

MEMORANDUM

To: Connor Leherbauer, Ranjit Gill – City of Oshawa

Date: January 29, 2024

From: Parsons and O2 Planning + Design

Project: **Integrated Major Transit Station Area Study for Central Oshawa**

Subject: **Land Use Alternatives Evaluation**

DEVELOPMENT OF TRANSFORMATION SCENARIOS

The following memorandum describes the evaluation of the four (4) Land Use Alternatives for the M.T.S.A. These Alternatives were developed in the previous tasks of the project based upon the scope of work, current policy objectives, analysis findings, future transit investment and the existing development pipeline. They were developed to visualize options for the development of the M.T.S.A. and address various components of the problem/opportunity statement. Each Land Use Alternative offers a distinct approach for guiding growth and development to address the identified challenges and opportunities within the community, strategically guiding future investments in the M.T.S.A. to align with the area's vision.

This evaluation will help determine a final Preferred Land Use Alternative. To effectively support the evaluation, this memo identifies the Land Use Alternatives that are being measured, the Evaluation Criteria, and an assessment to come to the recommendation of the Preferred Alternative. The evaluation's criteria and results are based upon discussion with the City of Oshawa's project team, internal and external stakeholders, and results from PIC #2, where the land use alternatives were presented and discussed.

The proposed Alternative Solutions represent the long-term solutions for accommodating the future Central Oshawa GO Station, its projected growth, and the transformation of Central Oshawa. The vision is a community which accommodates and supports a variety of multi-modal options and development investments. Given the location of the M.T.S.A, the proposed development should be compatible and integrated with the surrounding neighbourhoods and the nearby Downtown Oshawa Urban Growth Centre. The vision of the site and will not be fully actualized for the next 40-60 years.

The following are the three proposed Land Use Alternatives:

- Existing Conditions + Currently Proposed Developments (business-as-usual)
- Alternative 1: GO Station Transit-Oriented Development Centre
- Alternative 2: Mid-Rise High Streets & Transit Oriented Development Centre
- Alternative 3: Bridging to Downtown

Land Use Alternatives

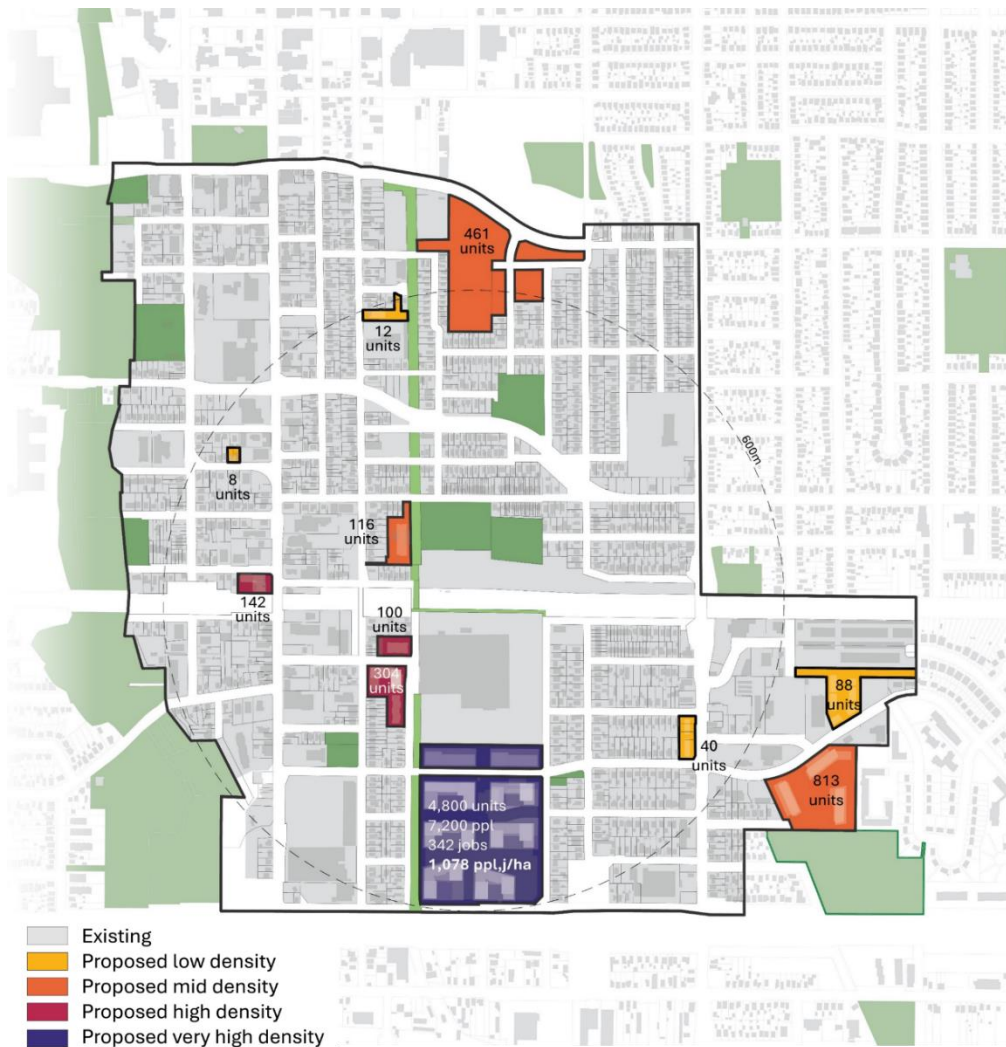
The following provides a brief overview of the four (4) land use alternative scenarios to be evaluated.

