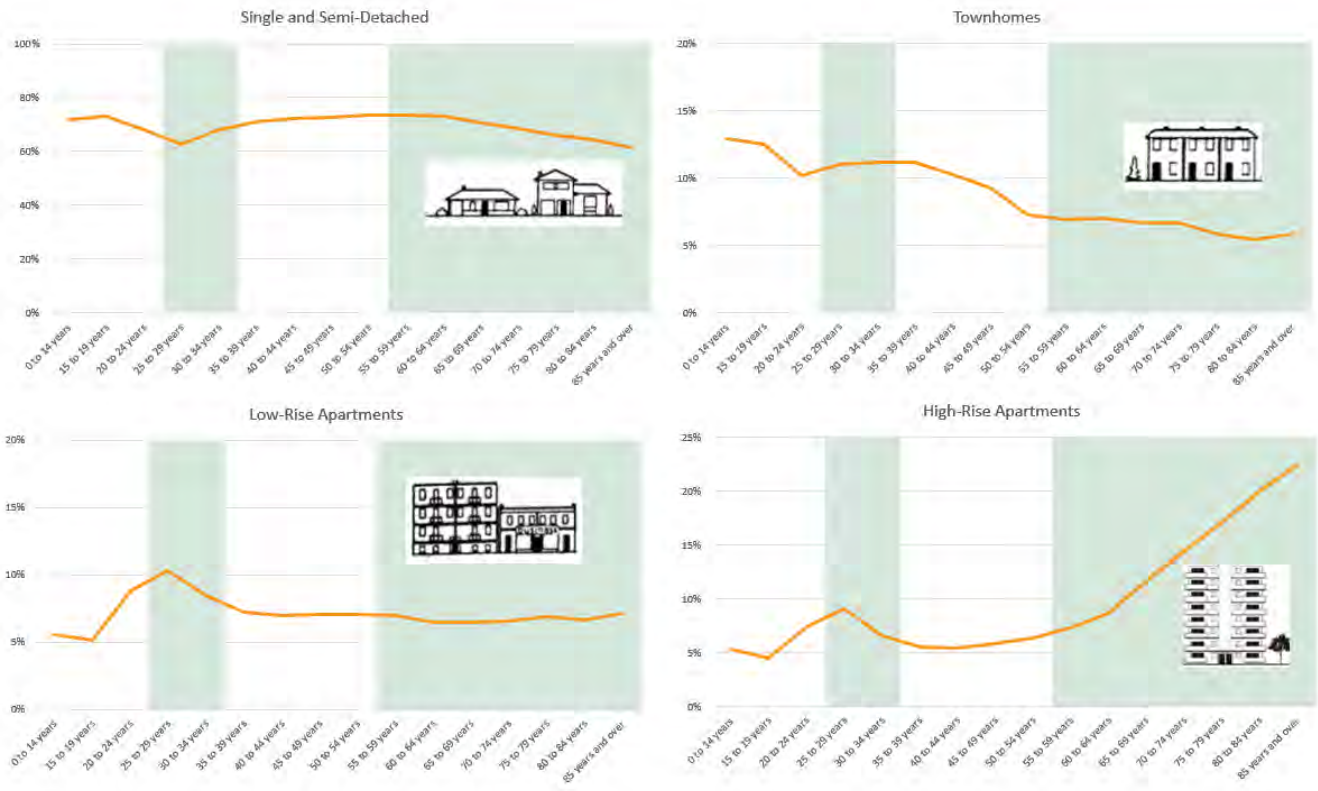
Figure 3-6: Population by Age Group



SOURCE: urbanMetrics inc. based on 2016 Census of Canada.

The relatively large share of the Oshawa population in the age 55 and over cohort will likely result in stronger demand for apartment units over the forecast period. Figure 3-7 summarizes the share of the population in the City of Oshawa in various dwelling types. As shown, the propensity to live in apartment units increases dramatically after 55 years of age. Similarly, the propensity to live in single and semi-detached units as well as townhomes increases in the 25 to 34 age group. Net in-migration to Oshawa in this age group will also increase demand for these forms of housing over the forecast horizon.

Figure 3-7: Population by Dwelling Type, City of Oshawa, 2016



SOURCE: urbanMetrics inc. based on 2016 Census of Canada.

Figure 3-8: Households by Dwelling Type

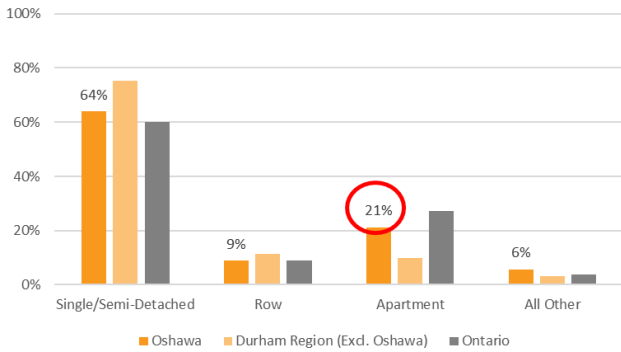


Figure 3-8 illustrates the share of households in Oshawa living in various forms of housing. As shown, in comparison to Durham Region, a larger share of households in Oshawa live in apartment units.

Figure 3-9 and Figure 3-10 illustrate that in comparison to the Province, Oshawa has a larger share of households with 2 or fewer persons living in the unit, as well as a larger share of non-family one-person households. This is consistent with the relatively older demographic in Oshawa.

Figure 3-9: Households by Household Size

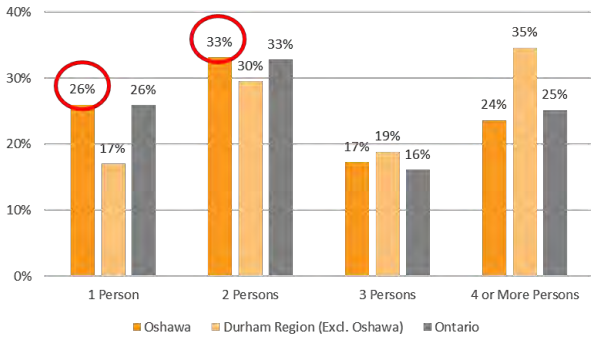
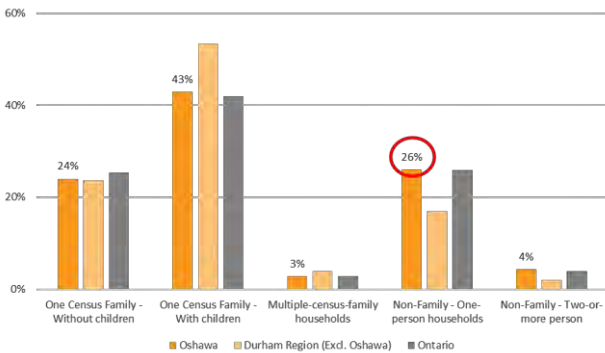


Figure 3-10: Households by Household Type

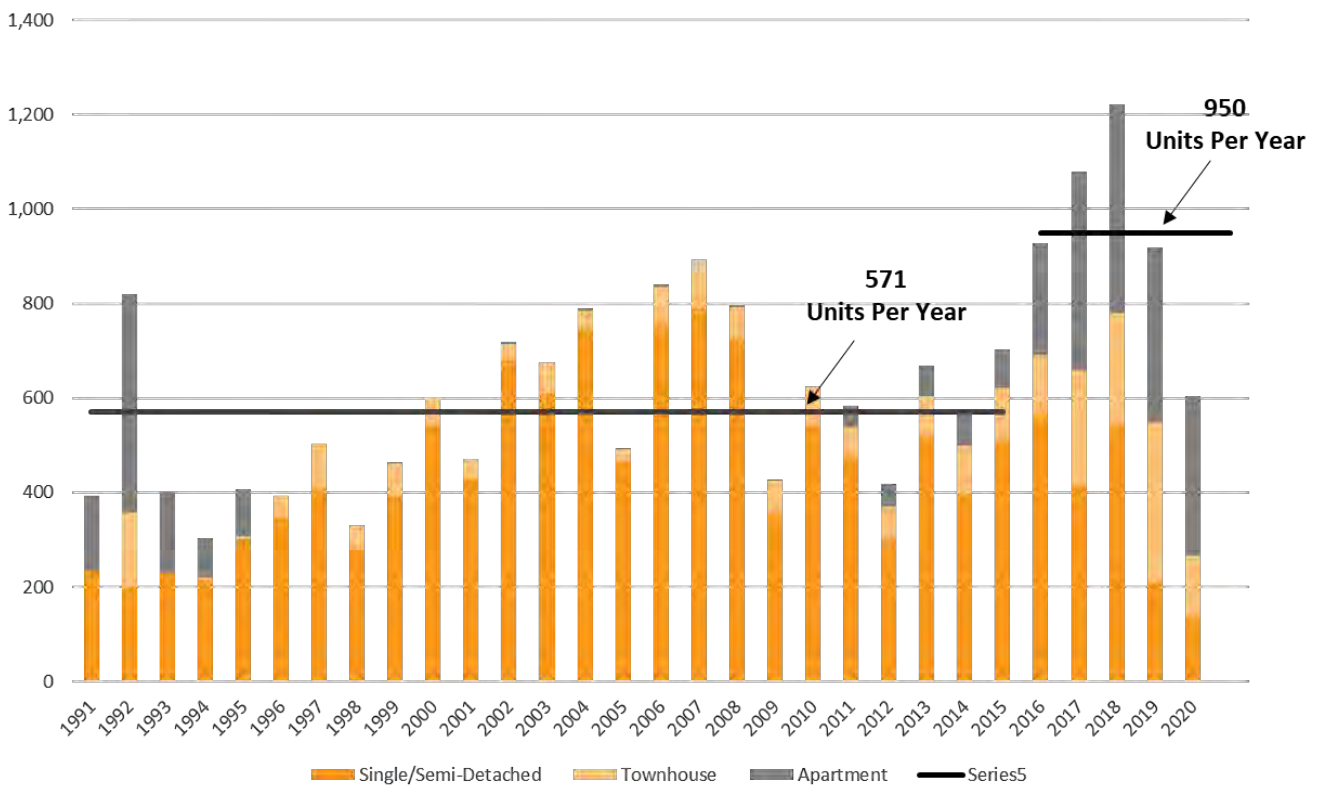


SOURCE: urbanMetrics inc. based on 2016 Census of Canada.

3.3 Housing Construction

Housing construction in Oshawa has accelerated in recent years due to stronger townhouse and apartment completions. As shown in Figure 3-11, housing completions in Oshawa averaged 571 completions per year over the 25-year period between 1991 and 2015. However, since 2015, the City has averaged 950 housing completions per year due to stronger townhouse and apartment construction. It is anticipated that there will continue to be strong demand for townhouse and apartment units as the in-migration of people in the 25 to 34 age group seek less expensive ground-related housing options and the age 55 years and over demographic move into apartment units.

Figure 3-11: CMHC Housing Completions, Oshawa



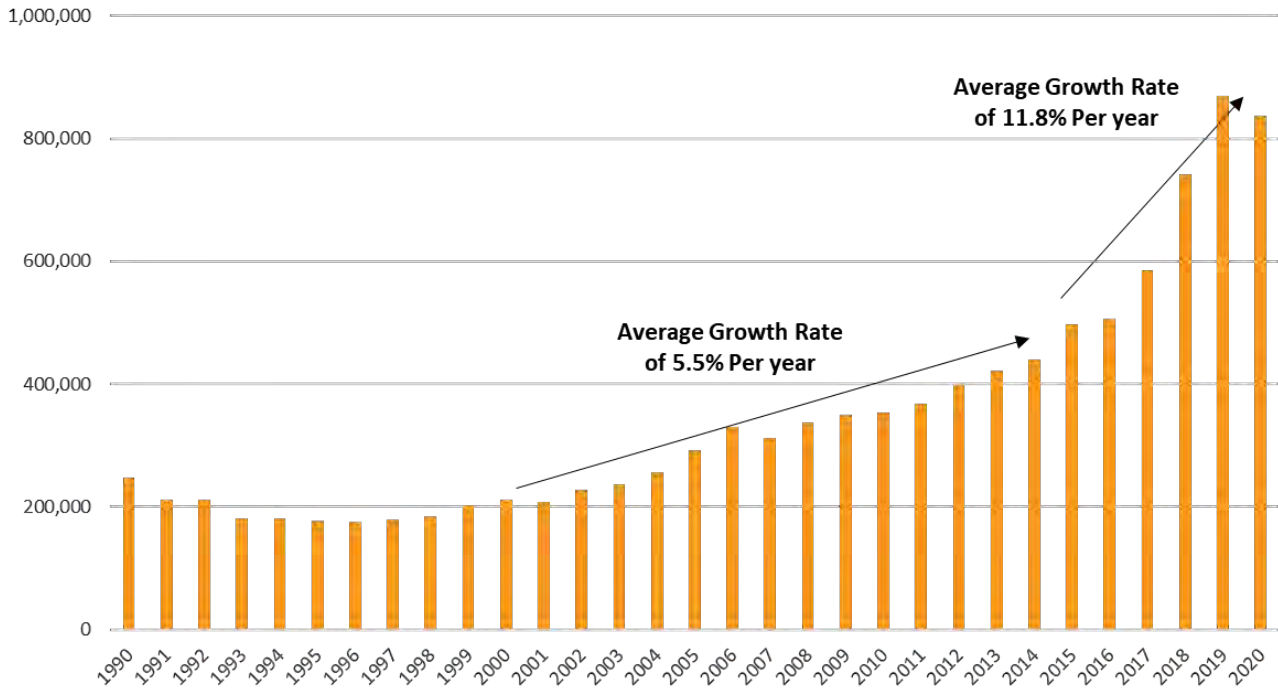
SOURCE: urbanMetrics inc. based on CMHC.

3.4 New House Prices

It is evident from Figure 3-12 that new house prices in Oshawa have accelerated in recent years. As shown, between 2000 and 2014 the average price of new single and semi-detached units grew at an

average annual rate of 5.5%. However, since 2015, new single and semi-detached house prices in Oshawa have accelerated, growing at an average annual rate of approximately 11.8% per year.

Figure 3-12: CMHC Absorbed House Price, Single and Semi-Detached Units, Oshawa

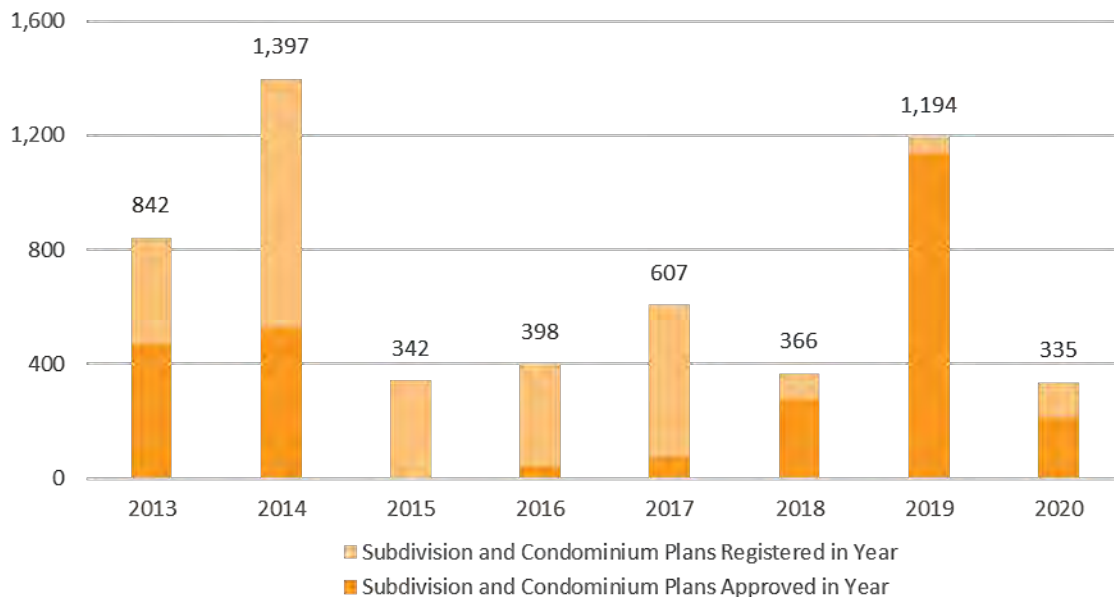


SOURCE: urbanMetrics inc. based on CMHC.

The Ministry of Municipal Affairs publishes affordable house price thresholds that meet the Provincial Policy Statement (the “PPS”) definition for affordable for each region in Ontario. For Durham, the identified affordable house price in 2019 was \$408,600 based on a household with an income in the 60th percentile. By comparison, CMHC reported that in 2019, in the 20th percentile (i.e. the lowest house price quartile), the average price of a new single and semi-detached unit in Oshawa was \$700,000, which exceeded the PPS definition of an affordable house price by \$291,400.

One factor that may be contributing to the recent increase in single and semi-detached house prices is the supply of housing. As shown in Figure 3-13 the number of single-detached and semi-detached units either registered or approved each year in Oshawa has been relatively low. However, over this same period, population growth in Oshawa has increased, most notably since 2015, when the population in the City has grown by an average of 3,550 persons per year. Therefore, while the supply of housing has been stable, the demand for housing has increased.

Figure 3-13: Single and Semi-Detached Units Registered and Approved by Year, Oshawa



SOURCE: urbanMetrics inc. based on Durham Region Annual Subdivision/Condominium Activity Reports (various years).

The impact of housing supply shortages on house prices is identified in the LNA Methodology, where it states:

Given the complexity of completing the municipal comprehensive review, municipalities must designate all land required to the Plan horizon when using the Methodology through an official plan or official plan amendment. The objective is to provide sufficient land to accommodate all market segments so as to avoid shortages that would drive up land cost for both housing and employment uses.

...

Schedule 3 of the Plan establishes the minimum population and employment growth forecasts that municipalities must use to assess land needs to the Plan horizon. Lower forecasts are not permitted as this may lead to affordability issues and land shortages. (emphasis added).

These statements in LNA Methodology demonstrate that the Province has acknowledged the link between the supply of new housing that is available and increases in house prices. Therefore, in assessing Community Area land needs, it will be important to ensure there is a sufficient supply of land to avoid housing shortages.

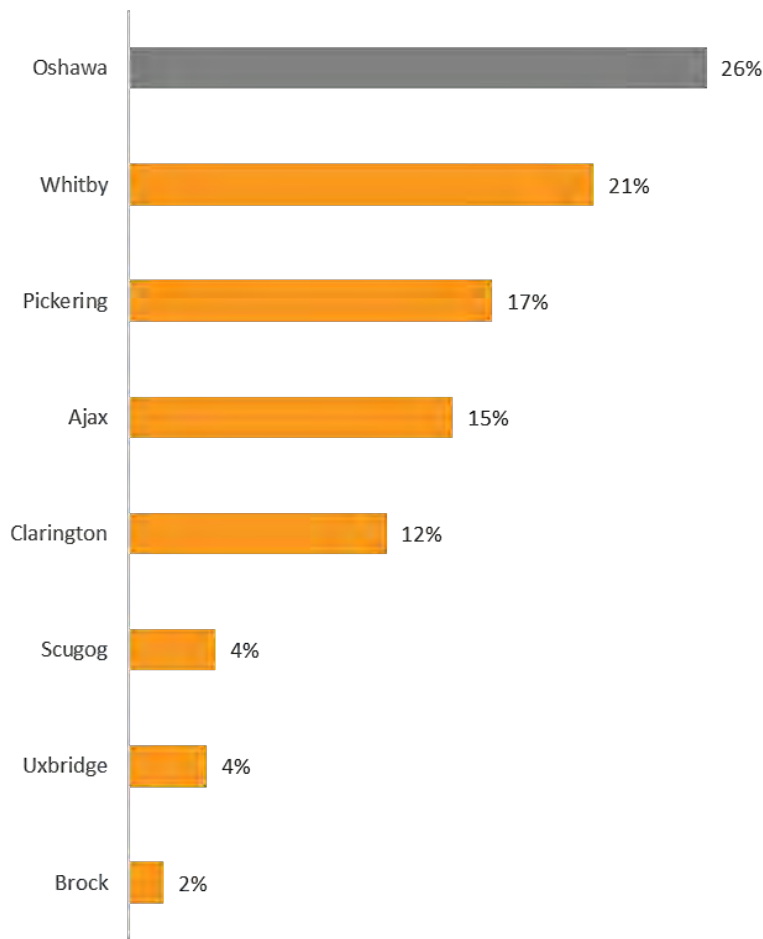
3.5 Employment Profile and Commuting Trends

As shown in Figure 3-14 the City of Oshawa has the largest concentration of employment among Durham Region municipalities. In total, Oshawa accounted for approximately 1 in every 4 jobs (26%) in Durham Region at the time of the 2016 Census. It is anticipated that Oshawa will continue to account the largest share of employment in Durham Region. Based on Section 7.3.3 of the Durham Regional Official Plan, the City of Oshawa is anticipated to continue to account for 26% of employment in the Region by 2031.

Employment forecasts prepared by Hemson in *Greater Golden Horseshoe: Growth Forecasts to 2051* anticipate that Employment Land Employment (ELE) growth is anticipated to account for 43% of employment growth between 2021 and 2051 in Durham Region. As Oshawa has the largest concentration ELE jobs in the Region, the City will remain an important engine for growth.

For those that desire living close to work, continued employment growth in Oshawa will result in additional demand for housing in the City.

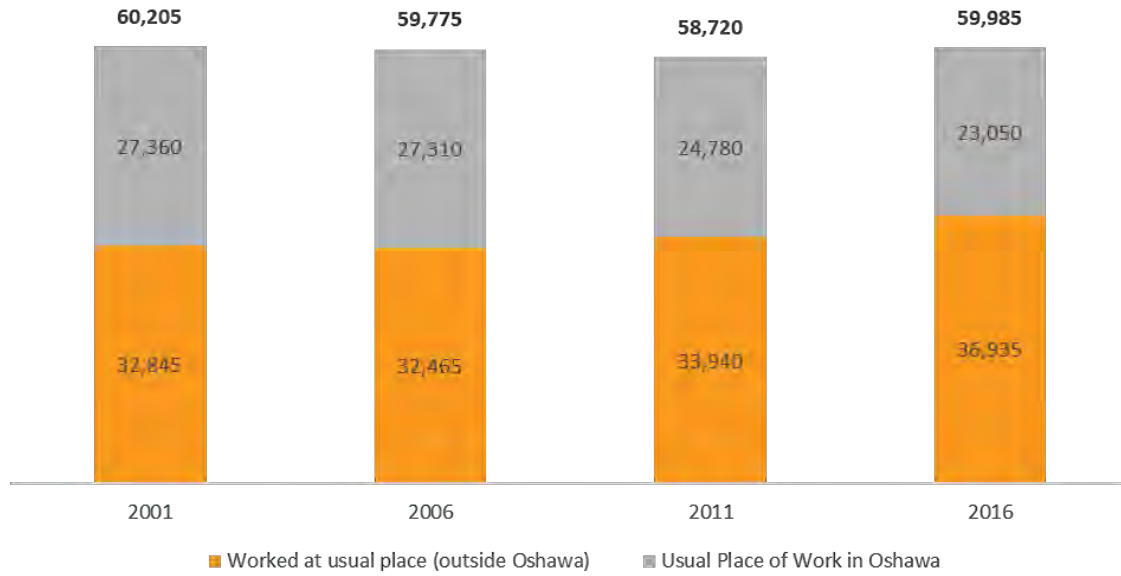
Figure 3-14: Share of Durham Region Employment, Usual Place of Work and Worked at Home, 2016



SOURCE: urbanMetrics inc. based on 2016 Census of Canada.

In addition to Oshawa residents working in Oshawa, a sizable share of residents also have a usual workplace address outside of the City. Data from the Census of Canada indicates that approximately 62% of Oshawa residents with a usual workplace address, worked outside of the City. The share of Oshawa residents commuting to work outside the municipality has risen over the past two-decades. The number of Oshawa residents with a usual workplace address that worked outside the City has grown from 32,845 person in 2001 to 36,935 persons in 2016 (Figure 3-15). This growth in Oshawa residents with a usual workplace address outside of the City reflects the proximity of the municipality to jobs in the City of Toronto and York Region.

Figure 3-15: Oshawa Residents with a Usual Workplace Address by Location of Work



	2001	2006	2011	2016
Durham Region (excluding Oshawa)	18,985	18,640	19,015	20,080
York Region	2,660	2,310	2,775	3,450
Peel Region	855	865	845	1,235
City of Toronto	9,540	9,540	9,965	10,750
Peterborough County	125	160	330	275
Northumberland County	90	155	225	240
Kawartha Lakes	25	45	115	145
All Other Municipalities	565	750	670	760
Total	32,845	32,465	33,940	36,935

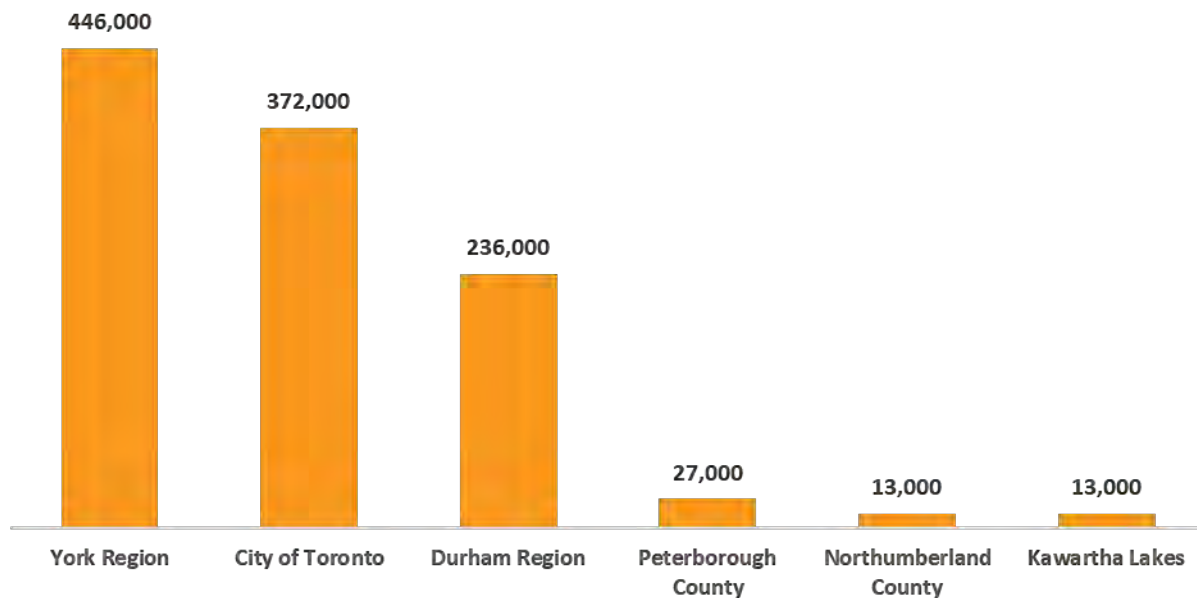
SOURCE: urbanMetrics inc. based on Census of Canada.

As shown in Figure 3-15, the number of Oshawa residents with a usual workplace address in the City of Toronto continued to grow in proportion to total employment growth in the City between 2001 and 2016. With the COVID-19 pandemic which could result in people working from home more frequently, it will result in continued growth in the number of Oshawa residents commuting to jobs in the City of Toronto.

Figure 3-16 summarizes forecast employment growth in neighbouring upper-tier municipalities between 2016 and 2051, based on the forecasts in Schedule 3 of the Growth Plan. As shown, the

municipalities that are anticipated to experience strong employment growth between 2016 and 2051 are the City of Toronto, York Region and Durham Region. These Regional municipalities also account for the largest share of Oshawa residents with a usual workplace address outside of the City, as shown in Figure 3-15. Therefore, strong employment growth in the City of Toronto, York Region and Durham Region is likely to result in significant demand for housing in Oshawa, particularly as housing prices in Toronto, York Region and the western municipalities in Durham Region (i.e. Pickering, Ajax and Whitby) become less affordable and there are fewer opportunities to build new ground-related housing.

Figure 3-16: Growth Plan Schedule 3 Employment Growth, 2016-2051



urbanMetrics inc. based on Hemson Consulting Ltd., *Greater Golden Horseshoe: Growth Forecasts to 2051*, June 16, 2020.

4.0 Market Demand for and Supply of Housing

Key Findings

- As employment growth is one of the strongest predictors of population and household growth, urbanMetrics has prepared population forecasts for Oshawa that are employment driven and based on the economic and demographic potential of the City. Going forward, it is also anticipated that employment growth in nearby municipalities, particularly the City of Toronto and other municipalities in Durham Region will be a key driver of population growth in Oshawa.
- Oshawa is forecast to have a total population of approximately 290,150 persons by 2051, representing growth of 110,340 persons over the 30-year period between 2021 and 2051, or about 3,680 persons per year. Overall, by 2051, Oshawa is forecast to account for 22.4% of the population in Durham Region, down from 25.1% in 2020.
- Applying age-specific headship rates to the population in private households results in growth of approximately 37,580 households between 2021 and 2051 in Oshawa, or approximately 1,250 new households per year. This is in comparison to recent housing construction activity of 950 units per year. Therefore, the household growth forecasts anticipate that housing construction activity in Oshawa will increase.
- There is an estimated June 1, 2021 housing unit supply of 30,820 units within the Urban Area of Oshawa. Approximately 38% of these units are located within the built-up area of the municipality and will contribute towards the intensification target.

4.1 Land Needs Methodology

The following section summarizes the LNA Methodology and the components necessary to forecast Community Area land needs, where the LNA Methodology defines Community Areas as:

Areas where most of the housing required to accommodate the forecasted population will be located, as well as most population-related jobs, most office jobs and some employment land employment jobs. Community areas include delineated built-up areas and designated greenfield areas.

The methodology used in this Community Area Land Needs Analysis to determine if additional Community Area lands are required to accommodate population and employment growth in Clarington to 2051 is consistent with Section 2.0 Community Area Land Needs Assessment of the LNA Methodology.

The land needs assessment for the Community Areas is divided into six (6) components in the LNA Methodology. These components are as follows:

1. Population Forecasts
2. Housing Need
3. Allocation of Housing Needs
4. Housing Supply Potential by Policy Areas
5. Community Area Jobs
6. Need for Additional Land

Components 1 through 4 will be addressed in Section 4.0 of this report. Finally, Component 5 and 6 will be addressed in Section 5.0 of this report.

4.2 Forecast Employment Growth

As employment growth is one of the strongest predictors of population and household growth, urbanMetrics has prepared population forecasts for Oshawa that are employment driven and based on the economic and demographic potential of Oshawa and neighbouring municipalities. The number of employed persons in Oshawa can be broken down into five discrete components, including persons:

- Working from home;
- Working outside Canada;
- With not fixed workplace address;
- Working at a usual workplace address within Oshawa; and,
- Working at a usual workplace address outside Oshawa.

The following paragraphs highlight key assumptions that have been relied upon in forecasting the number of employed residents in Oshawa to the year 2051.

Work From Home Employment

In 2016, 2.4% of Oshawa residents worked at home. This was the lowest work from home share among all municipalities in Durham Region. Despite the relatively low work from home share, in forecasting the number of Oshawa residents that will work from home in the future, we have assumed a constant 2.4% share of the population in Oshawa will work at home to 2051. We consider this assumption to be very conservative.

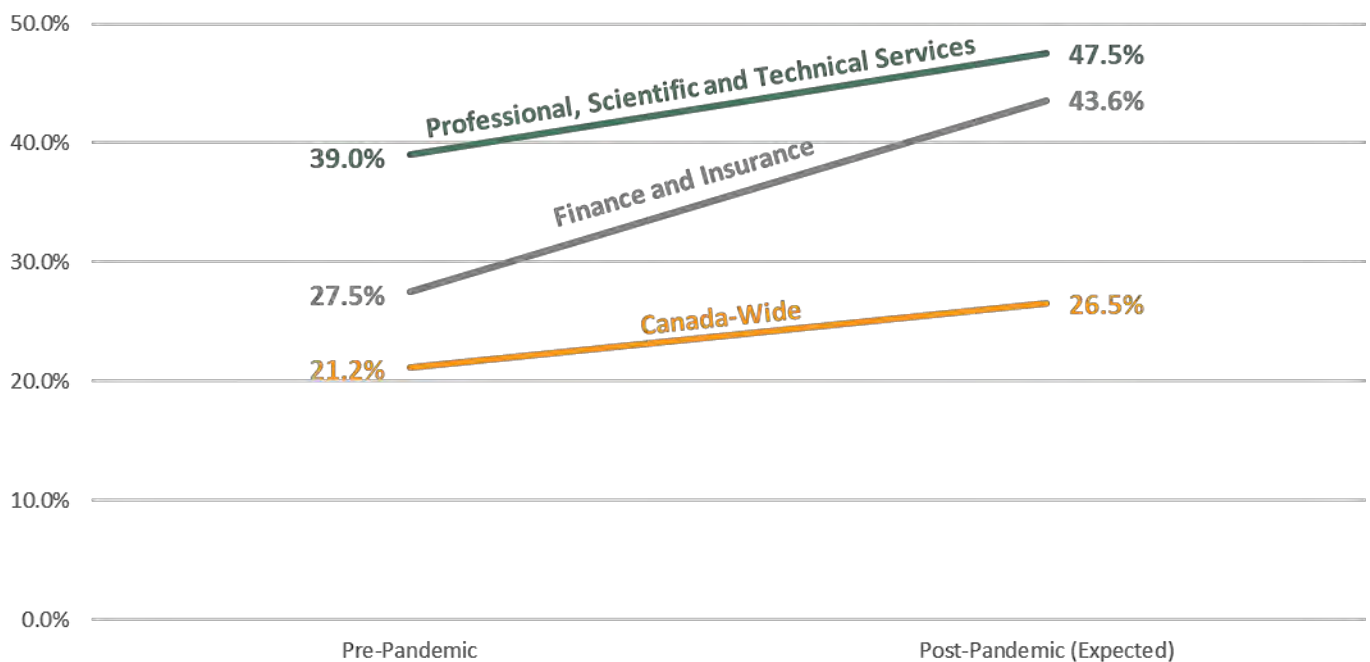
COVID-19 has resulted in a dramatic shift towards people working from home, a trend which is likely to be sustained after the pandemic ends. Figure 4-1 shows the results from a recent survey conducted

by Statistics Canada, which analyzed teleworking/remote working trends before and during the pandemic, as well as expected adoption of teleworking/remote working after the pandemic ends.

This survey found that post-pandemic, a growing share of companies are likely to see a portion of their workforce teleworking or working remotely, in comparison to before the pandemic. As shown in Figure 4-1, Canada-wide, the number of companies with a portion of their workforce teleworking or working remotely could rise from 21% of companies pre-pandemic to almost 27% post-pandemic. This shift is even larger for office-type jobs, such as Professional, Scientific and Technical Services, as well as Finance and Insurance, many of which are located in the City of Toronto, where many Oshawa residents commute for work.

A permanent shift to teleworking or working remotely could increase demand for housing in Oshawa, based on its proximity to employment in GTA municipalities.

Figure 4-1: Percentage of Companies with a Share of Workforce Teleworking or Working Remotely



SOURCE: urbanMetrics inc. based on data from Statistics Canada.

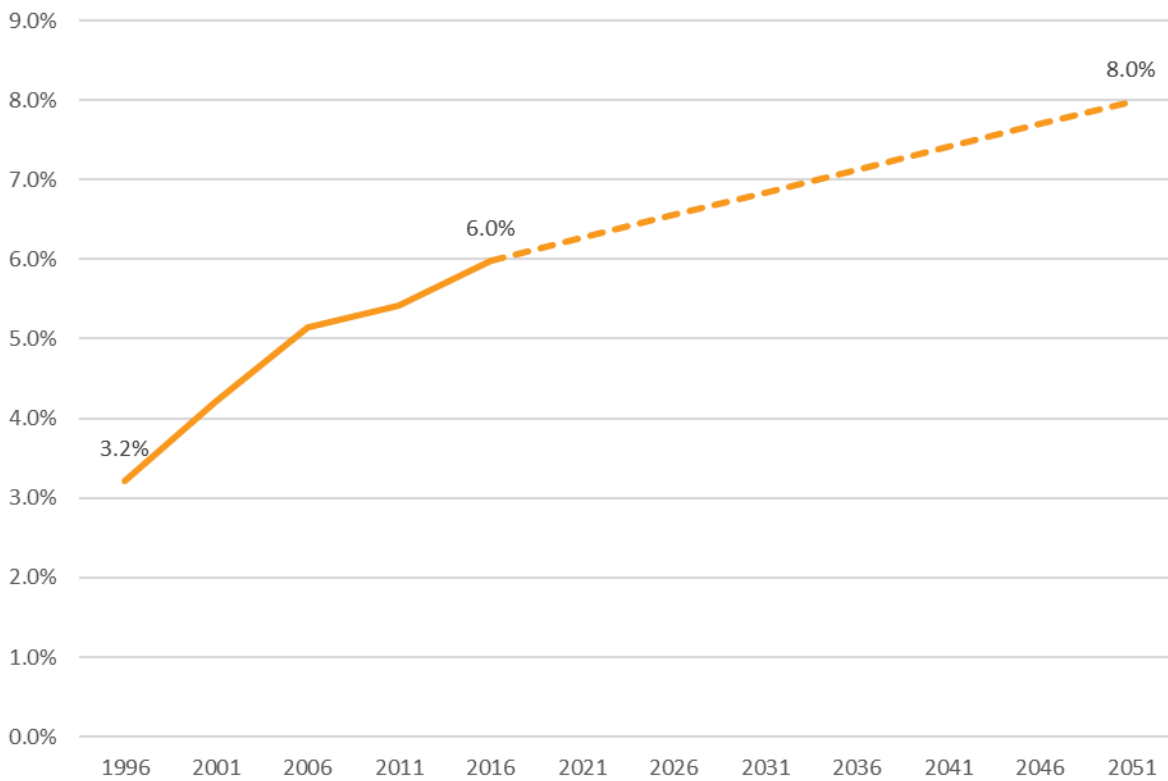
Working Outside Canada

The number of Oshawa residents that reported working outside Canada has generally been unchanged over the last two decades. In forecasting employment growth in Oshawa, we have assumed no growth in the number of Oshawa residents working outside Canada.

No Fixed Workplace Address

The number of Oshawa residents reporting to have no fixed workplace address has grown over the past two decades. As shown in Figure 4-2, the share of Oshawa residents with no fixed workplace address has grown from 3.2% in 1996 to 6.0% in 2016, or growth of about 0.1% per year. urbanMetrics has forecast that the share of the population in Oshawa with no fixed workplace address will reach 8.0% of the population by 2051, which is equivalent to growth of about 0.1% per year.

Figure 4-2: Share of Population with No Fixed Workplace Address



SOURCE: urbanMetrics inc.

Usual Place of Work in Oshawa

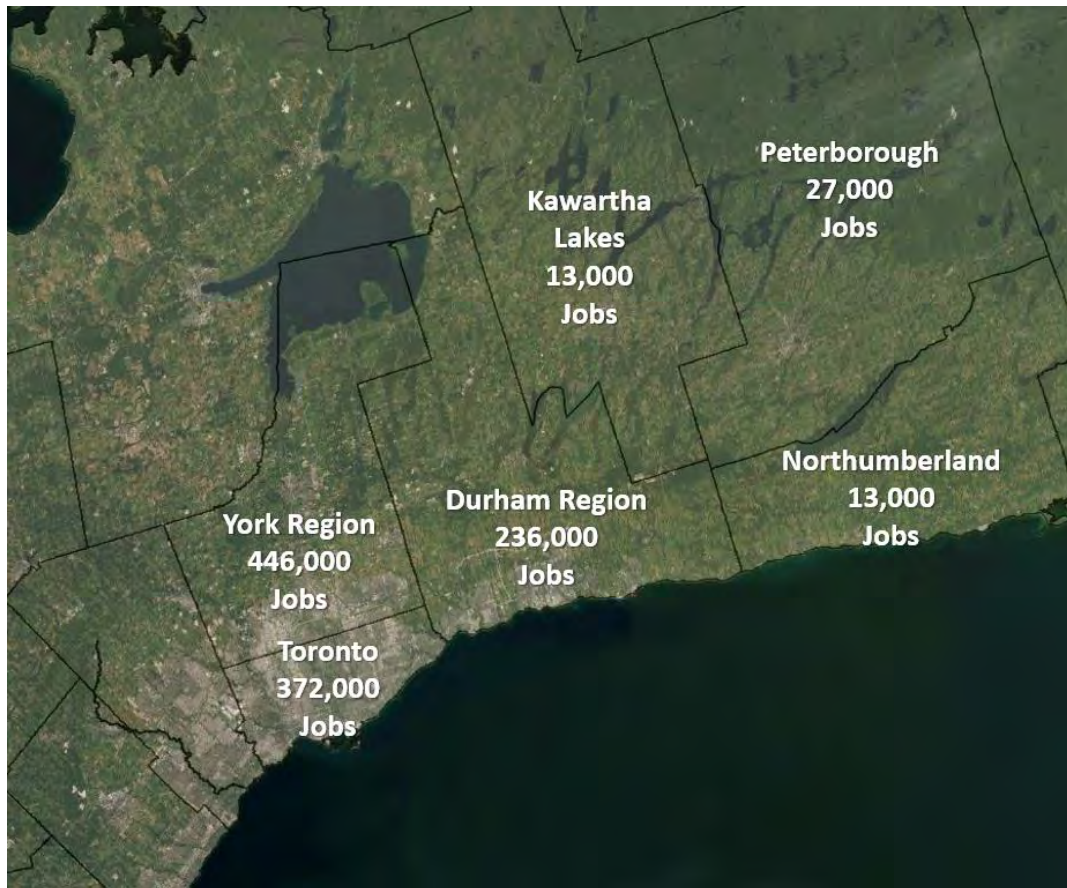
To determine the number of jobs in Oshawa, we have relied, in part on past growth trends and the Durham Region 2051 employment forecasts contained in Schedule 3 of the Growth Plan, the *Greater Golden Horseshoe: Growth Forecasts to 2051*, prepared by Hemson Consulting.

Based on these forecasts, urbanMetrics has estimated there will be approximately 42,000 new jobs in Oshawa between 2021 and 2051, excluding work at home and no fixed workplace address. Approximately 48% of these jobs, or about 20,000 jobs, will be filled by people living in Oshawa.

Usual Place of Work Outside Clarington

The population forecasts prepared by urbanMetrics for Oshawa are based, in part, on the 2051 employment forecasts contained in Schedule 3 of the Growth Plan. As shown in Figure 4-3, significant employment growth is forecast to occur in Durham and GGH municipalities. As noted earlier in this Community Area Land Needs Analysis, a large and growing share of Oshawa residents commute to jobs elsewhere in Durham Region, the City of Toronto, York Region and Outer Ring Municipalities. Therefore, employment growth in these areas is likely to result in a larger number of Oshawa residents commuting to workplaces in these municipalities. These commuting trends will result in greater demand for housing in Oshawa.

Figure 4-3: Employment Growth 2016-2051



SOURCE: urbanMetrics inc. based on Schedule 3 of the Growth Plan and *Greater Golden Horseshoe: Growth Forecasts to 2051*, prepared by Hemson Consulting.

urbanMetrics has examined growth in the number Oshawa residents working in each of these surrounding municipalities between 2001 and 2016, as a share of total employment growth in these municipalities. To forecast the number of Oshawa residents that will work in these municipalities in the future, we have held these growth shares constant. For example, the number of Oshawa residents commuting to a usual place of work in the City of Toronto increased by 1,210 persons between 2001 and 2016. These 1,210 persons represented 1.4% of total employment growth with a usual workplace address in the City of Toronto between 2001 and 2016 (approximately 89,535 jobs). In forecasting growth in the number of Oshawa residents that would commute to work in the City of Toronto in the future, we have assumed that they will represent 1.4% of employment growth with a usual workplace address in Toronto.

Therefore, population growth in Oshawa reflects forecast employment growth within Oshawa, as well as forecast employment growth in neighbouring municipalities.

4.3 Forecast Population Growth

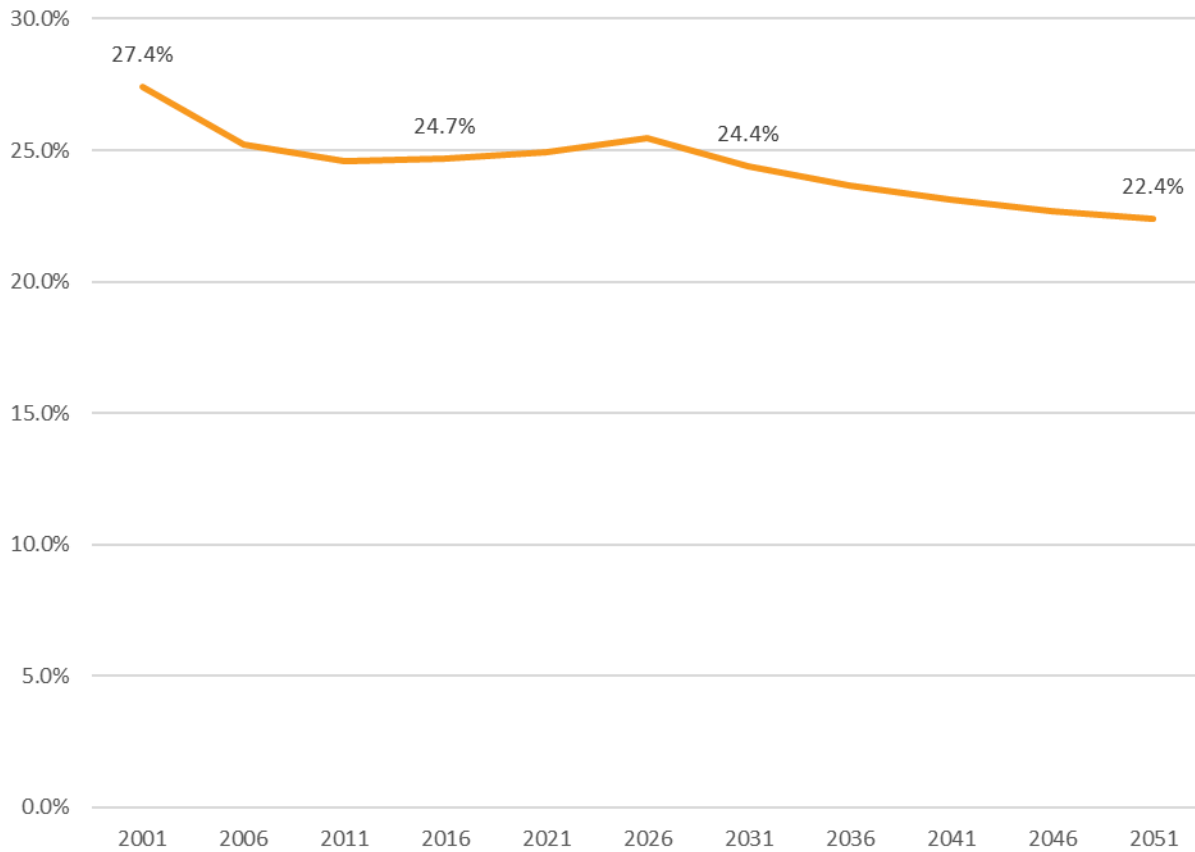
The employment growth forecasts have been utilized to allocate forecast population growth in Schedule 3 of the Growth Plan to the City of Oshawa. To forecast population growth by age group we have utilized the cohort survival methodology, which takes into consideration area-specific fertility rates, mortality rates and net migration by age group. These assumptions are used to determine the natural increase in the population (births minus deaths) and net migration by age group.