Existing Conditions + Currently Proposed

Proposed density: 110 people & jobs/ha

This option, shown in Figure 1, presents how the site is likely to grow in the coming years part of business-as-usual development. It provides an overview of existing land parcellation and density distribution, as well as current development sites and proposed density that is under review by the City. This alternative includes the inputs in the current development pipeline as part of the “status quo” which will add significant density in the near future.

FIGURE 1- EXISTING CONDITIONS + CURRENTLY PROPOSED

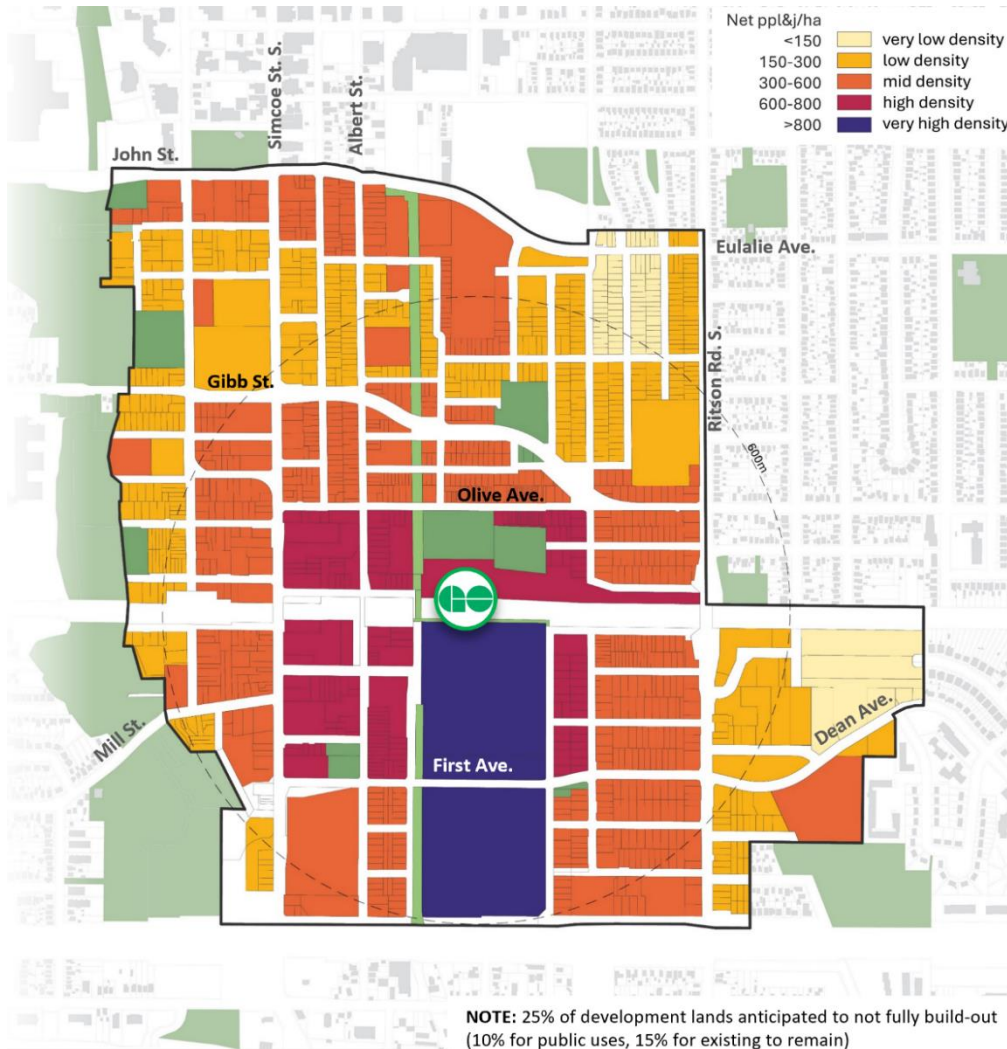


Alternative 1: GO Station Transit Oriented Development Cone

Proposed density: 360 people & jobs/ha

This Alternative concentrates density around the proposed GO Station and gradually transitions to lower density moving further out from the station with some stable-to-moderate growth along the north/south arterial roads Simcoe Street South and Ritson Road South. Additional density along the edge of the downtown in the north of the M.T.S.A. will support intensification of the Downtown and Civic Core. The scenario is focused on hyper-walkability and amenity-rich areas around the station.