Based on the Oshawa employment growth forecast, we have forecasted total population of approximately 290,150 persons in Oshawa by 2051, representing growth of approximately 110,340 persons over the 30-year period between 2021 and 2051, or about 3,680 persons per year.

It is notable that the population growth forecasts result in a 2031 population that exceeds the 2031 forecasts for Oshawa in the Durham Region Official Plan. The higher growth forecasts reflect recent strong population growth in the City of Oshawa. For example, the Durham Region Official Plan identifies a 2021 population of 174,695 persons in Oshawa. By comparison, the Statistics Canada Annual Demographic Estimates already identify a population of 178,900 persons in Oshawa in 2020.

As shown in Figure 4-4, by 2051 Oshawa is forecast to account for 22.4% of the population in Durham Region, which is down slightly from 25.1% in 2020, according to the Statistics Canada Annual Demographic Estimates. The declining share of the Durham Region population in Oshawa reflects strong population growth in Clarington and Seaton over the forecast period.

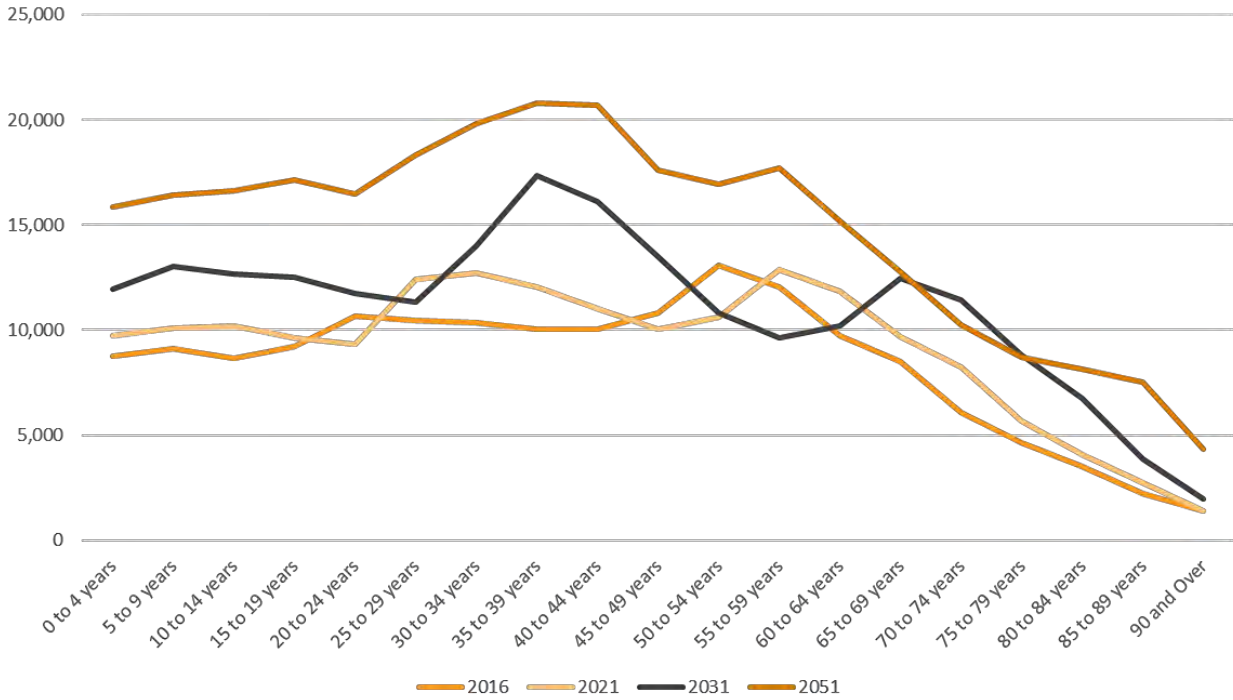
Figure 4-4: Oshawa Share of Durham Region Population



SOURCE: urbanMetrics inc.

Figure 4-5 shows the breakdown of population growth by age group for 2016, as well as estimates of 2021 and forecasts for 2031 and 2051. As shown, each age group is forecast to grow between 2021 and 2051, with the largest growth anticipated for the 25 to 49 age group.

Figure 4-5: Existing and Forecast Population by Age Group, Oshawa



SOURCE: urbanMetrics inc.

4.4 Forecast Household Growth

To forecast household growth, we have applied age-specific headship rates to the forecast population in private households. Based on our review, age-specific headship rates have been relatively stable in Oshawa in most age groups over the past two decades, aside from the 15 to 24 age group, where headship rates have declined. In forecasting household growth in Oshawa, we have assumed relatively stable headship rates in all age groups, aside from the 15 to 24 age group, where we anticipate that they will continue to decline due to people staying in school longer.

We have also estimated 2021 headship rates based on housing construction activity reported by CMHC, which shows a total of approximately 4,214 housing units completed between June 1, 2016 and December 31, 2020. CMHC also reported 1,182 units under construction at the end of December 2020, which we assume will be completed and occupied by the end of the Census period (May 31, 2021). Applying these age-specific headship rates to the population in private households results in growth of approximately 37,584 households between 2021 and 2051 in Oshawa.

Figure 4-6: Household Growth by Dwelling Type

	2016	2021	2026	2031	2036	2041	2046	2051	Growth 2021- 2051
Total Households									
Single-Detached	34,389	36,015	39,890	42,844	46,136	49,603	53,154	56,736	20,721
Semi-Detached	5,405	5,513	6,049	6,340	6,737	7,202	7,765	8,364	2,851
Row	5,582	6,826	7,568	7,992	8,575	9,205	9,869	10,528	3,702
Apartment	16,203	18,619	20,791	22,200	23,889	25,671	27,280	28,930	10,310
Total	61,578	66,974	74,298	79,376	85,337	91,682	98,068	104,558	37,584
Ground Related	45,375	48,355	53,507	57,176	61,447	66,011	70,788	75,628	27,274
Apartment	16,203	18,619	20,791	22,200	23,889	25,671	27,280	28,930	10,310

SOURCE: urbanMetrics inc.

The household growth forecasts in Figure 4-6 result in approximately 1,250 new households per year in Oshawa over the 30-year period between 2021 and 2051. This is in comparison to recent housing completions of 950 units per year as shown earlier. Therefore, these household growth forecasts anticipate that housing construction activity in Oshawa will increase. It is also notable that apartment units are anticipated to account for 27% of household growth over the forecast period, which is higher than the existing share of households living in apartment units in Oshawa.

It is also important to note that these household growth forecasts do not include a market contingency factor or other mitigating factors, both of which are identified as appropriate adjustments in the LNA Methodology. If any of these factors were included, it would further increase the number of housing units required in Oshawa to accommodate population growth.

4.5 Housing Supply

An estimate of housing supply in Oshawa has been prepared, based in part on the supply of housing units contained in the recent *City of Oshawa 2019 Development Charges Background Study*, prepared by Watson & Associates Economists Ltd. (the “DCBS”). The DCBS identified Oshawa as having a unit supply of 32,202 units in the Urban Areas of the municipality as of December 2018.

About 37% of the unit potential was located within the built-up area and will contribute towards Oshawa achieving the intensification target of 39% that is contained within the Durham Regional Official Plan.

To update this unit supply to the base year 2021, we have subtracted housing starts reported by CMHC at the Census Tract level. In total, CMHC reported 1,378 housing starts in the Urban Area of Oshawa between January 2019 and March 2020, of which 23% were located within the built-up area.

Based on these CMHC housing starts, we have estimated a June 1, 2021 unbuilt housing supply of 30,824 units, as shown in Figure 4-7.

Figure 4-7: Estimated Unit Supply of Development Status, June 1, 2021

	Single/ Semi- Detached	Multiples	Apartment	Total
Built-Up Area				
Registered Units (No Permits)	0	0	20	20
Draft Approved Units	17	56	0	73
Proposed Units	212	319	2,265	2,796
Intensification & Greenfield Potential	140	1,460	7,506	9,106
Sub-total	369	1,835	9,791	11,995
Designated Greenfield Area				
Registered Units (No Permits)	79	40	0	119
Draft Approved Units	716	821	779	2,316
Proposed Units	3,139	2,849	2,095	8,083
Intensification & Greenfield Potential	2,756	3,468	3,465	9,689
Sub-total	6,690	7,178	6,339	20,207
CMHC Housing Starts				
Built-Up Area	86	143	83	312
Designated Greenfield Area	224	265	577	1,066
Total	310	408	660	1,378
Remaining Supply - June 1, 2021				
Built-Up Area	283	1,692	9,708	11,683
Designated Greenfield Area	6,466	6,913	5,762	19,141
Total	6,749	8,605	15,470	30,824

SOURCE: urbanMetrics inc. based on City of Oshawa 2019 Development Charges Background Study and CMHC.

5.0 Community Area Land Needs

Key Findings

- Based on various intensification and density targets, the City will require a Settlement Area boundary expansion of at least 350 gross hectares of Community Area lands to meet the population and employment forecasts to 2051.
- If the intensification target in Oshawa is increased to 45% as part of the ongoing Regional MCR, it will require the construction of approximately 570 new apartment units per year between 2021 and 2051. This will require a policy-based shift into apartment units and highlights the need to take a cautious approach when evaluating the intensification target in Oshawa as part of the ongoing MCR.
- Recognizing the difficulty in achieving the 45% intensification target, urbanMetrics has also prepared Community Area land needs assessment based on the existing intensification target of 39%. Based on this existing intensification rate scenario, Oshawa will require a Settlement Area boundary expansion of 479 gross hectares of Community Area lands. However, it is notable that even under this scenario, the City will require a policy-based shift in demand towards apartment units.

The following section addresses Components 5 and 6 of the LNA Methodology for the Community Areas land needs assessment in Oshawa.

Section 7.3.9 of the Durham Regional Official Plan identifies a Region-wide intensification target of 40% and DGA density target of 50 residents and jobs per hectare. However, this intensification target is likely to increase as part of the ongoing MCR, as Section 2.2.2.1 a) of the Growth Plan identifies a minimum intensification target of 50% in Durham Region and continues to identify a DGA density target of 50 residents and jobs per hectare. Therefore, as part of the ongoing MCR, the current intensification target of 39% in Oshawa may be increased to achieve the region-wide intensification target of 50% as outlined in the Growth Plan.

To reflect the potentially higher intensification target in Oshawa, we have prepared two Community Area land needs assessments:

1. **Existing Scenario:** This scenario assumes that the intensification target in Oshawa is not increased through the ongoing MCR and remains at 39% when assessing land needs to 2051. This scenario also assumes a DGA density target of 50 residents and jobs per hectare.
2. **Alternative Scenario:** This scenario assumes that the intensification target in Oshawa is increased to 45% through the ongoing MCR. This scenario continues to assume a DGA density target of 50 residents and jobs per hectare.

The purpose of providing two scenarios for the Community Area land needs assessment is to identify the range of land needs that will be required to accommodate growth to 2051.

5.2 Existing Scenario

Recognizing that the LNA Methodology requires municipalities to utilize the existing intensification and DGA density target when determining Community Area land needs, a policy-based land needs assessment has also been prepared for Oshawa based on the existing intensification target of 39%.

Figure 5-1 allocates household growth between the Rural Area, Built-up Area and Designated Greenfield Area. The Rural Area is anticipated to account for 1% of household growth in the policy-based scenario. As shown, the built-up area is allocated 14,658 units to achieve the 39% intensification target. The 283 single & semi-detached units and 1,692 townhouse units are based on the land supply analysis in Figure 4-7. To achieve the 39% intensification target, a total of 12,683 apartment units would need to be accommodated within the built boundary. It is notable that the 12,683 apartment units allocated to the built-up area is greater than the estimated supply of 9,710 units identified earlier in Figure 4-7. Therefore, redevelopment of existing sites within the built-up area would be required to accommodate these units.

It is also notable that the number of apartment units allocated to the built-up area (12,683 units) exceeds the forecast market-based forecast of 10,310 apartment units between 2021 and 2051. Therefore, a policy-based shift in household demand would be required to achieve the existing intensification target of 39%.

Figure 5-1: Existing Intensification Rate Household Growth by Policy Area

Policy Area	Single/ Semi- Detached	Row	Apartment	Total
Rural Area	236	0	0	236
<i>Rural Area Unit Mix</i>	<i>100%</i>	<i>0%</i>	<i>0%</i>	<i>100%</i>
Built-up Area	283	1,692	12,683	14,658
<i>Built-Up Area Unit Mix</i>	<i>2%</i>	<i>12%</i>	<i>87%</i>	<i>100%</i>
Designated Greenfield Area	11,345	9,076	2,269	22,691
<i>Built-Up Area Unit Mix</i>	<i>50%</i>	<i>40%</i>	<i>10%</i>	<i>100%</i>
Total	11,864	10,768	14,952	37,584

SOURCE: urbanMetrics inc.

As shown at the bottom of Figure 5-1, the remaining 22,690 housing units would be accommodated within the DGA. The housing mix in the DGA has been adjusted to achieve the DGA density target of 50 residents and jobs per hectare, while still reflecting market-based demand for housing. As shown, it is assumed that 50% of units will be single and semi-detached, 40% will be row units and 10% of units will be apartments.

Figure 5-1 identifies a total of 14,950 new households in apartment units between 2021 and 2051, which is equivalent to approximately 500 new units per year. By comparison, CMHC has reported that over the past five years in Oshawa, there have been an average of 360 apartment unit completions per year. Therefore, during the next 30 years, apartment completions would need to increase further. While this increase in apartment construction is reasonable, it does highlight the need to be cautious in potentially raising the intensification target in Oshawa further as part of the ongoing MCR, as it could result in housing shortages.

Figure 5-2 compares the demand for units in the DGA to the estimated supply, which was summarized previously in Figure 4-7. As shown, based on this approach, there will be a shortfall of 7,073 single/semi-detached and row units that will need to be accommodated through a Community Area settlement area boundary expansion.

Figure 5-2: Existing Intensification Rate Surplus/(Shortfall) of Units in the Designated Greenfield Area

	Single/ Semi- Detached	Row	Apartment	Total
DGA Household Growth 2021 to 2051	11,345	9,076	2,269	22,691
DGA Unit Supply Potential	6,466	6,913	5,762	19,141
Surplus / (Shortfall) in DGA Units	(4,879)	(2,163)	3,493	(7,043)

SOURCE: urbanMetrics inc.

Figure 5-3 assesses the Community Area settlement area boundary expansion that would be required to accommodate the shortfall of 7,043 single/semi-detached and row units to 2051. We would note that as there is more than sufficient lands to accommodate apartment growth, these lands are excluded from the shortfall. The analysis assumes that market demand for ground related housing cannot be satisfied through apartment development. As shown, net densities are applied to the shortfall in residential units. These densities are based on an assessment of recent residential development applications across Oshawa. The net densities in Figure 5-3 only include developable residential lands and exclude road allowances, parks, institutional and commercial lands. Sample densities are summarized in Appendix A.

A net to gross ratio of 48% is then applied to the DGA land need to determine the gross land needs. The net to gross ratio is also based on recent residential development applications across Oshawa and summarized in Appendix A. This gross land need includes lands for roads, parks, institutional and commercial uses. As shown, based on this existing intensification rate scenario, Oshawa will require an expansion of 479 gross hectares to accommodate Community Area land needs to 2051. As identified in the LNA Methodology, it may be necessary to adjust the land needs upwards to ensure logical boundaries of the settlement areas or to reflect market contingency factors.

Figure 5-3: Existing Intensification Rate Community Area Settlement Boundary Expansion

	Single/ Semi- Detached	Row	Apartment	Total
DGA Unit Surplus / (Shortfall)	(4,879)	(2,163)	3,493	
Density Factor (Units Per Net Hectare)	27.0	45.0	95.0	
DGA Land Need (Net Hectares)	180.7	48.1	0.0	228.8
Net to Gross Ratio				48%
DGA Community Area Land Need (Gross Hectares)				479

SOURCE: urbanMetrics inc.

Based on the direction in the LNA Methodology, the density of the expansion lands to ensure they meet the DGA density target of 50 residents and jobs per hectare, as identified in the Durham Regional Official Plan.

As shown, based on forecast PPU's, the Community Area expansion lands are forecast to accommodate 21,630 persons. The expansion area is also estimated to accommodate 5,140 jobs, which includes Population-Related Employment (PRE) and work at home jobs. The PRE job estimate is based on the forecast ratio of approximately PRE jobs to residents, while the work at home employment estimate assumes that 2.4% of the population work at home, which is consistent with the existing ratio in the City.

As shown, under the existing intensification rate scenario, the expanded Community Area would achieve a density of 56 residents and jobs per hectare, which is higher than the density of 50 residents and jobs per hectare identified in the Durham Regional Official Plan.

Figure 5-4: Existing Intensification Rate Calculation for Community Area Settlement Expansion

	Single/ Semi- Detached	Row	Apartment	Total
Settlement Area Expansion Unit Mix	4,879	2,163	(3,493)	
PPU	3.27	2.63	1.76	
Residents	15,939	5,693	0	21,632
Jobs				5,137
Residents and Jobs				26,769
Density (Residents and Jobs Per Hectare)				56

SOURCE: urbanMetrics inc.

5.3 Alternative Scenario

Recognizing that the Growth Plan now identifies a minimum intensification rate of 50% for Durham Region, which is higher than the current rate of 40% identified in the Regional Official Plan, we have prepared a scenario that includes a higher rate of intensification in Oshawa.

As noted above, the current intensification rate in Oshawa is 39%. However, to achieve the Region-wide intensification rate of 50%, it may be necessary to direct a higher share of growth to the built-up areas of Oshawa. In *Report #2019-P-31, Envision Durham – Growth Management – Urban Systems Discussion Paper, File D12-01*, Table 8 identifies that over the 5-year period between 2014 and 2018, Oshawa achieved an average intensification rate of 35.7%, which is below the current intensification target. Recognizing that Durham Region must now plan to achieve a higher intensification target, for the purposes of this alternative intensification rate scenario, we have assumed an intensification rate of 45% in Oshawa between the 2021 to 2051 period. However, the Region should exercise caution in identifying a higher intensification target in Oshawa. As shown in Figure 4-7, only 38% of the estimated housing supply is located within the built-up area of Oshawa. Also, as stated in the LNA Methodology, the intent of any land needs assessment is to “provide sufficient land to accommodate all market segments so as to avoid shortages that would drive up land cost for both housing and employment uses”. Therefore, identifying an intensification target that is too high could reduce housing affordability in Oshawa.

The purpose of this alternative scenario identifies the minimum amount of Community Area land required to accommodate the 2051 population forecast. This scenario will result in a more significant policy-based shift to apartment units.

Consistent with the approach utilized in the existing intensification rate scenario, Figure 5-5 allocates household growth between the Rural Area, Built-up Area and Designated Greenfield Area.

The Rural Area is anticipated to account for 1% of household growth in the policy-based scenario. As shown, the built-up area is allocated 16,910 units to achieve the 45% intensification target in Oshawa. The 283 single and semi-detached units and 1,692 townhouse units are based on the land supply analysis in Figure 4-7. To achieve the 45% intensification target, a total of 14,940 apartment units would need to be accommodated within the built-up area.

Consistent with the existing intensification rate scenario, the number of apartment units identified for the built-up area (14,940 units) is more than the market-based forecast of 10,310 units between 2021 and 2051. Therefore, a significant policy-based shift in household demand would be required to achieve the existing intensification target of 45%.

Figure 5-5: Alternative Intensification Rate Scenario Growth Allocation by Policy Area

Policy Area	Single/ Semi- Detached	Row	Apartment	Total
Rural Area	236	0	0	236
<i>Rural Area Unit Mix</i>	<i>100%</i>	<i>0%</i>	<i>0%</i>	<i>100%</i>
Built-up Area	283	1,692	14,938	16,913
<i>Built-Up Area Unit Mix</i>	<i>2%</i>	<i>10%</i>	<i>88%</i>	<i>100%</i>
Designated Greenfield Area	10,218	8,174	2,044	20,436
<i>Built-Up Area Unit Mix</i>	<i>50%</i>	<i>40%</i>	<i>10%</i>	<i>100%</i>
Total	10,736	9,866	16,981	37,584

SOURCE: urbanMetrics inc.

As shown at the bottom of Figure 5-5, the remaining 20,436 housing units would be accommodated within the DGA. The housing mix in the DGA has been adjusted to achieve the DGA density target of 50 residents and jobs per hectare, while still reflecting market-based demand for housing. As shown, it is assumed that 50% of units will be single and semi-detached, 40% will be row units and 10% of units will be apartments.

Figure 5-5 identifies a total of nearly 17,000 new households in apartment units between 2021 and 2051, which is equivalent to almost 570 new units per year. As noted earlier, CMHC has reported that over the past five years in Oshawa, there have been an average of 360 apartment unit completions per year. Therefore, during the next 30 years, apartment completions would need to be even higher than the past 5 years, which already represented the higher rate of apartment construction in the City of Oshawa.

Figure 5-6 compares the demand for units in the DGA to the estimated supply, which was summarized previously in Figure 4-7. As shown, based on this approach, there will be a shortfall of 5,013 single/semi-detached and row units that will need to be accommodated through a Community Area settlement area boundary expansion.

Figure 5-6: Alternative Intensification Rate Scenario Surplus/(Shortfall) of Units in the DGA

	Single/ Semi- Detached	Row	Apartment	Total
DGA Household Growth 2021 to 2051	10,218	8,174	2,044	20,436
DGA Unit Supply Potential	6,466	6,913	5,762	19,141
Surplus / (Shortfall) in Greenfield Units	(3,752)	(1,261)	3,718	(5,013)

SOURCE: urbanMetrics inc.

Figure 5-7 assesses the settlement area boundary expansion that would be required to accommodate the shortfall of 5,013 single/semi-detached and row units to 2051. As shown, net densities are applied to the shortfall in residential units. A net to gross ratio of 48% is then applied to the DGA land need to determine gross land needs. This gross land need includes lands for roads, parks, institutional and commercial uses. As shown, based on the alternative intensification rate scenario, Oshawa will require an expansion of 350 gross hectares to accommodate Community Area land needs to 2051. As identified in the LNA Methodology, it may be necessary to adjust the land needs upwards to ensure logical boundaries of the settlement areas.

Figure 5-7: Alternative Intensification Rate Scenario Community Area Settlement Expansion

	Single/ Semi- Detached	Row	Apartment	Total
DGA Unit Surplus / (Shortfall)	(3,752)	(1,261)	3,718	
Density Factor (Units Per Net Hectare)	27.0	45.0	95.0	
DGA Land Need (Net Hectares)	139.0	28.0	0.0	167.0
Net to Gross Ratio				48%
DGA Community Area Land Need (Gross Hectares)				350

SOURCE: urbanMetrics inc.

Figure 5-8 calculates the density that could be achieved in the expanded Community Area based on the unit mix and estimated number of population-related jobs.

As shown, based on forecast PPUs, the Community Area expansion lands have the potential to accommodate approximately 15,757 residents. The expansion area is also estimated to accommodate approximately 3,700 jobs, which includes Population-Related Employment (PRE) and work at home jobs based on the methodology identified in the previous section of this report. Overall, as shown, under the alternative intensification rate scenario, the expanded Community Area would achieve a density of 55 residents and jobs per hectare.

Therefore, depending on the intensification rate identified for Oshawa through the Regional MCR, the City would need to expand the Settlement Area boundary to accommodate between 350 and 479 gross hectares of Community Area lands based on population and employment forecasts to 2051.

Figure 5-8: Alternative Intensification Rate Scenario Density Calculation for Community Area Settlement Expansion

	Single/ Semi- Detached	Row	Apartment	Total
Settlement Area Expansion Unit Mix	3,752	1,261	(3,718)	
PPU	3.27	2.63	1.76	
Residents	12,256	3,319	0	15,575
Jobs				3,699
Residents and Jobs				19,274
Density (Persons and Jobs Per Hectare)				55

SOURCE: urbanMetrics inc.

5.4 50% Intensification Scenario

As noted previously, the Growth Plan requires that the Region of Durham as a whole accommodate at least 50% of its growth through intensification (i.e. within the built-boundary). In recent years, it has been at this ratio, with Whitby, Pickering and more recently Ajax tracking well above the Regional average. Historically, development within the built boundary has been below the Regional average. The current intensification target for Oshawa is 39%. In our analysis, we have reviewed two scenarios, including an increase to 45%, recognizing the higher Regional target. We believe this scenario represents a reasonable balance between historic housing trends in Oshawa and the Region wide target of 50%.

However, for illustrative purposes, we have also examined the additional DGA land needs under a scenario, whereby Oshawa has the same 50% intensification target as the Region as a whole. The calculations for this scenario are found in the appendix section.

Under this scenario, Oshawa would still need to add some 242 gross hectares to the Designated Greenfield Area.

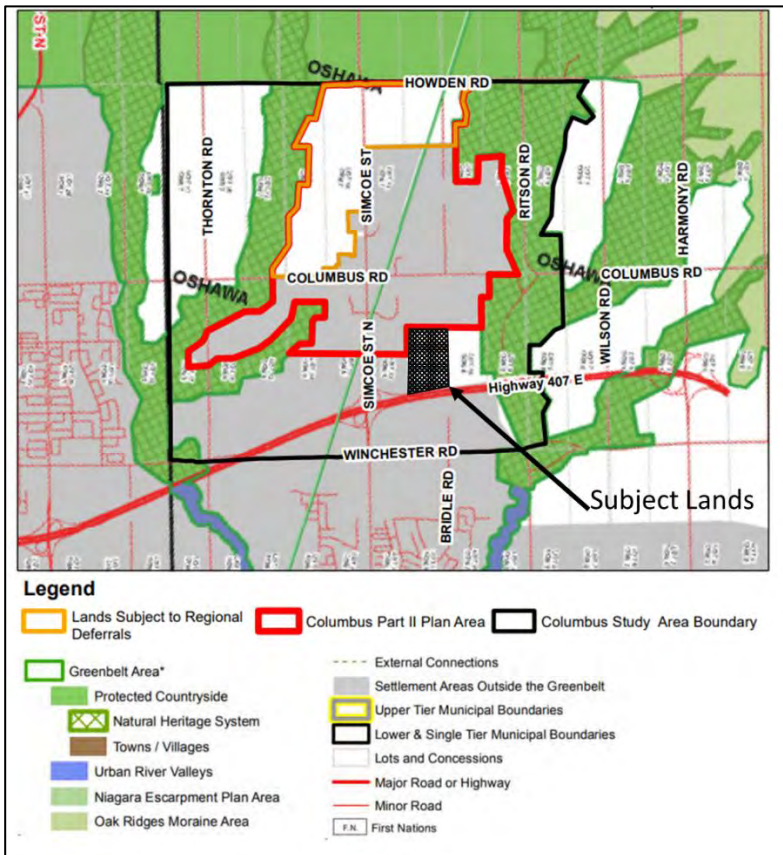
6.0 Subject Lands

6.1 Columbus Community Planning Process

The subject lands would be part of the expansion of the Columbus community. The City of Oshawa initiated an Integrated Planning Act and Municipal Class Environmental Assessment Act Study (the Study) for the Columbus community in June 2017. The Study Area is generally bounded by Howden Road to the north, the Oshawa-Whitby boundary to the west, Winchester Road to the south and the east branch of the Oshawa creek to the east. The results of the Study are intended to provide a framework to guide growth and development in the Columbus Part II Planning Area, as well as providing direction related to other lands in the Study Area.

As indicated by Figure 6-1, the subject lands are within the study area, but outside of the urban settlement boundary and the Plan Area delineated as part of the planning for the Columbus II expansion.

Figure 6-1: Columbus Planning Area

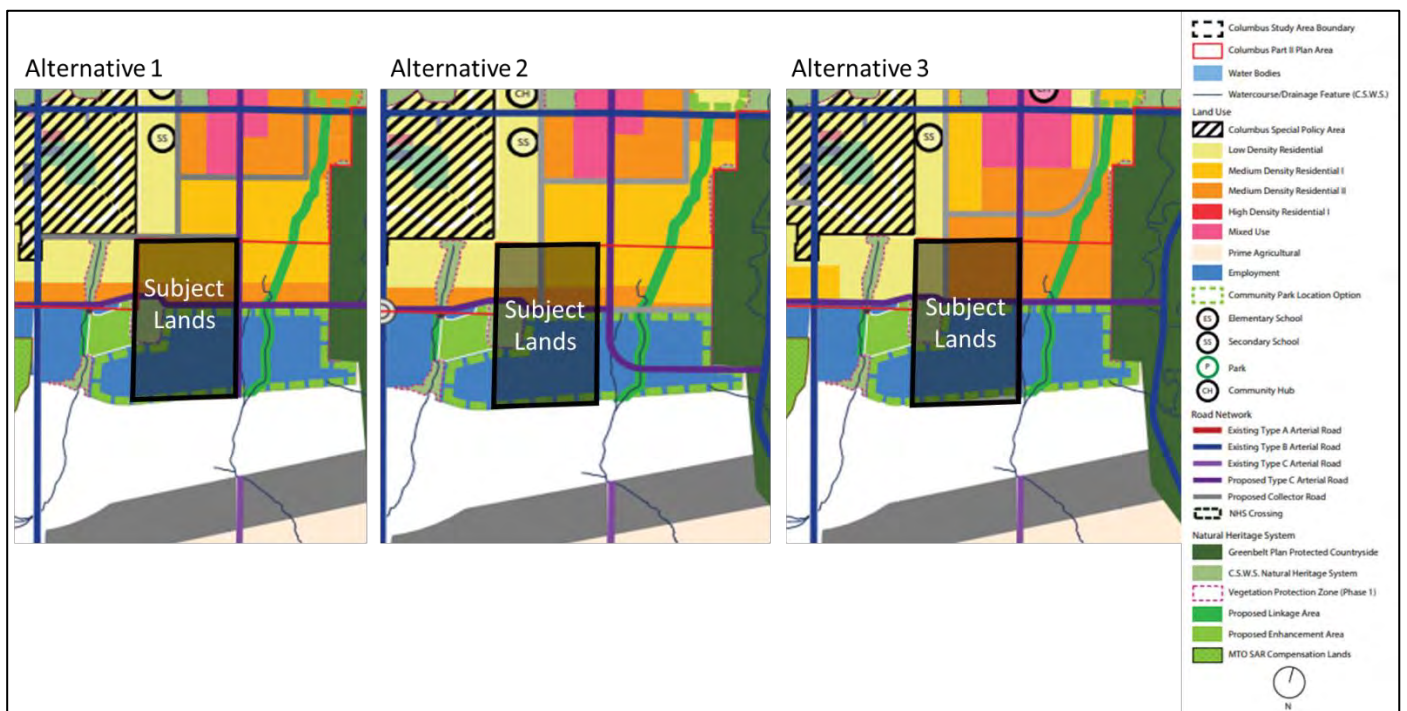


Source: City of Oshawa Integrated Columbus Part II Planning Act and MCEA Act Study Planning Background Consideration Report, May 2019

As part of the planning process for the Columbus community, 3 alternative land use plans were prepared. As indicated by Figure 6-2, all three show the subject lands, as well as lands to the east and west, integrated into the community, with the northern portion as either medium density residential or a combination of medium and low density residential. The southern portion of the lands fronting on Highway 407 are shown as either industrial or as an optional location for a community park.

However, because the subject lands are outside of the approved urban settlement boundary, a settlement boundary expansion would be required to incorporate them into the Columbus Planning Area.

Figure 6-2: Columbus Part II Land Use Alternatives



Source: urbanMetrics based on the Integrated Columbus Planning Act and Municipal Class Environmental Assessment Act Alternative Solutions Report, November, 2019.

6.2 Amendment 1 to The Growth Plan for the Greater Golden Horseshoe

In August 2020, the Province adopted Amendment 1 to the Growth Plan, which have a number of important implications on the planning for the Columbus community. Most importantly, the planning horizon for the areas subject to the plan – including Durham Region – was extended to 2051, from the

previous horizon of 2041, which was part of the 2019 Growth Plan, which had only just expanded the horizon from 2031.

The Columbus Community was planned to accommodate population growth to 2031, based on the Durham Region population allocations to the City of Oshawa.

The Schedule 3 2051 population target for Durham Region is 1,300,000, which represents a 330,000 person increase over the original 2031 target from the pre-2019 Growth Plan and a 110,000 person increase since the 2019 Growth Plan. As a result, planning for the Region must accommodate significantly more residents since the initiation of the Columbus planning exercise. The Region is still in the process of allocating the 2051 population to the area municipalities. Historically, Oshawa has represented approximately 25% of the Region's population, although this share has been declined slightly in recent years. Assuming that Oshawa were to allocated approximately 20% of the Region's new growth allocation, the Town would have to plan for an additional 66,000 residents to 2051 beyond the 2031 target.

A second important charge is the population and employment targets are to be considered as minimums, that can be exceeded as part of a municipal comprehensive review, such as the Envision Durham Municipal Comprehensive Review currently being undertaken by the Region.

Thirdly, the Growth Plan now requires that municipal comprehensive reviews be undertaken using a market based land needs assessment methodology and requires that municipalities take the local housing market into consideration when determining land needs.

Finally, Amendment 1 maintains the Region wide intensification rate of 50% contained in the 2019 Growth Plan. (i.e. 50% of new residential development must occur within the delineated built-up area). This is above the 40% contained in the current Regional Official Plan based on former versions of the Growth Plan.

In recent years, the Region has been achieving intensification levels at its targeted level, with Whitby, Pickering, and more recently Ajax tracking well above this ratio. Over the past five years, only about 36% of development in Oshawa has been attracted within the built-boundary. As part of its Municipal Comprehensive Review, Durham may choose to increase Oshawa's intensification rate in keeping with the higher 50% target. Given the extent of additional population that will need to be accommodated within Durham, a change in Oshawa's target to 45% or 50%, would still require significantly more Designated Greenfield Area lands in Oshawa to 2051 than was originally envisioned for the Columbus community, including the subject site.

6.3 The Subject Lands as a Settlement Boundary Expansion

The subject lands comprise some 28.5 hectares, and are ideally suited for a boundary expansion to support future growth in Oshawa.

They are contiguous to the planned settlement area and, as the three alternative land use concepts illustrate, they can seamlessly transition from the planned neighbourhoods within the settlement area boundary.

While a further assessment would need to be made by a qualified engineer, the subject lands could most likely be serviced as part of the broader water and wastewater strategy for the Columbus community. It appears as though the lands have already been incorporated into the water and wastewater concepts prepared as part of the background studies for Columbus Part II¹

As shown in Figure 6-3, the subject lands are surrounded by the existing Oshawa Major Urban Area boundary, which abuts the lands on three sides.

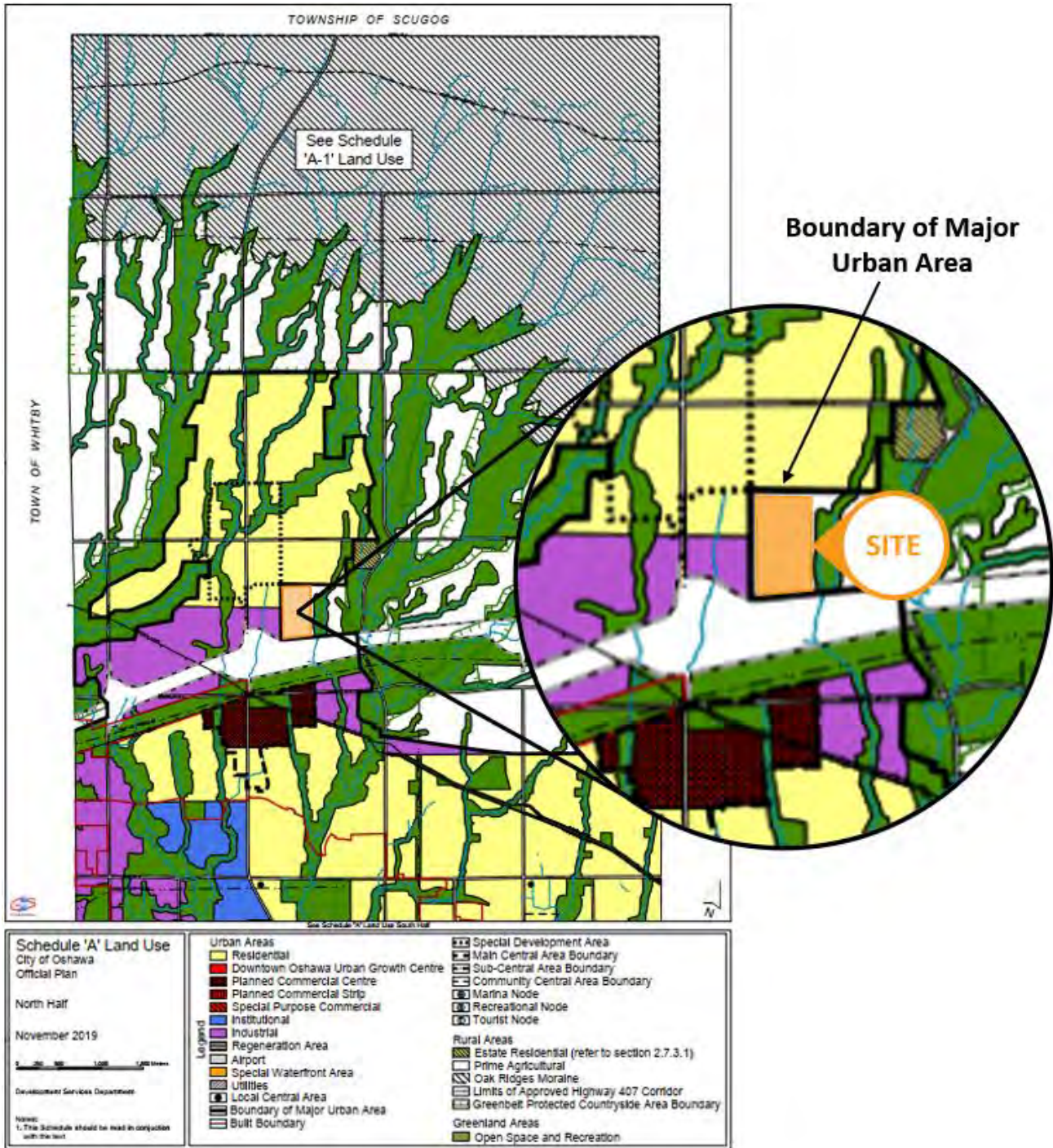
When considering the inclusion of the subject lands within the future Major Urban Area boundary, we have also considered the direction of the LNA Methodology, which states:

The area for settlement area boundary expansion is then adjusted upwards in a minor way, if necessary, to ensure logical boundaries of the settlement area. This will generally be an arterial or concession road or other man-made or natural definable feature. The intent is to establish logical settlement area boundaries and avoid partial neighbourhoods or irregular servicing boundaries. Such adjustments would require slight increases to the forecast assumed in implementing this assessment. (emphasis added)

This paragraph in the LNA Methodology identifies the need for ‘logical boundaries’ twice and provides the further direction that it can be based on natural definable features. As shown in Figure 6-3, Ritson Road North and the Open Space and Recreation designation are located to the east of the subject lands and provide a definable feature when establishing a future Major Urban Area boundary in Oshawa.

¹ Servicing Concepts for Water and Wastewater – Integrated Columbus Part II Planning Act and Municipal Environmental Assessment Act Study, November 18, 2019, Wood Environment & Infrastructure Solutions.

Figure 6-3: Oshawa Official Plan, Schedule A



SOURCE: urbanMetrics inc.

7.0 Oshawa Employment Land Assessment

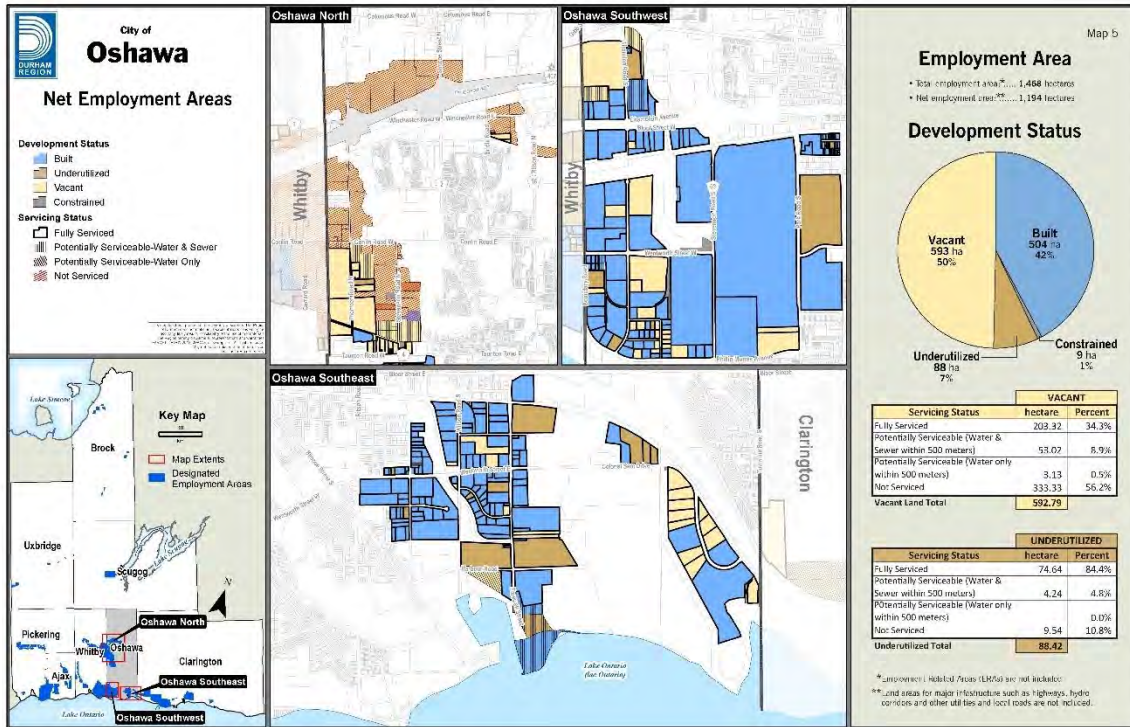
In the 3 Columbus Part II Land Use Alternatives proposed in the City’s Alternative Solutions Report (See Figure 6-2), the southern half of the subject site is shown as employment lands. The actual land area identified as employment lands would depend on the final realignment of a proposed road and the extent of a vegetation protection zone, but we would estimate the size of the southern portion of the site to be between 12 and 16 hectares. In our opinion, the most appropriate use for the entire site would be to accommodate needed residential uses, rather than as employment lands, for several reasons:

- As discussed above, the lands will be required to support future residential growth in the City;
- The City of Oshawa has far more employment lands than it will need to 2051 and beyond;
- The Region in its employment land review, had never considered the subject lands as part of its employment land supply;
- Other lands at the south end of the Columbus planning area may not be developed as employment lands, leaving the south end of the subject site an orphaned parcel, making it less desirable for industrial tenants and creating the potential for land use conflicts.

7.1 Employment Land Supply

Figure 7-1 summarizes the employment land supply for the City of Oshawa as of 2019 based on information compiled by the Region of Durham. As indicated by this figure, there are some 593 hectares of vacant employment lands in the City and another 89 hectares identified as under-utilised, for a total potential supply of 682 hectares. Of the total vacant and under-utilised supply, some 277 hectares are fully serviced. The majority of unserviced lands are part of new growth areas in North Oshawa that will be serviced as the new communities build out.

Figure 7-1: City of Oshawa 2019 Employment Land Supply



Source: Region of Durham Report #2020-P-11, Attachment 11.

7.2 Employment Land Demand

We have examined the demand for future employment lands in Oshawa based on two scenarios. In both scenarios, we have examined the future need for employment lands based on the projected employment growth (excluding work from home and work with no fixed place of address) between 2021 and 2051 of 42,084 derived from our projection model discussed in Section 4. In the first scenario (See Figure 7-2), the employment has been distributed between Industrial, Commercial/Population Serving and Institutional sectors based on the current distribution as identified by the 2019 Oshawa Development Charges Background Study². As indicated on this figure, industrial employment currently accounts for 21% of the City’s employment base, institutional employment represents 36%, and commercial and population related employment amounts to 42%.

In the second scenario (See Figure 7-3), we have considered the distribution of employment for the 2021 to Build-out period projected in the Development Charges Background Study. In the projection period, the commercial/population related employment increases slightly from 43% to 46%.

² City of Oshawa Development Charges Background Study Page A-20.

However, the major difference is a very significant shift from institutional to industrial employment. Institutional employment declines from 36% to 17%, while industrial employment increases from 21% to 37%. In our opinion, the decline in influence of Oshawa’s institutional sector projected in the Development Charges Study is unreasonable given that Lakeridge Health is master planning a major expansion and relocation of the Oshawa Hospital, Ontario Tech University is also planning for a major expansion, and there will be significant growth required in school, and public sector employment to support future population growth.

Furthermore, the industrial employment base in Oshawa has experienced a massive decline since 2006, decreasing by more than half in keeping with trends across North America and trends specific to the local automotive sector. While there are signs that the manufacturing sector has begun to rebound in recent years, the expectation is that the services sector, including health care, financial services, business services and education services will continue to be a major economic driver in Ontario and Oshawa.

In our second scenario, we have still provided for a shift from institutional to industrial employment, but have reduced the magnitude of the shift proposed in the Development Charges Background Study. For projection purposes, we have used the following distribution of employment:

- Industrial - Increase of current share from 21% to 30%;
- Commercial/Population Serving – Maintain current share of 43%; and,
- Institutional – Reduce current share from 36% to 27%.

Even this modified distribution represents a significant shift from institutional to industrial employment and a substantial change from the current employment mix in the City.

Figures 7-2 and 7-3 rely on the following assumptions:

- Based on our experience, we have allocated a share of each employment sector to employment lands. 95% of industrial employment has been allocated to employment lands. A small segment would include small scale production and assembly that may occur on commercial lands or as a home based occupation, as well as certain jobs within this sector that would not be located on employment lands. 30% of commercial/population related employment has been allocated to employment lands. This would include offices and ancillary retail/services. 10% of institutional employment has been allocated to employment lands. This would primarily include municipal and regional offices, works yards, recycling depots and other functions.
- The square foot per employee figures are based on the ratios employed in the Oshawa 2019 Development Charges Background Study.
- Land coverage is based on our experience with similar types of development. Commercial/population and institutional reflect a mix of office and other building forms.

- A 5% factor has been added to account for long term vacancy and the acquisition of excess land by some companies to accommodate future growth.
- Land needs have been converted to 2019 to 2051 time frame to be consistent with the employment land inventory. Assumes average annual growth rate.

Figure 7-2: Projected Employment Land Needs Based on Current Employment Distribution by Sector

Employment Growth 2021 to 2051 (Excluding NFPW and WFH)¹

	Employment	% Distribution
Industrial	8,838	21%
Commercial/Population Related	18,096	43%
Institutional	15,150	36%
Total	42,084	100%

Employment Land Needs

	Employment Growth	Share on Employment Lands	Employment on Employment Lands	Square Feet Per Employee	Building Area Required (SF Millions)	Land Coverage	Acres Required	Hectares Required	Employment Per Hectare
Industrial	8,838	95%	8,396	1,200	10.07	0.35	660.8	267.4	31.4
Commercial/Population Related	18,096	30%	5,429	400	2.17	0.5	99.7	40.3	134.5
Institutional	15,150	10%	1,515	690	1.05	0.5	48.0	19.4	78.0
Total	42,084		15,340		13.29		808.5	327.2	46.9
Estimate for Long Term Vacancy								5%	
Employment Land Required 2021-2051								344.4	
Employment Land Required 2019-2051								367.4	

Source: urbanMetrics

1) Excludes employment with no fixed place of work and working from home.

Figure 7-3: Projected Employment Land Needs Based on Employment Shift from Institutional to Industrial

Employment Growth 2021 to 2051 (Excluding NFPW and WFH)¹

	Employment	% Distribution
Industrial	12,625	30%
Commercial/Population Related	18,096	43%
Institutional	11,363	27%
Total	42,084	100%

Employment Land Needs

	Employment Growth	Share on Employment Lands	Employment on Employment Lands	Square Feet Per Employee	Building Area Required (SF Millions)	Land Coverage	Acres Required	Hectares Required	Employment Per Hectare
Industrial	12,625	95%	11,994	1,200	14.39	0.35	944.0	382.0	31.4
Commercial/Population Related	18,096	30%	5,429	400	2.17	0.5	99.7	40.3	134.5
Institutional	11,363	10%	1,136	690	0.78	0.5	36.0	14.6	78.0
Total	42,084		18,559		17.35		1,079.7	437.0	42.5
Estimate for Long Term Vacancy									5%
Employment Land Required 2021-2051									460.0
Employment Land Required 2019-2051									490.6

Source: urbanMetrics

1) Excludes employment with no fixed place of work and working from home.

Based on the current employment distribution, the additional 42,084 employees would require approximately 367.4 hectares of new employment lands by 2051 compared to a current supply of some 682 hectares. The projected employment density would represent some 46.9 jobs per hectare, which would include a mix of industrial, office, institutional and ancillary retail space.

Based on the second scenario, which would involve the shift in share from institutional to industrial, some 490.6 hectares would be required by 2051, which is still 191 hectares less than the current supply. This would represent an employment density of some 42.5 jobs per hectare.

In terms density, the Region of York has conducted an extensive survey of its employment lands. While there is a significant variation between types of employment areas with office oriented business parks at between 100 and 200 jobs per hectare and dry rural industrial areas having very low densities, on average the employment lands in the Region averaged a density of 50 jobs per hectare. If Oshawa’s future employment lands were able to achieve a density closer to the average identified in York Region, employment land needs would be even further reduced.

In addition, following the significant decline in industrial employment across North America over the past few decades, a large share of new employment growth is being accommodated in existing buildings, where significant capacity exists. The Region of Durham in its Envision Durham Policy Directions Report is promoting the intensification of its existing employment areas. These trends and

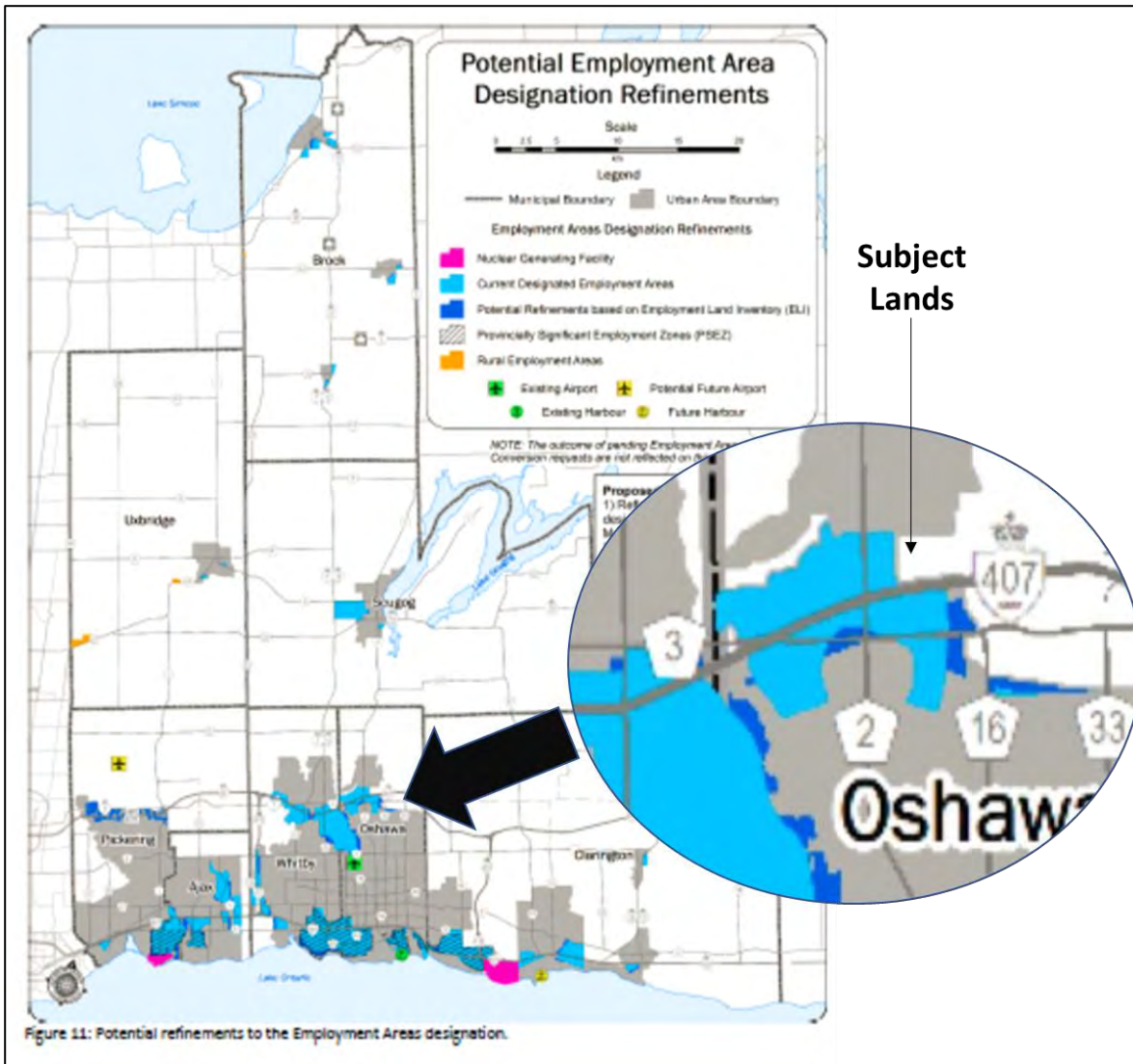
policy directions would further reduce the need to develop new employment land sites in the Region and specifically in Oshawa.

In summary, the City has a sufficient employment land supply to accommodate employment growth well beyond 2051. As a result, the subject lands would not be required to augment Oshawa’s supply.

7.3 The Region’s Identified Employment Land Supply

As part of its Envision Durham Municipal Comprehensive Review exercise, the Region undertook a review of its existing employment lands in 2021 in order to refine the boundaries of existing employment areas and to consider potential employment land conversions. As indicated by Figure 7-4, the subject lands were not included as employment lands or as a refinement to the City’s employment land inventory in the Region’s assessment. Consequently, if the subject lands were developed for residential uses, there would be no change to the Region’s or the City’s employment land inventory.

Figure 7-4: Durham Region Potential Employment Area Designation Refinements 2021



Source: Region of Durham Proposed Policy Directions Report, March 2021.

7.4 The Lands in Vicinity of the Site May Not Be Designated as Employment Lands

All of the Alternative Land Use plans for the Columbus Secondary Plan show the lands at the southeast of the Columbus Community, including the subject lands, as a Potential Community Park location, which according to the Integrated Columbus Alternative Solutions Report, would require

some 8 to 12 hectares. Similarly, all of the Alternatives also show a 30.56 hectare parcel at the northwest quadrant of Highway 407 and Simcoe Street as an environmental enhancement area. This site is also the subject of an employment conversion request. A second employment land conversion request has been made for a 25 hectare property west of the environmental enhancement area to permit residential uses.

As a result, the majority of lands in the vicinity of the subject site could be developed for parkland and maintained as an environmentally protected area. Depending on how the south end of the Columbus community proceeds, if an employment land designation is placed on the south end of the subject site, it could result in a small orphaned employment land parcel that would have limited attractiveness to potential industrial tenants. In our opinion, the most logical use in the vicinity of a regional park and an environmental enhancement area would be residential.

7.5 Summary

In summary, the most appropriate use for the south end of the subject lands would be as a continuation of the proposed residential lands to the north, rather than as employment lands as shown on the alternative land use plans. The subject lands are needed to support future residential growth. They are well positioned for a residential neighbourhood and would represent the logical extension of the community to the north. The City has a far greater supply of employment lands than it will need to serve demand to 2051 and beyond and would not need the subject lands to augment its supply. The subject lands were not considered for employment uses when the Region undertook its employment land refinement exercise. Finally, the character of the lands near to the subject lands could be defined by the inclusion of a community park and an environmental enhancement area, further reducing their desirability to support employment land uses.

8.0 Conclusions

As detailed in this Oshawa Community Land Needs Analysis, a Settlement Area boundary expansion of between 350 gross hectares and 479 gross hectares will be required to accommodate forecasted population and population-related employment growth to 2051.

The expansion of 479 gross hectares is based on the 39% intensification rate and DGA density targets contained in the Durham Regional Official Plan. However, as the updated Growth Plan identifies a higher minimum intensification rate for Durham Region than the previous version of the Plan, we have prepared an alternative scenario that assumes 45% of household growth in Oshawa is accommodated within the built-up area. Under this scenario, the City would still require an expansion of 350 gross hectares. However, it is important to note that to achieve this higher rate of intensification, a significant policy-based shift in housing demand will be required, which could result in housing shortages that would drive up land costs and reduce affordability.

Even at a hypothetical rate of 50% intensification for Oshawa to match the region wide target, some 242 hectares will be required.

The subject lands comprise some 28.5 hectares, and are ideally suited for a boundary expansion to support a portion of future growth in Oshawa.

The lands are contiguous to the planned settlement area and, as the three alternative land use concepts illustrate, they can seamlessly transition from the planned neighbourhoods within the settlement area boundary.

While a further assessment would need to be made by a qualified engineer, the subject lands could most likely be serviced as part of the broader water and wastewater strategy for the Columbus community. It appears as though the lands have already been incorporated into the water and wastewater concepts prepared as part of the background studies for Columbus Part II. They are located directly adjacent to the Major Urban Area boundary in the community of Columbus represent an excellent option to accommodate an area boundary expansion to accommodate growth to 2051. At the same time the addition of the subject lands would result in a logical settlement area boundary that would be defined by man-made and natural features. In total, the subject, at 28.5 hectares lands would account for between 5% and 8% of the estimated land area required for a settlement area boundary expansion in Oshawa.

In the 3 Columbus Part II Land Use Alternatives proposed in the City's Alternative Solutions Report, the southern half of the subject site is shown as employment lands. In our opinion, the most appropriate use for the south end of the subject lands would be as a continuation of the proposed residential lands to the north, rather than as employment lands as shown on the alternative land use plans. The subject lands are needed to support future residential growth. They are well positioned for a residential neighbourhood and would represent the logical extension of the community to the north. The City has a far greater supply of employment lands than it will need to serve demand to 2051 and beyond and would not need the subject lands to augment its supply. The subject lands

were not considered for employment uses when the Region undertook its employment land refinement exercise. Finally, the character of the lands near to the subject lands could be defined by the inclusion of a community park and an environmental enhancement area, further reducing their desirability to support employment land uses and enhancing them as a residential neighbourhood.

Appendix A Density Analysis

Figure A- 1: Single and Semi-Detached Sample Densities

Application	Net Land Area (Ha)	Single & Semi-Detached Units	Units Per Net Ha
S-O-2014-06	6.19	166.5	26.9
S-O-2019-02	1.0	26	26.0
S-O-2016-09	1.31	34	26.0
S-O-2014-01	11.2	321	28.7
S-O-2014-05	15.91	428	26.9
S-O-2016-01	11.27	301.5	26.8
Average	46.88	1277	27.2

Figure A- 2: Row Sample Densities

Application	Net Land Area (Ha)	Row Units	Units Per Net Ha
S-O-2020-01	1.86	76	40.9
S-O-2014-06	2.258	101.5	45.0
S-O-2019-02	0.66	32	48.5
S-O-2014-01	5.72	290	50.7
S-O-2014-05	5.48	248	45.3
S-O-2016-01	2.65	98	37.0
Average	18.628	845.5	45.4

Figure A- 3: Apartment Sample Densities

Application	Net Land Area (Ha)	Apartment Units	Units Per Net Ha
S-O-2014-06	5.876	426	72.5
S-O-2014-05	2.16	144	66.7
S-O-2016-01	6.34	790	124.6
Average	14.376	1360	94.6

Figure A- 4: Net-to-Gross Sample Densities

Application	Gross Land Area (Ha)	Net Land Area (Ha) ¹	Net to Gross Ratio
S-O-2020-01	4.05	1.86	0.459
S-O-2014-06	33.982	14.98	0.441
S-O-2019-02	4.16	2.19	0.526
S-O-2014-01	38.35	18	0.469
S-O-2014-05	47.6	23.55	0.495
S-O-2016-01	44.6	21.95	0.492
Average	172.742	82.53	48%

Appendix B 50% Intensification Scenario

Household Growth by Policy Area

Policy Area	Single/ Semi- Detached	Row	Apartment	Total
Rural Area	236	0	0	236
<i>Rural Area Unit Mix</i>	<i>100%</i>	<i>0%</i>	<i>0%</i>	<i>100%</i>
Built-up Area	283	1,692	16,817	18,792
<i>Built-Up Area Unit Mix</i>	<i>2%</i>	<i>9%</i>	<i>89%</i>	<i>100%</i>
Designated Greenfield Area	9,278	7,423	1,856	18,556
<i>Built-Up Area Unit Mix</i>	<i>50%</i>	<i>40%</i>	<i>10%</i>	<i>100%</i>
Total	9,797	9,115	18,673	37,584

Greenfield Unit Supply Surplus/(Shortfall)

	Single/ Semi- Detached	Row	Apartment	Total
DGA Household Growth 2021 to 2051	9,278	7,423	1,856	18,556
DGA Unit Supply Potential	6,466	6,913	5,762	19,141
Surplus / (Shortfall) in Greenfield Units	(2,812)	(510)	3,906	(3,322)

Greenfield Area Land Need

	Single/ Semi- Detached	Row	Apartment	Total
DGA Unit Surplus / (Shortfall)	(2,812)	(510)	3,906	
Density Factor (Units Per Net Hectare)	27.0	45.0	95.0	
DGA Land Need (Net Hectares)	104.2	11.3	0.0	115.5
Net to Gross Ratio				48%
DGA Community Area Land Need (Gross Hectares)				242

Density Calculation for Expansion Area

	Single/ Semi- Detached	Row	Apartment	Total
Settlement Area Expansion Unit Mix	2,812	510	(3,906)	
PPU	3.27	2.63	1.76	
Residents	9,187	1,341	0	10,527
Jobs				3,699
Residents and Jobs				19,274
Density (Persons and Jobs Per Hectare)				55



MEMORANDUM

To: David Faye
Setcon Investments Inc.

From: Piotr Szponar, P.Eng.
RAND Engineering

Date: May 31st, 2021

Project No.: 14973

Subject: Setcon Investments Inc. Property,
201 Columbus Road West,
City of Oshawa

Further to your request, we have reviewed the water, wastewater and drainage servicing requirements for the Setcon Investments Inc. property located at 201 Columbus Road West in the City of Oshawa. The approx. 44.4 ha property is located south of Columbus Road, north of Highway 407, east of the hamlet of Columbus and west of vacant lands.

In June 2017, the City of Oshawa initiated the Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment study for the 560 ha area generally bounded by Howden Road to the north, the Oshawa-Whitby boundary to the west, Winchester Road to the south and east branch of Oshawa Creek to the east. The ongoing study provides a general direction with respect to the future land uses, phasing, municipal infrastructure, stormwater management, transportation, and protection of environmental and natural features.

The northern part of the Setcon property (approx. 15.9 ha) is located within the Columbus Part II Planning Area. The balance of the property (approx. 28.5 ha) is located south of the Columbus Planning Area limits.

The purpose of this memorandum is to provide a servicing assessment in support of the area expansion to include the southern part of the Setcon property. The expansion will provide the opportunity for future development planning and efficient servicing of the entire Setcon property.



1.0 Background Information

The proposed land use and road plan information for the Columbus Part II Planning Area has been obtained from the November 2019 “*Alternative Solutions Report – Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act*”, prepared by Macaulay Shiomi Howson Ltd. The study provided the evaluation of three alternative land use and road plans and associated budgets.

The existing and proposed municipal servicing information required for each alternative land use plan has been obtained from the following background documents prepared by Wood:

- April 29, 2019 “*Background Review Water and Wastewater – Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study*”.
- November 13, 2019 “*Columbus Part II Plan – Preliminary Cost Estimates for Stormwater Management Facilities and Hydraulic Structures*”.
- November 18, 2019 “*Servicing Concepts for Water and Wastewater – Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study*”.

2.0 Proposed Development

The northern part of the Setcon property, included in the Columbus Part II Planning Area limits, consists of low and medium density residential uses. The southern part of the property, proposed to be included in the planning area expansion, consists of low and medium density residential as well as employment uses.

It should be noted that Setcon Investments Inc. is not supporting the employment uses for the southern part of the property.

The following servicing assessment applies to all three land use alternatives.

3.0 Water Servicing

The April 2019 “*Background Review Water and Wastewater*” and November 2019 “*Servicing Concepts for Water and Wastewater*” reports provide a comprehensive assessment of the existing and proposed water and wastewater infrastructure required for the future development of the Columbus Part II Planning Area.

The Columbus Planning Area is located within the planned service areas for Durham Region’s Pressure Zones 4 and 5 of the water supply system. Water services will be provided via implementation of a number of upgrades to the existing water supply infrastructure and new components which will improve hydraulic capacity of Pressure Zone 4 and implement Pressure Zone 5.



In accordance with the November 2019 “*Servicing Concepts for Water and Wastewater*” report, the northern part of the Setcon property will be serviced via proposed 300 mm diameter watermains within Pressure Zone 4, under each of three land use alternatives.

The report also includes proposed 300 mm diameter watermains along main streets traversing the southern part of the Setcon property and connected to the proposed 600 mm diameter watermain on Simcoe Street North and the Zone 4 Feedermain on Columbus Road.

Based on our assessment, the southern part of the Setcon property can be serviced via local connections to the proposed watermain network and no additional watermain infrastructure will be required.

4.0 Wastewater Servicing

The Columbus Planning Area is located within a future sewershed that will be serviced by the Durham Region’s Courtice Trunk Sanitary sewer and Courtice Water Pollution Control Plant. Presently, the Region’s wastewater servicing system has insufficient capacity to service the Columbus Planning Area and a number of municipal sewage infrastructure projects will be required to extend the existing services to the Columbus Planning Area boundaries.

In accordance with the November 2019 “*Servicing Concepts for Water and Wastewater*” report, the northern part of the Setcon property will be serviced as follows;

In the Alternative 1 land use scenario, the site will be serviced via proposed 375mm - 450mm diameter gravity wastewater sewers installed on the main streets traversing the property. Wastewater from the property and some external area will be directed to the future 450 mm diameter gravity sewer installed on Simcoe Street North.

In the Alternative 2 land use scenario, the site will be serviced via proposed 375mm - 450 mm diameter gravity wastewater sewers installed on the main streets traversing the property. Wastewater from the property and some external area will be directed to a local sanitary sewage pumping station (S.S.P.S.-2). The controlled flows will be conveyed from the pumping station via a proposed forcemain to the future 525 mm diameter gravity sewer on Columbus Road West.

In the Alternative 3 land use scenario, the site will be serviced via proposed 375mm diameter gravity wastewater sewers installed on the main streets traversing the property. Wastewater from the property and some external area will be directed to a local sanitary sewage pumping station (S.S.P.S.-2). The controlled flows will be conveyed from the pumping station via a proposed forcemain to the future 525 mm diameter gravity sewer on Columbus Road West.



The November 2019 study also identified for all three land use alternatives a proposed 450 mm diameter sewer located west of the southern part of the Setcon property. The sewer will be connected to the sanitary sewer system on Simcoe Street North with an outlet to a proposed 675 mm diameter sewer on Columbus Road West.

Based on our assessment, the proposed 450 mm diameter sewer provides an adequate outlet for proposed development within the southern part of the Setcon property.

Alternatively, the southern part of the Setcon property could be serviced via local connections to the proposed sanitary sewer system proposed for the northern part of the property, identified for each land use scenario.

5.0 Storm Drainage Servicing

The southern part of the Setcon property is located within the limits of the Oshawa Creek watershed. The western side of the property drains from north to southwest towards the Tributary of Oshawa Creek crossing Simcoe Street North at the intersection with Highway 407 (via a 4 m x 6 m concrete box culvert). The eastern side of the property drains from north to southeast towards the Tributary of Oshawa Creek East crossing Highway 407 (via an 8.5 m x 4 m concrete box culvert).

Stormwater management strategy for the Columbus Part II Planning Area and surrounding lands is presently not available. It is anticipated that storm drainage control for the subject property under each alternative land use plan will be provided within stormwater management facilities designed as off-line wet ponds with permanent storage for water quality control in accordance with the “enhanced” protection level for the receiving watercourse. The SWM ponds will also provide water quantity control for the 2 - 100 year.

It is expected that the southern part of the Setcon property would require two SWM facilities with drainage outlets conforming to the existing drainage conditions.

General guidance with respect to the sizing and cost of the future SWM facilities within the Columbus Part II Planning Area was provided in the November 2019 “*Preliminary Cost Estimates for Stormwater Management Facilities and Hydraulic Structures*” memorandum. The sizes of the future SWM facilities were calculated using 12% of the impervious area resulting from the future development.

Based on the available information for each land use scenario, it has been determined that the southern part of the Setcon property of 28.5 ha with an imperviousness level of 84% would require approximately 2.8 ha of area designated for the SWM facilities.



6.0 Conclusions

The inclusion of the 28.5 ha southern portion of the Setcon property within the 560 ha planning area represents a modest expansion that would not require any significant alterations to the recommended servicing scheme provided in the November 2019 “*Servicing Concepts for Water and Wastewater Report*”.

It is expected that the expansion of the municipal infrastructure to accommodate the southern part of the Setcon property will require comprehensive water, wastewater and stormwater management plans at the detailed planning stages.

We trust the above information is sufficient for your purposes. Please contact me if you have any questions or require clarification.

Yours truly,

RAND Engineering Corporation

A handwritten signature in black ink, appearing to read "P. Szponar", written in a cursive style.

Piotr Szponar, P.Eng.

copy: Tim Schilling – KLM Planning Partners Inc.
Vito Cavallo – RAND Engineering Corporation



August 3, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, Ontario
L1N 6A3

Attention Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Development:

RE: Review of Durham Region Region-Wide Growth Analysis Technical Report

Setcon Investments Inc (Setcon) owns some 28.5 hectares (excluding natural heritage features) that are contiguous to the planned settlement area defining the Columbus community in North Oshawa. Please refer to the attached Context Map. On May 31, 2021 KLM Planning Partners, on behalf of Setcon, submitted a letter to Envision Durham requesting that the Region consider the Setcon lands for a future expansion to the City of Oshawa Settlement Area Boundary to support the ongoing and desirable growth of the Region. The Setcon lands would represent an appropriate extension of the proposed residential lands to the North, supporting the planned growth in the City and Region. The Region of Durham Growth Management process is currently under way and it is this process that will inform the Region's municipal comprehensive review (MCR) that will ultimately determine where settlement boundary expansions should occur.

On behalf of our clients, Setcon, we have reviewed the Region-Wide Growth Analysis Technical Report prepared by Watson & Associates and Urban Strategies Inc. released on July 2, 2021, and provide the following comments:

1. How will the Region Reverse Declining Growth Rates

As documented in Figure 3-1, population growth rates in the Region have been steadily declining since 1991. The most recent rate between 2011 and 2016 of 1.2% is almost half the growth rate of 2.2% experienced during the 1991 to 2021. The minimum Growth Plan population target of 1,300,000 which the Region is required to plan for would represent a long-term growth rate of 1.9%. The report is silent on how the region can reverse this trend. It is also important to recognize that the ratio of employment to population (referred to as the “activity rate”) projected between 2016 and 2051 will only be 37% compared to a current level of 34%¹. This results in only a very marginal increase in the overall activity rate, meaning that by 2051, Durham will still exist as part of the GTA commuter shed supplying workers to central Toronto. In our opinion, under these conditions, in order for the Region to reverse its declining growth rates, it will be imperative that it plan for high quality communities and an overall housing mix that meet the expectations of the market.

We would also note that the Growth Plan for the Greater Golden Horseshoe requires that municipalities plan for a housing supply that “reflects market demand and what is needed in local communities”.

The Columbus Community represents the largest new growth area in the City of Oshawa, and is planned to be a vibrant and complete community providing a diverse range of housing connected by an active transportation framework. The success of the Columbus Community will be critical to accommodating future growth in Oshawa. For this reason, it will be essential that the Region’s growth management process reflect true market need as required by the Growth Plan rather than relying entirely on aspirational and ambitious planning objectives.

2. Market Demand vs. Policy Driven Development Trends

On pages 5 and 6 of the report, the consultants make a number of general observations about housing demand by various age groups. For example, it states that housing preferences for young adults and new families is “anticipated to be strong for medium density development – such as townhouses, back-to-back town houses and stacked townhouses”. They also state that demand is also expected to be high for higher density development, such as mid and high-rise condos. Finally, the consultants indicate that demand for single and semi-detached dwellings will also “remain”, but there will be a continue[d] shift to medium and high density housing forms.

These statements should be viewed in conjunction with Figure 3-14, which shows the housing type propensity by age group. This figure shows that, with the exception of the under 25 age group, the housing propensity in every age cohort is overwhelmingly low density (i.e. single and semi detached).

¹ Between 2016 and 2051 the population is projected to grow by 634,200 and employment is projected to grow by 236,400.

While the propensity for low density in the 25-34 age group and the over 75 age group is slightly lower at 62% each, the propensity for low density housing in all other age groups is over 70%. This chart also shows that between 2011 and 2016, that the propensity for high density housing in the age groups under 54 actually declined. In our opinion, this data represents a fairly solid indication of housing preferences in the Region.

However, the consultants go on to indicate that the above housing propensity analysis does not provide insight into housing demand by structure post 2016. For this reason, they examine building permit data for the 2016 to 2020 period and conclude that only 39% of building permits were for low density housing types (i.e. singles and semi-detached units) and suggest that this data “more closely reflects anticipated demand” than the housing propensity analysis based on the 2016 Census.

In our opinion, this statement requires a leap in logic based on a very small sample of housing data. Whereas the 2016 Census data includes the full housing supply in the Region, the building permit data is based on data collected over a limited period of time that has been heavily influenced by outside factors. For example:

- The pandemic was in full force in 2020, greatly restricting house buying and construction.
- This period was also subject to very high rates of housing price escalation, which was influenced by a restricted supply of greenfield land in many parts of the GTA owing to Provincial, regional and local planning regulations.
- The period was also marked by low interest rates and changes to bank lending requirements.

In summary, the trends over the past four years were heavily driven by policy and institutional factors that did not reflect true sustained market demand. In our opinion, these phenomena do not provide a reflection of “housing demand” that should serve as the basis for housing decisions and land use planning over the next thirty years.

3. Development Pipeline

The development pipeline indicated on Figure 3-20 according to the footnote includes registered unbuilt, draft approved and “pending housing”. This definition may overstate the “demand” for high density housing, as there are many high-density sites that are included in plans of subdivision which sit vacant for many years or may never be realized even though they are technically in the pipeline. Similarly, it would be helpful to understand what is meant by “pending housing”, particularly in the context of the built-up urban area. We would emphasize that caution be used if interpreting this pipeline data as reflecting market demand.

4. Figure B-5

The appendix section shows a Table B-5, which is titled as being “Long Term Growth Forecast and PPU Assumptions by Density Type to; 2021 to 2051”. This table does not appear to be referred to elsewhere in the report and there is no indication of where the assumptions supporting this figure were derived. This figure projects that between 2021 and 2051, the Region is projected to increase its housing stock by some 219,630 – an amount which differs from the 240,900 new households projected elsewhere in the report. This table also suggests that 104,510 units will be apartments. This suggests that some 48% of new units will be high density. This is well above current levels and even a significantly higher percentage than its 2016 to 2020 building permit data, which shows that apartments had only a 32% share of the total housing market over this period.

It would be helpful to understand the purpose of this figure, the source of its assumptions, and whether it is being used to influence other parts of the Growth Management process.

While we recognize that the consultants have undertaken a considerable amount of market research, in our opinion, further work is required to better understand the long-term housing market outlook in the Region.

If you require further clarification with regards to our analysis, please do not hesitate to contact us.

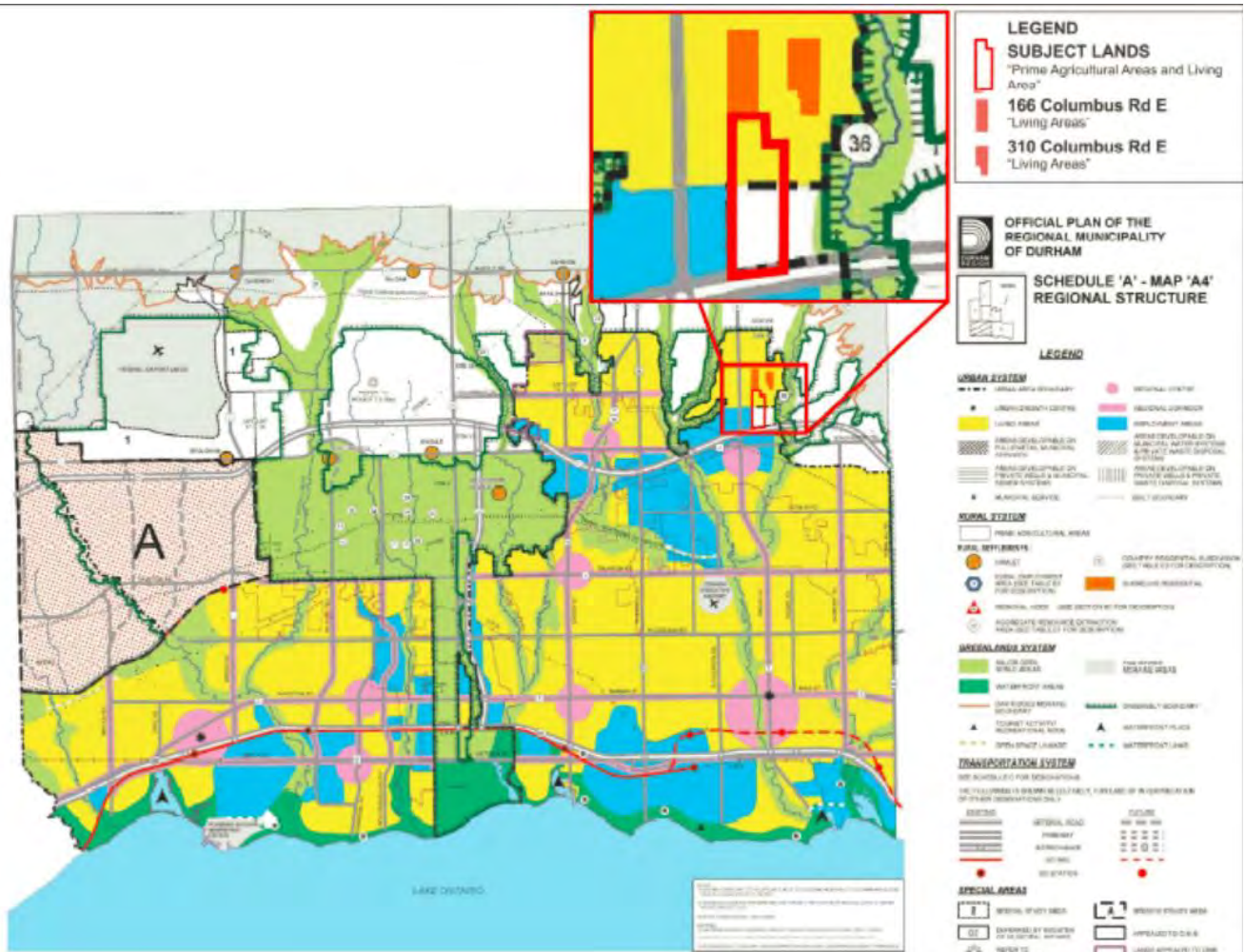
Yours truly,

urbanMetrics inc.



Rowan Faludi, MCIP, RPP, CMC, PLE
Partner
rfaludi@urbanMetrics.ca

Setcon Investments Inc. North Oshawa Context Map





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SENT VIA EMAIL

File: P-3255

October 4, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, ON L1N 6A3

**Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development**

**Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Growth Management Study, Technical Report 2/4
Housing Intensification Study Technical Report
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East
City of Oshawa**

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa.

On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa to support on-going desirable growth in the Region. On August 3, 2021, urbanMetrics inc. provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study, the Region-Wide Growth Analysis, on behalf of our clients.

We have now reviewed Technical Report 2/4 to the Region’s Growth Management Study, the Housing Intensification Study Technical Report. The report identifies that overall, the Region has the potential capacity to accommodate some 177,700 housing units through intensification, however the report is recommending a 50% intensification rate. To achieve the 50% target of the Growth Plan, 106,700 units will need to be accommodated through intensification.

We support a 50% intensification rate for Durham Region. To provide the broad mix of housing types required by the Growth Plan i.e., low density housing units which are likely to occur in the designated greenfield area (“DGA”) given the Region’s identified intensification typologies, it is

important for the Region to allocate new growth through urban expansion to new DGA lands in Oshawa.

In support of the Region's analysis summarized above, Oshawa is well situated to accommodate future DGA growth in the Region. We look forward to continuing to work with the Region in this regard.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner



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SENT VIA EMAIL

File: P-3255

October 25, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, ON L1N 6A3

**Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development**

**Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Growth Management Study, Technical Report 3/4
Employment Strategy Technical Report
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East
City of Oshawa**

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa.

We have been actively involved in the Region’s Municipal Comprehensive Review, Envision Durham (“MCR”) through the entire process. On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa. On August 3, 2021, urbanMetrics inc. provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis on behalf of our clients. On October 4, 2021, we provided comments to the Region on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report.

We have now reviewed Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report (“Employment Report”) and note the following key findings of the Region’s employment land needs analysis:

- Durham’s Urban Employment Areas contain 1,966 gross hectares (4,858 acres) of vacant developable land, reflecting a 10% market vacancy adjustment and recommended Employment Area conversions;

- Based on a 15% intensification target and an overall target employment density of 26 jobs per gross ha, the Region will require a total of 3,130 gross ha of land within Urban Employment Areas to accommodate anticipated job growth to 2051; and,
- Reflecting the identified Urban Employment Area land demand to the year 2051 and available, designated Employment Area land supply, a shortfall of 1,164 gross hectares (2,876 acres) of Urban Employment Area land has been identified to 2051.

The employment report indicates that to achieve the Region's 2051 employment forecast of the Growth Plan, which in our opinion is overstated, Durham Region will require the tripling of employment land absorption to 2051. Based on a review of the report by urbanMetrics, they recommend that the demand for employment land in the Region should be re-evaluated based on an understanding of the employment land projections being conducted by competitive municipalities within the GTHA. Comments from urbanMetrics dated October 25, 2021 are attached.

We note that parallel to the Region's MCR, the City of Oshawa is undertaking the Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study ("Columbus Part II Plan"). Our clients have actively participated in this process and we note that with the recent release of the draft preferred land use plan for the Columbus Part II Plan area, a portion of our client's lands are included as "proposed Columbus expansion area" (see attached). Our clients support this proposal which would provide for the development of a portion of their lands for residential purposes. Further, our clients are continuing to have discussions with the City on appropriate land use designations therein.

Pursuant to the above, our position is that the Region are overplanning for Employment Area lands. It continues to be our position that the entirety of our client's land should be included within the Oshawa Settlement Area Boundary as Community Area (living area) as detailed in our May 31, 2021 submission. The inclusion of these lands is appropriate to assist with the orderly development of Oshawa and specifically the Columbus community, while also optimizing the delivery of services.

We request that should the Region resolve to designate our client's land as Employment Area, that an appropriate transition in land uses between the proposed Columbus expansion area and Employment Lands to the south be provided by replicating the residential land uses within the proposed Columbus expansion area south of the proposed east-west collector road as shown in the attached Columbus land use plan. Further, that flexible policies be introduced into the Regions Official Plan that provides for the future conversion of employment lands to non-employment uses without the need for a future MCR or Regional Official Plan Amendment. Our request in this instance is based upon the conclusion of urbanMetrics that the need for employment lands in the Region is overstated.

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the Envision Durham process.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner

Attachments (2)



October 25, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, Ontario
L1N 6A3

Attention Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Development:

RE: Review of Durham Region Employment Strategy Technical Report

Setcon Investments Inc (Setcon) owns some 28.5 hectares (excluding natural heritage features) that are contiguous to the planned settlement area defining the Columbus community in North Oshawa. Please refer to the attached Context Map. On May 31, 2021 KLM Planning Partners, on behalf of Setcon, submitted a letter to Envision Durham requesting that the Region consider the Setcon lands for a future expansion to the City of Oshawa Settlement Area Boundary to support the ongoing and desirable growth of the Region. The Setcon lands would represent an appropriate extension of the proposed residential lands to the North, supporting the planned growth in the City and Region. The Region of Durham Growth Management process is currently under way and it is this process that will inform the Region's municipal comprehensive review (MCR) that will ultimately determine where settlement boundary expansions should occur.

On behalf of our clients, Setcon, we have reviewed the Employment Strategy Technical Report prepared by Watson & Associates and Urban Strategies Inc. released on September 24, 2021, and provide the following comments:

1. Unrealistic Employment Land Need Projection

The employment land need projected in the report vastly exceeds historic levels and is predicated on the incorrect assumption that the supply of employment land in the remaining GTHA is dwindling, creating the opportunity for Durham Region to experience much higher absorption rates than in the past.

Figure 7-5 projects that between 2019 and 2051, Durham Region will require some 3,130 gross hectares of employment land, or approximately 98 hectares each year. However, as shown in Figure 5-6, between 2011 and 2019, the actual annual absorption has not even come close to this rate, ranging from 1 hectare in 2011 to 60 hectares in 2018, with the historical average being 32 hectares annually. Assuming a similar net-to-gross factor of approximately 9% applied in Figure 7-1, the equivalent historic absorption rate would be 35 gross hectares per year. Approximately one-third of that projected to 2051.

On page 23 of the report, the rationale for this massive increase in employment land absorption is explained: “Over the longer-term planning horizon, the remaining supply of available, vacant employment land is anticipated to diminish within many larger GTHA markets, including the Cities of Toronto, Vaughan, Mississauga and Brampton. As the more mature Employment Areas in the GTHA gradually build out and industrial land prices continue [to] rise in these areas, increasing outward growth pressure will be placed on the remaining vacant greenfield Employment Areas in the GTHA and beyond.”

There are several issues with this statement. First, for the most part, the municipalities identified have over the past ten to twenty years have already experienced a diminishing of their employment lands with minimal impact on Durham Region. Secondly, other municipalities, likely better positioned than many parts of Durham, are also anticipating very strong levels of employment land absorption over the 30 year planning horizon. York Region, for example, is projecting a growth of some 128,000 employment land employees between 2021 and 2051, compared to only 99,500 for Durham Region over the slightly longer 2019 to 2051 period. York Region is also proposing to expand their urban boundary to incorporate an additional 1,100 hectares of employment land, of which 210 hectares would be introduced in neighbouring Markham and 710 hectares would be introduced in the aforementioned City of Vaughan¹.

Similarly, Simcoe County, includes a number of areas poised for significant employment growth in close proximity to the Highway 400 corridor, including Bradford-West Gwillimbury, Innisfil and New Tecumseth. Based on 2017 land inventory information, there are almost 3,000 vacant hectares of

¹ The Regional Municipality of York, Report of the Commissioner of Corporate Services and Chief Planner, Proposed 2051 Forecast and Land Needs Assessment, March 18, 2021.

employment lands in the County, a total which exceeds the current amount of occupied space. The recently released Simcoe County Land Needs Assessment identifies a need to add some 525 hectares of employment land to support growth to 2051². Peel Region is anticipating an acceleration of employment land employment growth in Brampton and Caledon and overall, the Region is projecting the need to accommodate some 107,600 employment land employees between 2016 and 2051³.

It is also important to note that while there are some Provincially Significant Employment Zones (PSEG) in Durham Region in Pickering, Ajax, Oshawa and Clarington, these are dwarfed by the PSEGs elsewhere in the GTHA. PSEGs are strategically identified Employment Areas, with high economic output designed to provide stable, reliable employment across the GTHA.

In summary, there is no evidence that the other Regions in the GTHA will be experiencing a slowdown in employment land development, such that Durham Region will see a tripling of its annual employment land absorption to 2051. Based on the land needs assessment work to date, York and Peel Regions and Simcoe County will be experiencing an accelerated growth in employment land development, which they will be accommodating both on an extensive supply of vacant employment lands and by expanding employment land into their whitebelt areas. In our opinion, the demand for employment land in Durham Region should be re-evaluated based on an understanding of the employment land projections being conducted by competitive municipalities within the GTHA.

2. Employment Land Conversion Request CN-46 (Oshawa)

The Employment Land Strategy report recommends that these lands, at the southeast quadrant of Highway 407 and Simcoe Street, be converted from Employment Lands to an Open Space designation to accommodate Species at Risk Compensation Lands. The site is approximately 30 hectares in size.

In reviewing Figure 4-1 and Figure 4-5 of the Region's Community Land Needs Technical Report, it would appear as though these lands were being added back to the Community Area Supply as "developable area". Can the Region clarify whether this was the case and whether the more recently completed Community Land Needs report has contemplated these lands as developable.

² Public Open House Land Needs Assessment presentation by Hemson Consulting, October 5, 2021.

³ Cushman & Wakefield, Peel Region Employment Strategy Discussion Paper, Draft August 16, 2021.

If you require further clarification with regards to our analysis, please do not hesitate to contact us.

Yours truly,

urbanMetrics inc.

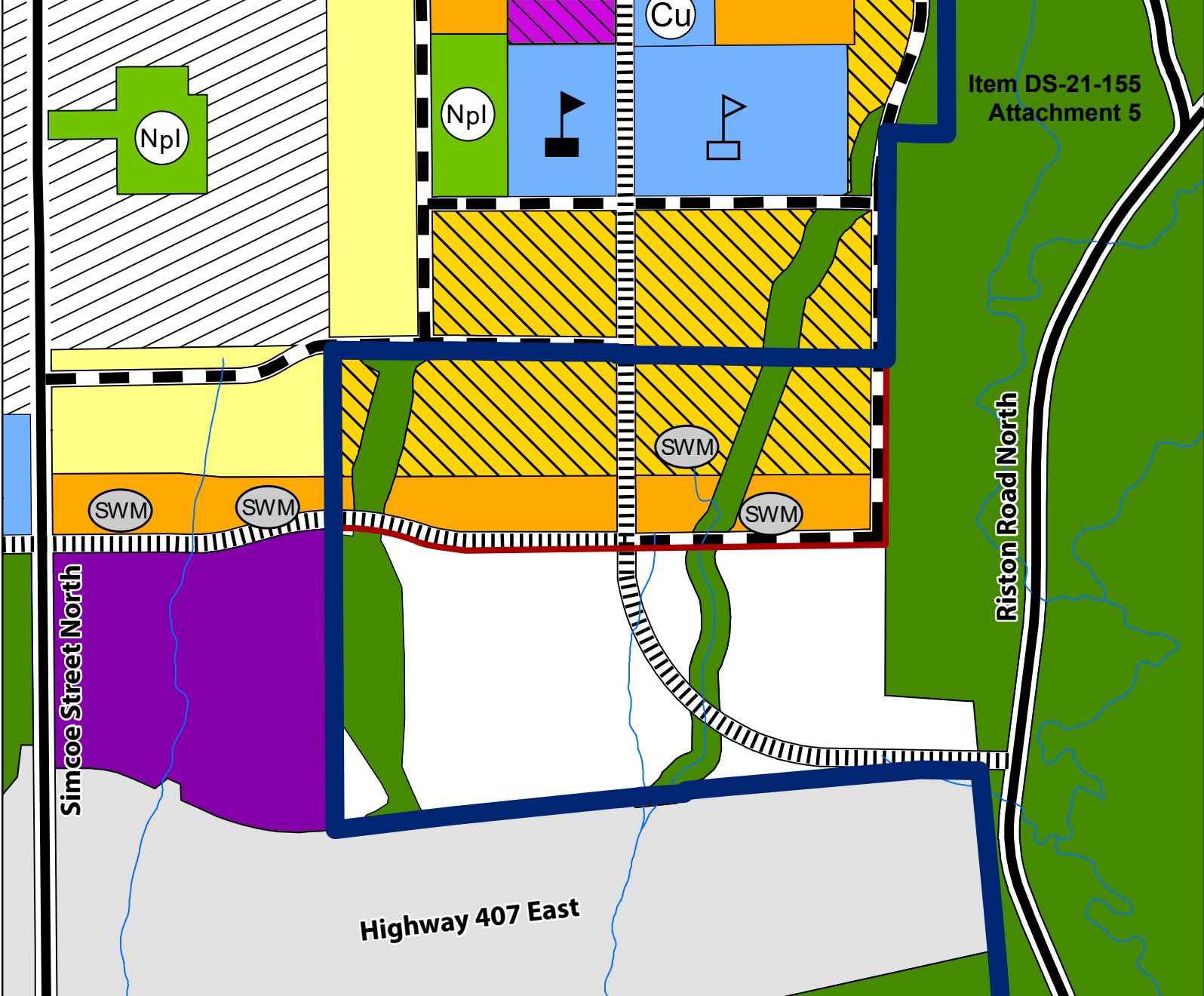
A handwritten signature in blue ink that reads "Rowan Faludi". The signature is written in a cursive, flowing style.

Rowan Faludi, MCIP, RPP, CMC, PLE

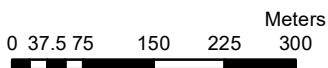
Partner

rfaludi@urbanMetrics.ca

Setcon Investments Inc. North Oshawa Context Map



**DRAFT
Proposed Concept
Plan for the
Columbus Expansion
Area Outside of the
Major Urban Area
Boundary**



August 2021

Development Services
Department

Legend	Residential	Community Use
	Columbus Special Policy Area	Community Use
	Low Density Residential	Public Elementary School
	Medium Density I Residential	Separate Elementary School
	Medium Density II Residential	Public Secondary School
	High Density I Residential	Agricultural
	Subject to Policy X.X.X.X. in the Columbus Part II Plan	Prime Agricultural
	Mixed Use	Transportation
	Mixed Use Node I	Type 'A' Arterial Road
	Mixed Use Node II	Type 'B' Arterial Road
Open Space and Recreation	Type 'C' Arterial Road	
Open Space and Recreation	Collector Road	
Neighbourhood Park I	Stormwater Management Facilities	
Neighbourhood Park II	Columbus Study Area Boundary	
Community Park	Proposed Columbus Expansion Area	
Industrial	Boundary of Major Urban Area	
Industrial		
Commercial		
Planned Commercial Centre		





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SENT VIA EMAIL

File: P-3255

November 1, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, ON L1N 6A3

**Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development**

**Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Growth Management Study, Technical Report 4/4
Community Area Urban Land Needs Technical Report
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East
City of Oshawa**

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa.

We have been actively involved in the Region’s Municipal Comprehensive Review, Envision Durham (“MCR”) through the entire process and have provided the following previous correspondence:

- On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa.
- On August 3, 2021, urbanMetrics inc. provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis on behalf of our clients.
- On October 4, 2021, we provided comments to the Region on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report.
- On October 25, 2021, we provided comments to the Region on Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report

We have now reviewed Technical Report 4/4 to the Region's GMS, the Community Area Urban Land Needs Technical Report. We note the report concludes that assuming an overall average Community Area designated greenfield area ("DGA") density on Community Area lands of approximately 64 P&J/ha by 2051, the region will require approximately 737 developable ha of additional DGA land to accommodate the Growth Plan forecast.

On behalf of our client, urbanMetrics have also completed a review of the Community Area Urban Land Needs Technical Report and have provided detailed technical review comments in the attached.

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the Envision Durham process.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner

Attachments (1)



November 1, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, Ontario
L1N 6A3

Attention Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Development:

RE: Review of Durham Region Community Area Urban Land Needs Technical Report

Setcon Investments Inc (Setcon) owns some 28.5 hectares (excluding natural heritage features) that are contiguous to the planned settlement area defining the Columbus community in North Oshawa. Please refer to the attached Context Map. On May 31, 2021 KLM Planning Partners, on behalf of Setcon, submitted a letter to Envision Durham requesting that the Region consider the Setcon lands for a future expansion to the City of Oshawa Settlement Area Boundary to support the ongoing and desirable growth of the Region. The Setcon lands would represent an appropriate extension of the proposed residential lands to the North, supporting the planned growth in the City and Region. The Region of Durham Growth Management process is currently under way and it is this process that will inform the Region's municipal comprehensive review (MCR) that will ultimately determine where settlement boundary expansions should occur.

On behalf of our clients, Setcon, we have reviewed the Community Area Urban Land Needs Technical Report prepared by Watson & Associates and Urban Strategies Inc. and provide the following comments:

The Community Area Urban Land Needs report is the final of four technical studies being prepared by the Region in support of its Land Needs Assessment. The Land Needs Assessment represents the first of two phases comprising the Envision Durham Growth Management Strategy. Envision Durham is intended to plan for the Region's growth over the next 30 years in accordance with the recently amended Growth Plan for the Greater Golden Horseshoe.

Our review has yielded a number of issues and questions, which we hope will be incorporated into subsequent parts of the GMS process.

1. Is the Identified Shortfall of 737 Hectares Subject to Change as Part of the Phase 2 Work?

The Community Area Land Needs report addresses land needs on a Region-Wide basis, but does not attempt to match demand to supply on a more localized basis. As is often the case, it may be that once more detailed work is initiated to understand where demand is actually occurring, some lands may no longer be considered suitable to accommodate future growth. For example, in conducting their land needs analysis, some municipalities have identified considerable residential lands in areas that have limited potential for future growth. These municipalities have taken the position that these lands should not take away from the need for lands near urban areas with high growth potential. In other words, vacant residential land is not viewed identically across the municipality. As the Community Land Needs report has been undertaken at a region-wide basis, this does not seem to be the approach followed by the Region. In our opinion, the 737 hectare shortfall should be re-evaluated and, if necessary, revised as part of the more detailed work conducted in Phase 2 of the GMS process.

2. More Detail Required with Respect to the Supply of DGA Lands

It is difficult to comment on the DGA supply identified in the report, without more information with regards to the individual land areas included in the inventory. Can the Region confirm, the detail in which it considered the vacant land inventory. Did it consider:

- Parcel size and shape;
- Ease and cost of servicing;
- Accessibility;
- Market demand;
- Land use compatibility; and.
- Other constraints to development.

In order to provide meaningful commentary with regards to the Region's analysis of supply, it would be helpful to receive a more detailed analysis of how the DGA land supply of 5,500 hectares was determined.

3. How Will Densities Be Determined on a Municipal or More Localized Basis?

The report undertakes a fairly extensive analysis of density and concludes that the overall density target for the DGA in the Region by 2051 should be 60 persons and jobs per hectare. This is based on a review of recent DGA development, and approved and draft approved DGA lands. Recognizing the existing density in the DGA of 46 persons and jobs per hectare (pjph), as well as the projected density of 69 pjph on approved and draft approved lands, the report calculates that the remaining vacant

lands, including additional DGA lands will need to be developed at an average density of 67 pjph in order to achieve the overall average of 60 pjph.

However, there is no indication of whether this density target would vary between municipalities or on a more localized basis. The report does note a significant variation between municipalities in terms of existing densities and densities on approved and draft approved lands.

With regards to the Columbus Community in North Oshawa, preliminary planning has identified a fairly wide range in terms of the build-out population and densities. How will these types of variations be accommodated within the planning process?

4. Employment Allocated to the DGA

One area which, in our opinion, we find problematic is the allocation of jobs to the DGA. As per Figure 4-4 in the Community Lands report, a population of some 322,800 has been allocated to the DGA. This represents 53% of total growth between 2019 and 2051 and aligns with the Growth Plan requirement that a minimum of 50% of residential development be allocated to the built-up area. However, the report only allocates 24% of population related employment and 10% of major office employment to the DGA. Overall, only 13% of employment was allocated to the DGA vs. 53% of the population. While the Growth plan gives specific direction as to how residential development should be allocated between the DGA and built-up area, it is silent on how employment should be allocated. In our opinion, this discrepancy between population and employment within the DGA is inconsistent with the Growth Plan policies encouraging complete communities and the reduction of commuting times. By minimizing the employment allocated to the DGA, the report has under-estimated the need for additional DGA lands.

5. Potential Error in How Employment Land Conversions Were Treated

We did note a potential minor error in the calculation of the land supply due to employment land conversions. The report adds back in some 208 hectares into the DGA land supply from their recommended employment land conversions. However, we believe this includes an area of approximately 30 hectares at the northwest quadrant of Highway 407 and Simcoe Street (CNR-46) that was recommended for conversion to open space for “Species at Risk Compensation Lands”. In our opinion, these lands should not have been added back to the developable supply.

If you require further clarification with regards to our analysis, please do not hesitate to contact us.

Yours truly,

urbanMetrics inc.

A handwritten signature in black ink that reads "Rowan Faludi." The signature is written in a cursive style with a period at the end.

Rowan Faludi, MCIP, RPP, CMC, PLE
Partner
rfaludi@urbanMetrics.ca



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SENT VIA EMAIL

File: P-3255

April 13, 2022

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, ON L1N 6A3

**Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development**

**Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Growth Management Study, Land Needs Assessment
Alternative Land Needs Scenarios Assessment Summary Report
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East
City of Oshawa**

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa.

We have been actively involved in the Region’s Municipal Comprehensive Review, Envision Durham (“MCR”) through the entire process and have provided the following previous correspondence:

- On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa.
- On August 3, 2021, urbanMetrics inc. provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis on behalf of our clients.
- On October 4, 2021, we provided comments to the Region on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report.
- On October 25, 2021, we provided comments to the Region on Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report

We have now reviewed the Alternative Land Needs Scenarios Assessment Summary Report and we are pleased to also include a technical review by urbanMetrics, a copy of which is attached.

It remains our opinion that our clients lands, a portion of which is outside of the Columbus study area and adjacent to Highway 407, and appears to be the “hole in the donut” should be included in the Columbus settlement area in order to provide a complete community while ensuring strategically located lands are not left vacant for many years to come.

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the Envision Durham process. Lastly, as noted in previous submissions, we wish to be notified of any decision Regional Council and the Ministry of Municipal Affairs and Housing will ultimately make on this matter.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner

cc. Paulo DaSilva – Setcon Investments

cc. Rowan Faludi - urbanMetrics



April 13, 2022

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, Ontario
L1N 6A3

Attention Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Development:

RE: Review of Durham Region Alternative Land Needs Scenarios Assessment Summary Report

On behalf of Setcon Investments Inc (Setcon), which owns some 28.5 hectares contiguous to the planned settlement area defining the Columbus community in North Oshawa, we have undertaken a review of the Alternative Land Needs Scenarios Assessment Summary Report (“Scenarios Report”), prepared in March 2022, as well as, the more detailed Appendix A provided on March 24, 2022. In addition, we also attended the Virtual Public Information Centre on March 24 which reviewed the above report.

We would provide the following comments which are intended to assist the Region with regards to the Envision Durham growth management exercise, which will be one of the most important and transformative land use planning endeavours the Region of Durham has undertaken.

Ability to Meet Growth Plan Population Targets

Firstly, we are concerned that the scenarios are not able to meet the Provincial Growth Plan Population targets. The Growth Plan requires that municipalities use the Schedule 3 2051 forecasts or higher forecasts established through a municipal comprehensive review. For Durham Region, the Schedule 3 population projection for 2051 is 1,300,000. Figure 4-4 of the Community Area Urban Land Needs Technical Report indicates that in order to achieve this population, the Region will have to accommodate an additional 612,500 persons between 2019 and 2051. 2019 is also the base year established for the Scenarios Report.

However, the math supporting the Scenarios Report is problematic as each of the scenarios would incorporate a similar number of housing units, however the mix between low, high and medium density housing forms is very different, meaning that the five scenarios would accommodate very different levels of future population growth.

In the following Figure 1, we have used the projected persons per household by unit type ratios established in the 2018 Durham Region Development Charges Background Study, which was also prepared by Watson & Associates. These are:

- 3.46 for low density
- 2.78 for medium density
- 1.31 for apartments (Bachelor/1 Bedroom)
- 2.01 for apartments (2 Bedrooms +)
- For high density, a blended apartment rate was used assuming the same ratio of 1.76 persons per household using the same apartment split (35% bachelor and 1 bedroom/65% 2 bedrooms +) as used in the Background Study.
- 1.76 for secondary suites (assuming most will be basement apartments)

In our opinion, considerable statistical analysis went into deriving these persons per unit projections and no similar analysis has been conducted as part of the Envision Durham exercise. For this reason, these are considered the most appropriate figures to use for the purposes of determining unit occupancies.

Figure 1 below applies these ratios to the unit counts identified for each scenario in the Scenarios Report.

As noted in Figure 1, the total number of units in each scenario is similar, ranging from 208,660 in Scenario 1 to 212,630 under Scenario 5. However, because the unit mixes are very different, there is a significant variation in the population that could be accommodated under each scenario. And in fact, the only scenario that comes close to accommodating the minimum population required by the Growth Plan is Scenario 1 – the lowest density scenario. By comparison, Scenario 5 – the high density scenario – falls short of the required target by over 100,000 persons.

Figure 1: Population Accommodated By Each Scenario

	Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5
	Emphasis on Low Density	Primarily Low Density	Shifting the Unit Mix	Balancing the Unit Mix	Emphasis on Higher Densities
BUA New Units					
Low	4,800	4,900	9,300	5,100	5,200
Medium	29,400	30,200	36,500	31,000	32,000
High	35,500	55,000	55,100	64,800	74,300
Secondary	4,100	5,870	5,870	5,870	5,870
Total BUA	73,800	95,970	106,770	106,770	117,370
DGA New Units					
Low	110,700	76,600	60,800	53,500	36,000
Medium	18,220	25,300	27,500	28,800	33,100
High	5,480	13,200	16,300	22,600	25,500
Secondary	460	660	660	660	660
Total DGA	134,860	115,760	105,260	105,560	95,260
Total Units					
Low	115,500	81,500	70,100	58,600	41,200
Medium	47,620	55,500	64,000	59,800	65,100
High	40,980	68,200	71,400	87,400	99,800
Secondary	4,560	6,530	6,530	6,530	6,530
Total	208,660	211,730	212,030	212,330	212,630
PPU					
Low	3.46	3.46	3.46	3.46	3.46
Medium	2.78	2.78	2.78	2.78	2.78
High	1.76	1.76	1.76	1.76	1.76
Secondary	1.76	1.76	1.76	1.76	1.76
Population					
Low	399,630	281,990	242,546	202,756	142,552
Medium	132,384	154,290	177,920	166,244	180,978
High	72,125	120,032	125,664	153,824	175,648
Secondary	8,026	11,493	11,493	11,493	11,493
Total	612,164	567,805	557,623	534,317	510,671
Required Population	612,500	612,500	612,500	612,500	612,500
Shortfall	- 336	- 44,695	- 54,877	- 78,183	- 101,829

Source: urbanMetrics based on the unit counts in the Durham Scenarios Report and the projected persons per household ratios from the 2018 Region of Durham Development Charges Background Study.

As a result, Scenarios 2 through 5 would have to be rejected as they would not allow the Region to meet the minimum Growth Plan population target. Furthermore, the Scenarios report indicates that it is unlikely that the 99,800 high density units proposed under Scenario 5 would be absorbed in the time frame of the plan, so that this scenario would miss the required Growth Plan target by even more than 100,000+ persons. Scenario 4, which is proposed to have some 87,400 high density units may also be challenged to be fully absorbed by 2051, although the Scenarios report is silent on the marketability of this number of units.

In our opinion, if our calculations are correct, the Region should re-evaluate its scenarios to ensure that all are capable of achieving the required Growth Plan population targets.

Evaluation Criteria

We are also concerned that the evaluation criteria does not appear to be undertaken based on empirical analysis and contains unsupported and sometimes confusing statements. For example, for Scenario 1, it is stated that “Car-dependent urban form is less physically and economically accessible”. This statement is overly vague to be useful in the intended evaluation. It is also stated that “Low-density form leads to increasing traffic congestion long-term”. I would note that the City of Mississauga found the same to be true with regards to Mississauga City Centre, where the high concentration of high-density development has also led to traffic congestion. The evaluation by Durham Region has not been based on any traffic analysis to indicate whether development of potential DGA or BUA lands will or not lead to traffic congestion. It is also stated that “Low-density form, spread over a larger settlement area and related infrastructure is more costly to maintain in the long-term”. While this may be true of linear infrastructure such as roads and piping, high density development increases the cost of public transit, fire suppression, and parkland acquisition, among other municipal services. No analysis has been undertaken to show that the actual costs of low-density development to the municipality are more than the costs of high-density development, either generally or with respect to Durham Region. I would note that when Halton Region undertook this analysis, they found no discernable difference in between the fiscal impacts of their high and low density scenarios.

Finally, many of the criteria are based on the assumptions used to construct each scenario. For example, the fact that the Scenario 1 does not meet the 50% intensification rate is because it was never intended to. In my opinion, fair evaluation criteria should be based on the outcomes and not the inputs.

Housing Affordability

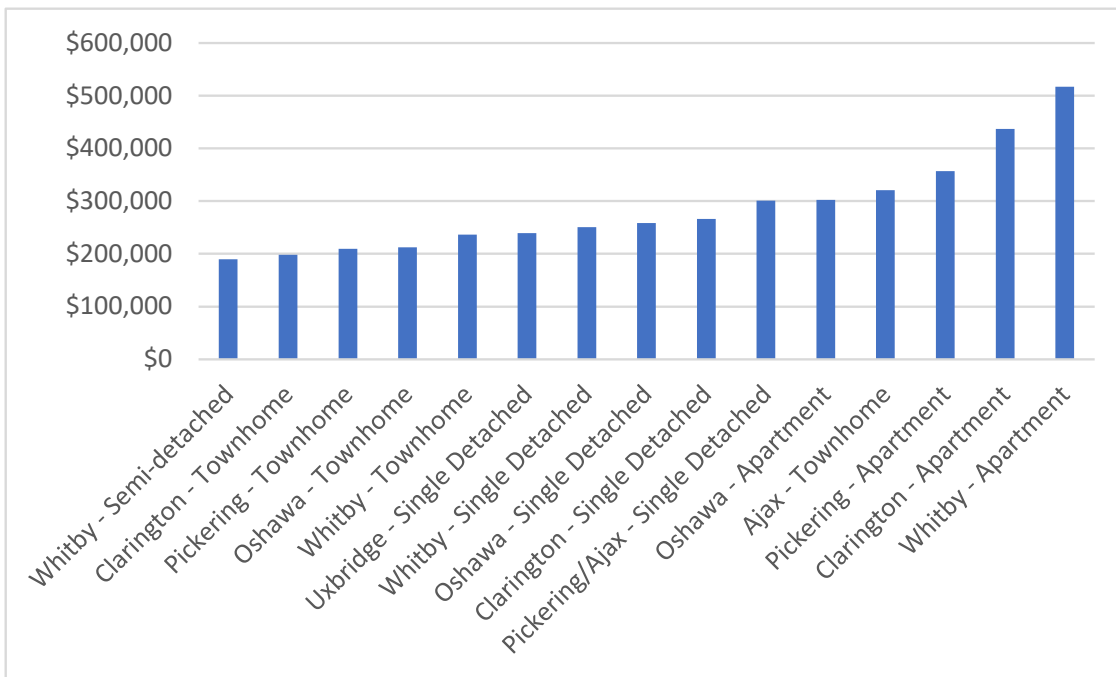
At the Public Workshop on March 24, the Region presented slides of different housing types and average costs in an attempt to show that high rise apartments are more affordable than ground related housing. Later on in the meeting, Jamie Cook from Watson did suggest that this is not necessarily the case and indicated that townhomes could be more affordable. We have undertaken an analysis to demonstrate the point which Mr. Cook was making.

In our experience, high rise development is, in fact, generally less affordable than ground related housing on a per person basis. While high rise units are less expensive on a per unit basis than other forms of housing, they become much more expensive when compared with the number of persons they can accommodate.

Figure 2 illustrates this using average 2021 new unit selling prices in Durham Region based on data collected by CMHC and persons per unit factors from the most recent Development Charges Background Studies from each of the local municipalities. While this analysis is dependent on the actual projects being marketed in each of the municipalities, the trend is consistent with what we have seen in other municipalities in the GTA.

As indicated by Figure 2, on a per person basis, the least expensive housing units are townhomes and semi-detached units. The most expensive are apartments. As a result, the higher density scenarios will likely be less affordable on a per person basis. Similarly, the scenarios which stray furthest from the market will cause the greatest upward pressure on housing prices by making the most desirable units more scarce and forcing people to choose unit types that are less desirable and, in the case of high rise development, more expensive.

Figure 2: 2021 Price Per Person by Unit Type in Durham Region



Source: urbanMetrics inc. based on 2021 CMHC Price Quartiles and Average for Absorbed units for communities 50,000+, and persons per household ratios from the most recent Development Charges Background Study for each municipality.

The important point to consider when evaluating the scenarios is that the higher density scenarios involve trade-offs and one of which is that the deviation from the market will result in housing that is more expensive on a per resident basis.

Summary

In summary, we have three principal concerns with regards to the Alternative Land Needs Scenarios Assessment Summary Report.

- Other than Scenario 1, the scenarios are not capable of supporting the population required by the Growth Plan;
- The evaluation should be backed by more rigorous analysis; and,
- There needs to be a recognition that the high-density scenarios come with a higher cost to home purchasers.

If you require further clarification with regards to our analysis, please do not hesitate to contact us.

Yours truly,

urbanMetrics inc.



Rowan Faludi, MCIP, RPP, CMC, PLE

Partner

rfaludi@urbanMetrics.ca



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SENT VIA EMAIL

File: P-3255

December 20, 2022

Envision Durham c/o The Regional Municipality of Durham
Planning and Economic Development Department
605 Rossland Road East, PO Box 623
Whitby, ON L1N 6A3

Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development

Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Growth Management Study, Phase 2: Draft Settlement Area Boundary Expansions
and Area Municipal Growth Allocations
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East (“Subject Lands”)
City of Oshawa

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa (“Oshawa”).

We have been actively involved in the Region of Durham’s (“Region”) Municipal Comprehensive Review, Envision Durham (“MCR”) through the entire process and have provided the following previous correspondence:

- On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa;
- On August 3, 2021, urbanMetrics provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis on behalf of our clients;
- On October 4, 2021, we provided comments to the Region on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report;
- On October 25, 2021, we provided comments to the Region on Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report;

- On November 1, 2021, we provided comments to the Region on Technical Report 4/4 to the Region's GMS, the Community Area Urban Land Needs Technical Report; and,
- On April 13, 2022, we provided comments to the Region on the Alternative Land Needs Scenarios Assessment Summary Report.

We have now reviewed Staff Report #2022-INFO-91, Envision Durham – Growth Management Study, Phase 2: Draft Settlement Area Boundary Expansions and Area Municipal Growth Allocations, File D 12-01 (“**Staff Report**”) and the associated report from Watson & Associates titled Area Municipal Growth Allocations and Land Needs dated October 17, 2022 (“**Watson Report**”).

The Staff Report identifies that Oshawa is proposed to grow to a population of 298,500 in 2051; an increase of 116,500 people from 2021. Employment growth over the same time period is proposed to increase from 63,700 to 107,300 jobs in 2051. This growth translates to a need for an additional 403 hectares of Community Area Land and 239 Hectares of Employment Area Land. The Region's draft mapping proposes an expansion of the Settlement Area of Oshawa in accordance with these requirements, which includes the Subject Lands. More specifically, the northern portion of the Subject Lands is proposed as 'Community Area Land' and the southern portion is proposed as 'Employment Area Land'.

On behalf of our client, we advise that we support the proposed 2051 population and employment allocations for Oshawa and the proposed inclusion of the Subject Lands in the Settlement Area of Oshawa.

Our previous correspondence on the MCR indicated our preference that the entirety of the Subject Lands be included as 'Community Area Land'. This request was supported by a Community Area Land Needs Analysis prepared by urbanMetrics. Our detailed review and comments on the MCR material and most recently the Watson Report, suggest that the Region has overstated the demand for employment land employment in Oshawa, and likely the Region as a whole. The Staff Report notes that:

“Employment Areas proposed on the north side of Highway 407, east of Simcoe Street North [the Subject Lands], are intended to extend the planned structure and road network being contemplated in the Columbus Part II Plan.”

Based on the commentary noted above, the proposed Settlement Area Expansion 'rounds out' the urban boundary to include the Subject Lands, ensuring the comprehensive development of the Columbus area as a complete community. While a 'Community Area Land' designation continues to be our preference for the entirety of the Subject Lands, we are satisfied with the inclusion of same in the Oshawa Settlement Area Boundary at this juncture.

We would also note that the interpretation policies of the existing Region Official Plan provide flexibility in the specific delineation of the boundaries of land use designations. The policies defer the specific delineation to local municipal Official Plans and Zoning By-laws. It is our opinion that the specific delineation of the boundaries is better suited to local exercises and would respectfully request that similar policies be included in the updated Official Plan.

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the MCR.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
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SENT VIA EMAIL

File: P-3255

March 6, 2023

The Regional Municipality of Durham
Corporate Services Department, Legislative Services Division
605 Rossland Road East
Whitby, ON L1N 6A3

Attention: Alexander Harras
Regional Clerk

Re: Planning and Economic Development Committee Meeting, March 7, 2023
Item 4.1 – Report #2023-P-6, Public Meeting Report - Envision Durham - Release
of the Draft New Regional Official Plan

Setcon Investments Inc.
201 Columbus Road East (“Subject Lands”)
City of Oshawa

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. (the “client”), the owners of 201 Columbus Road East in the City of Oshawa (“Oshawa”).

We have been actively involved in the Region of Durham’s (“Region”) Municipal Comprehensive Review, Envision Durham (“MCR”) through the entire process and have provided the following previous correspondence:

- On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa;
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- On October 4, 2021, we provided comments to the Region on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report;
- On October 25, 2021, we provided comments to the Region on Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report (attached for reference);

- On November 1, 2021, we provided comments to the Region on Technical Report 4/4 to the Region's GMS, the Community Area Urban Land Needs Technical Report;
- On April 13, 2022, we provided comments to the Region on the Alternative Land Needs Scenarios Assessment Summary Report; and,
- On December 20, 2022, we provided comments to the Region on the GMS, Phase 2: Draft Settlement Area Boundary Expansions and Area Municipal Growth Allocations.

We have now reviewed the draft new Regional Official Plan text and schedules dated February 2023 ("**Draft OP**"). The Draft OP proposes an expansion of the Settlement Area of Oshawa to include the Subject Lands. More specifically, the northern portion of the Subject Lands is proposed as 'Community Area Land' and the southern portion is proposed as 'Employment Area Land'.

Our detailed review and comments on the MCR material and the Area Municipal Growth Allocations and Land Needs, 2051 Report prepared by Watson and Associates Economists Ltd. in support of the Region's GMS as identified above, suggests that the Region has overstated the demand for employment land employment in Oshawa and likely the Region as a whole. Our previous correspondence on the MCR indicated our preference that the entirety of the Subject Lands be included as 'Community Area Land'. This request was supported by a Community Area Land Needs Analysis prepared by urbanMetrics.

While a 'Community Area Land' designation continues to be our preference for the entirety of the Subject Lands, **we advise that we support the proposed inclusion of the Subject Lands in the Settlement Area of Oshawa.**

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the MCR.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner

Attachments (2)

CC. Client

CONTEXT MAP



201 Columbus Road East
City of Oshawa

NTS



September 10, 2021

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SENT VIA EMAIL

File: P-3255

October 25, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, ON L1N 6A3

**Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development**

**Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Growth Management Study, Technical Report 3/4
Employment Strategy Technical Report
Setcon Investments Inc. c/o Melrose Investments
201 Columbus Road East
City of Oshawa**

KLM Planning Partners Inc. is the land use planning consultant for Setcon Investments Inc. c/o Melrose Investments (the “client”), the owners of 201 Columbus Road East in the City of Oshawa.

We have been actively involved in the Region’s Municipal Comprehensive Review, Envision Durham (“MCR”) through the entire process. On May 31, 2021, we provided a submission to the Region requesting the consideration of our client’s lands for an expansion to the Settlement Area of Oshawa. On August 3, 2021, urbanMetrics inc. provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis on behalf of our clients. On October 4, 2021, we provided comments to the Region on Technical Report 2/4 to the Region’s GMS, the Housing Intensification Study Technical Report.

We have now reviewed Technical Report 3/4 to the Region’s GMS, the Employment Strategy Technical Report (“Employment Report”) and note the following key findings of the Region’s employment land needs analysis:

- Durham’s Urban Employment Areas contain 1,966 gross hectares (4,858 acres) of vacant developable land, reflecting a 10% market vacancy adjustment and recommended Employment Area conversions;

- Based on a 15% intensification target and an overall target employment density of 26 jobs per gross ha, the Region will require a total of 3,130 gross ha of land within Urban Employment Areas to accommodate anticipated job growth to 2051; and,
- Reflecting the identified Urban Employment Area land demand to the year 2051 and available, designated Employment Area land supply, a shortfall of 1,164 gross hectares (2,876 acres) of Urban Employment Area land has been identified to 2051.

The employment report indicates that to achieve the Region's 2051 employment forecast of the Growth Plan, which in our opinion is overstated, Durham Region will require the tripling of employment land absorption to 2051. Based on a review of the report by urbanMetrics, they recommend that the demand for employment land in the Region should be re-evaluated based on an understanding of the employment land projections being conducted by competitive municipalities within the GTHA. Comments from urbanMetrics dated October 25, 2021 are attached.

We note that parallel to the Region's MCR, the City of Oshawa is undertaking the Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study ("Columbus Part II Plan"). Our clients have actively participated in this process and we note that with the recent release of the draft preferred land use plan for the Columbus Part II Plan area, a portion of our client's lands are included as "proposed Columbus expansion area" (see attached). Our clients support this proposal which would provide for the development of a portion of their lands for residential purposes. Further, our clients are continuing to have discussions with the City on appropriate land use designations therein.

Pursuant to the above, our position is that the Region are overplanning for Employment Area lands. It continues to be our position that the entirety of our client's land should be included within the Oshawa Settlement Area Boundary as Community Area (living area) as detailed in our May 31, 2021 submission. The inclusion of these lands is appropriate to assist with the orderly development of Oshawa and specifically the Columbus community, while also optimizing the delivery of services.

We request that should the Region resolve to designate our client's land as Employment Area, that an appropriate transition in land uses between the proposed Columbus expansion area and Employment Lands to the south be provided by replicating the residential land uses within the proposed Columbus expansion area south of the proposed east-west collector road as shown in the attached Columbus land use plan. Further, that flexible policies be introduced into the Regions Official Plan that provides for the future conversion of employment lands to non-employment uses without the need for a future MCR or Regional Official Plan Amendment. Our request in this instance is based upon the conclusion of urbanMetrics that the need for employment lands in the Region is overstated.

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the Envision Durham process.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner

Attachments (2)



October 25, 2021

The Regional Municipality of Durham
Envision Durham
Planning and Economic Development
605 Rossland Road East
Whitby, Ontario
L1N 6A3

Attention Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Development:

RE: Review of Durham Region Employment Strategy Technical Report

Setcon Investments Inc (Setcon) owns some 28.5 hectares (excluding natural heritage features) that are contiguous to the planned settlement area defining the Columbus community in North Oshawa. Please refer to the attached Context Map. On May 31, 2021 KLM Planning Partners, on behalf of Setcon, submitted a letter to Envision Durham requesting that the Region consider the Setcon lands for a future expansion to the City of Oshawa Settlement Area Boundary to support the ongoing and desirable growth of the Region. The Setcon lands would represent an appropriate extension of the proposed residential lands to the North, supporting the planned growth in the City and Region. The Region of Durham Growth Management process is currently under way and it is this process that will inform the Region's municipal comprehensive review (MCR) that will ultimately determine where settlement boundary expansions should occur.

On behalf of our clients, Setcon, we have reviewed the Employment Strategy Technical Report prepared by Watson & Associates and Urban Strategies Inc. released on September 24, 2021, and provide the following comments:

1. Unrealistic Employment Land Need Projection

The employment land need projected in the report vastly exceeds historic levels and is predicated on the incorrect assumption that the supply of employment land in the remaining GTHA is dwindling, creating the opportunity for Durham Region to experience much higher absorption rates than in the past.

Figure 7-5 projects that between 2019 and 2051, Durham Region will require some 3,130 gross hectares of employment land, or approximately 98 hectares each year. However, as shown in Figure 5-6, between 2011 and 2019, the actual annual absorption has not even come close to this rate, ranging from 1 hectare in 2011 to 60 hectares in 2018, with the historical average being 32 hectares annually. Assuming a similar net-to-gross factor of approximately 9% applied in Figure 7-1, the equivalent historic absorption rate would be 35 gross hectares per year. Approximately one-third of that projected to 2051.

On page 23 of the report, the rationale for this massive increase in employment land absorption is explained: “Over the longer-term planning horizon, the remaining supply of available, vacant employment land is anticipated to diminish within many larger GTHA markets, including the Cities of Toronto, Vaughan, Mississauga and Brampton. As the more mature Employment Areas in the GTHA gradually build out and industrial land prices continue [to] rise in these areas, increasing outward growth pressure will be placed on the remaining vacant greenfield Employment Areas in the GTHA and beyond.”

There are several issues with this statement. First, for the most part, the municipalities identified have over the past ten to twenty years have already experienced a diminishing of their employment lands with minimal impact on Durham Region. Secondly, other municipalities, likely better positioned than many parts of Durham, are also anticipating very strong levels of employment land absorption over the 30 year planning horizon. York Region, for example, is projecting a growth of some 128,000 employment land employees between 2021 and 2051, compared to only 99,500 for Durham Region over the slightly longer 2019 to 2051 period. York Region is also proposing to expand their urban boundary to incorporate an additional 1,100 hectares of employment land, of which 210 hectares would be introduced in neighbouring Markham and 710 hectares would be introduced in the aforementioned City of Vaughan¹.

Similarly, Simcoe County, includes a number of areas poised for significant employment growth in close proximity to the Highway 400 corridor, including Bradford-West Gwillimbury, Innisfil and New Tecumseth. Based on 2017 land inventory information, there are almost 3,000 vacant hectares of

¹ The Regional Municipality of York, Report of the Commissioner of Corporate Services and Chief Planner, Proposed 2051 Forecast and Land Needs Assessment, March 18, 2021.

employment lands in the County, a total which exceeds the current amount of occupied space. The recently released Simcoe County Land Needs Assessment identifies a need to add some 525 hectares of employment land to support growth to 2051². Peel Region is anticipating an acceleration of employment land employment growth in Brampton and Caledon and overall, the Region is projecting the need to accommodate some 107,600 employment land employees between 2016 and 2051³.

It is also important to note that while there are some Provincially Significant Employment Zones (PSEG) in Durham Region in Pickering, Ajax, Oshawa and Clarington, these are dwarfed by the PSEGs elsewhere in the GTHA. PSEGs are strategically identified Employment Areas, with high economic output designed to provide stable, reliable employment across the GTHA.

In summary, there is no evidence that the other Regions in the GTHA will be experiencing a slowdown in employment land development, such that Durham Region will see a tripling of its annual employment land absorption to 2051. Based on the land needs assessment work to date, York and Peel Regions and Simcoe County will be experiencing an accelerated growth in employment land development, which they will be accommodating both on an extensive supply of vacant employment lands and by expanding employment land into their whitebelt areas. In our opinion, the demand for employment land in Durham Region should be re-evaluated based on an understanding of the employment land projections being conducted by competitive municipalities within the GTHA.

2. Employment Land Conversion Request CN-46 (Oshawa)

The Employment Land Strategy report recommends that these lands, at the southeast quadrant of Highway 407 and Simcoe Street, be converted from Employment Lands to an Open Space designation to accommodate Species at Risk Compensation Lands. The site is approximately 30 hectares in size.

In reviewing Figure 4-1 and Figure 4-5 of the Region's Community Land Needs Technical Report, it would appear as though these lands were being added back to the Community Area Supply as "developable area". Can the Region clarify whether this was the case and whether the more recently completed Community Land Needs report has contemplated these lands as developable.

² Public Open House Land Needs Assessment presentation by Hemson Consulting, October 5, 2021.

³ Cushman & Wakefield, Peel Region Employment Strategy Discussion Paper, Draft August 16, 2021.

If you require further clarification with regards to our analysis, please do not hesitate to contact us.

Yours truly,

urbanMetrics inc.

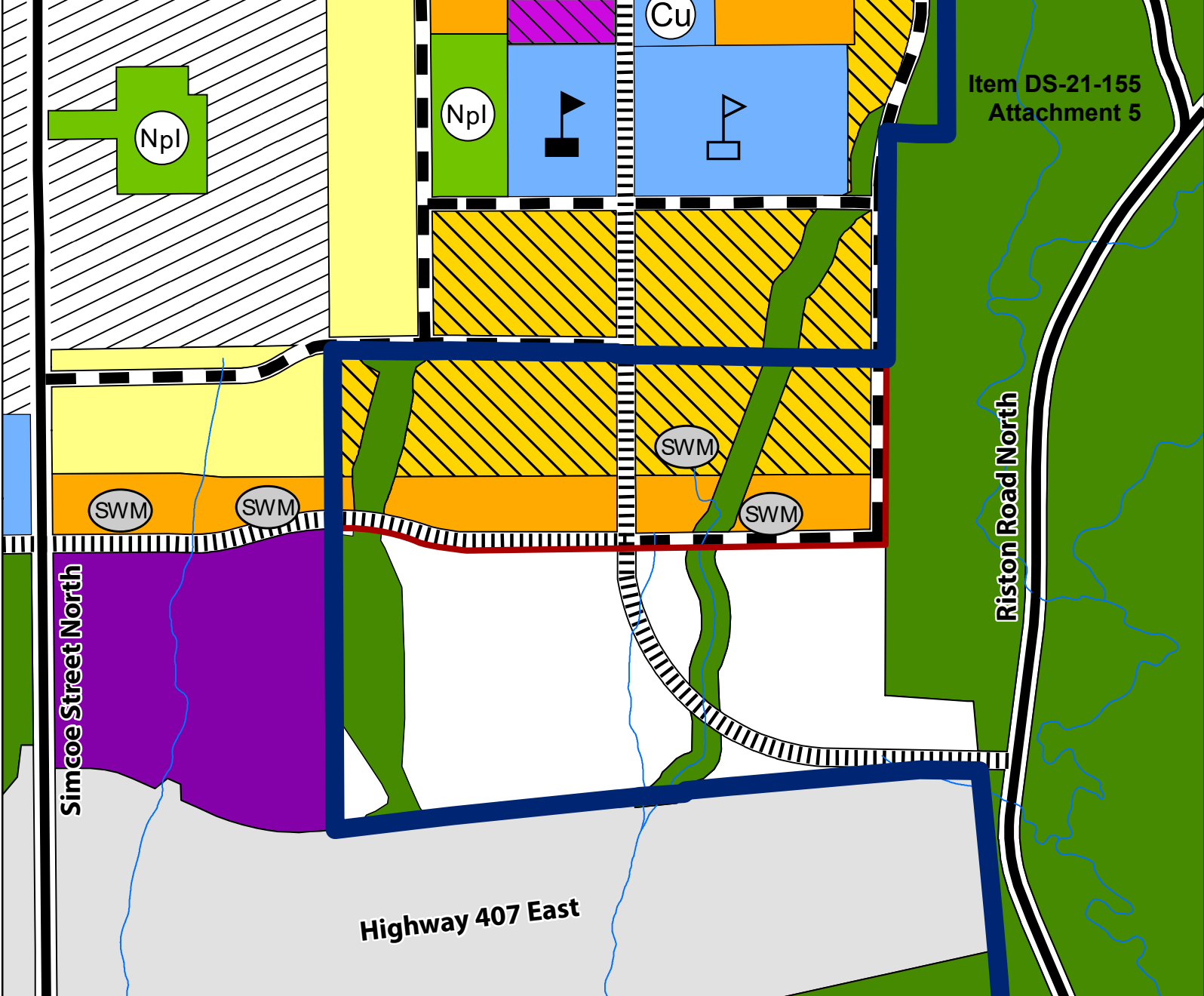
A handwritten signature in blue ink that reads "Rowan Faludi". The signature is written in a cursive, flowing style.

Rowan Faludi, MCIP, RPP, CMC, PLE

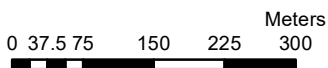
Partner

rfaludi@urbanMetrics.ca

Setcon Investments Inc. North Oshawa Context Map



**DRAFT
Proposed Concept
Plan for the
Columbus Expansion
Area Outside of the
Major Urban Area
Boundary**



August 2021

Development Services
Department

Legend	Residential	Community Use
	Columbus Special Policy Area	Community Use
	Low Density Residential	Public Elementary School
	Medium Density I Residential	Separate Elementary School
	Medium Density II Residential	Public Secondary School
	High Density I Residential	Agricultural
	Subject to Policy X.X.X.X. in the Columbus Part II Plan	Prime Agricultural
	Mixed Use	Transportation
	Mixed Use Node I	Type 'A' Arterial Road
	Mixed Use Node II	Type 'B' Arterial Road
Open Space and Recreation	Type 'C' Arterial Road	
Open Space and Recreation	Collector Road	
Neighbourhood Park I	Stormwater Management Facilities	
Neighbourhood Park II	Columbus Study Area Boundary	
Community Park	Proposed Columbus Expansion Area	
Industrial	Boundary of Major Urban Area	
Industrial		
Commercial		
Planned Commercial Centre		





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SENT VIA EMAIL

File: P-3255

March 28, 2023

Envision Durham c/o The Regional Municipality of Durham
Planning and Economic Development Department
605 Rossland Road East, PO Box 623
Whitby, ON L1N 6A3

Attention: Mr. Brian Bridgeman, MCIP, RPP
Commissioner of Planning and Economic Development

Re: Region of Durham Municipal Comprehensive Review – Envision Durham
Draft New Regional Official Plan
Setcon Investments Inc.
201 Columbus Road East (“Subject Lands”)
City of Oshawa

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- On August 3, 2021, urbanMetrics provided comments to the Region on Technical Report 1/4 to the Region’s Growth Management Study (“GMS”), the Region-Wide Growth Analysis on behalf of our clients;
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- On April 13, 2022, we provided comments to the Region on the Alternative Land Needs Scenarios Assessment Summary Report;
- On December 20, 2022, we provided comments to the Region on the GMS, Phase 2: Draft Settlement Area Boundary Expansions and Area Municipal Growth Allocations; and,
- On March 6, 2023, we provided comments to the Regional Clerk on the Draft New Regional Official Plan.

Further to our letter of March 6, 2023 noted above, this letter provides additional comments on behalf of our client with respect to the Draft New Regional Official Plan text and schedules dated February 2023 (“**Draft OP**”).

The Draft OP proposes an expansion of the Settlement Area of Oshawa to include the Subject Lands. More specifically, the northern portion of the Subject Lands is proposed as ‘Community Area Land’ and the southern portion is proposed as ‘Employment Area Land’. Section 5.7.2 of the Draft OP identifies that the Region will consider support for amendments to area municipal official plans to designate a supply of land for development up to the time frame of the plan, including Settlement Area Boundary Expansions to the extents of the Region’s Urban Area Boundary as shown on Map 1, provided that the amendment is only undertaken as part of a comprehensive review of the area municipal official plan to implement the Region’s Official Plan, subject to a series of criteria.

When the Draft OP is approved by the Province and upon enactment of Bill 23 provisions which relegate the Region to a municipality without planning responsibilities, the Region’s Official Plan will be deemed to constitute an official plan of the City, and this official plan will remain in effect until the City revokes it or amends it to provide otherwise. At that point, the Oshawa Settlement Area Boundary will have effectively been expanded to include the Subject Lands without the need for any further assessment as contemplated by Section 5.7.2 a). As such we respectfully request that this Section 5.7.2 be revised to remove the requirement for additional comprehensive review to facilitate Settlement Area Expansions to the 2051 horizon.

We appreciate the opportunity to comment and we look forward to continuing to work with the Region through the MCR.

Yours very truly,

KLM PLANNING PARTNERS INC.



Keith MacKinnon, MCIP, RPP
Partner



Tim Schilling, MCIP, RPP
Senior Planner