FIGURE 2 - LAND USE ALTERNATIVE SCENARIO 1

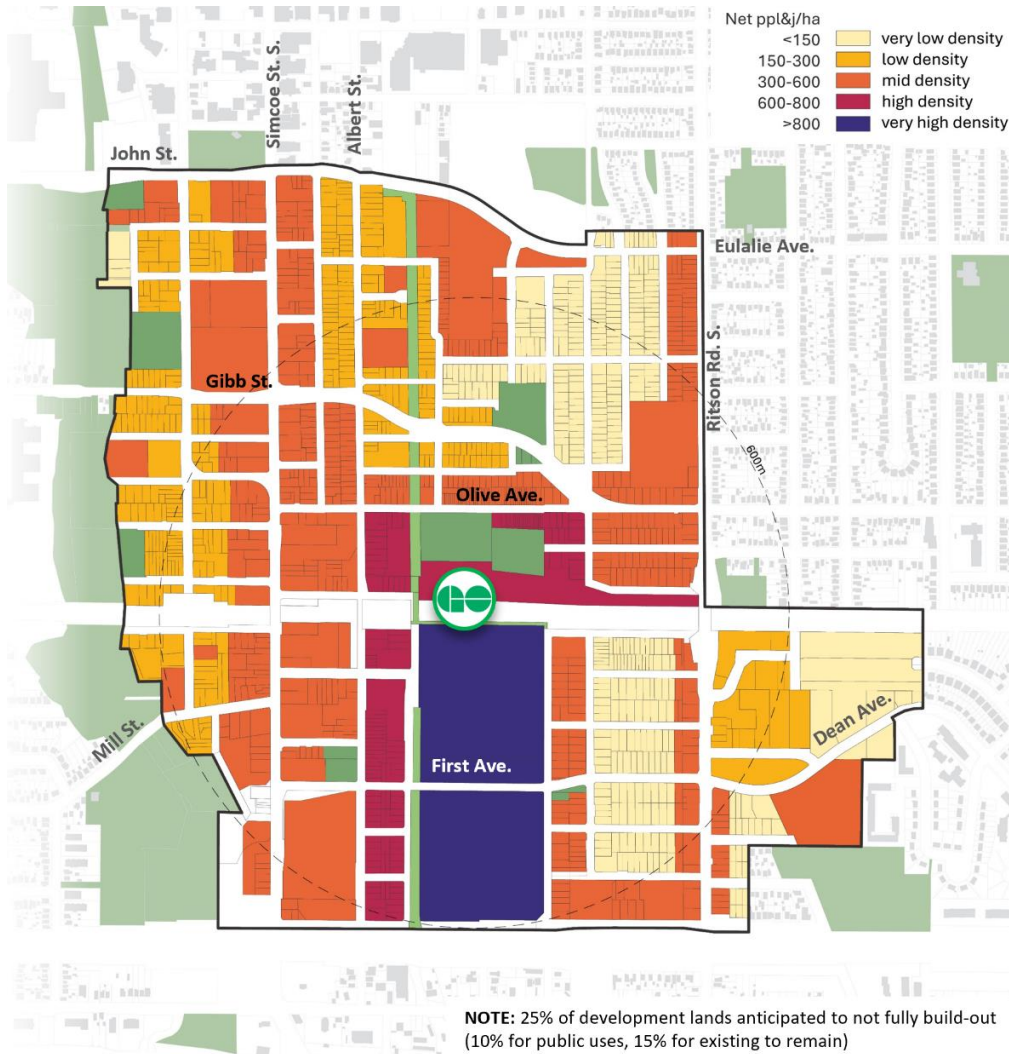


Alternative 2: Mid-Rise High Streets & Smaller Transit Oriented Development Centre

Proposed density: 330 people & jobs/ha

Alternative 2 (**Figure 3**) focuses the highest density around the GO station and mid-to-high developments along the major corridors, particularly Simcoe Street South as a connection to downtown. This Alternative provides more distributed density, permitting modest intensification throughout stable neighbourhoods while protecting pockets of stable neighbourhoods, and supports strategic infrastructure improvements over time. This is similar to other T.O.D. approaches seen across the G.T.H.A.

FIGURE 3 - LAND USE ALTERNATIVE SCENARIO 2

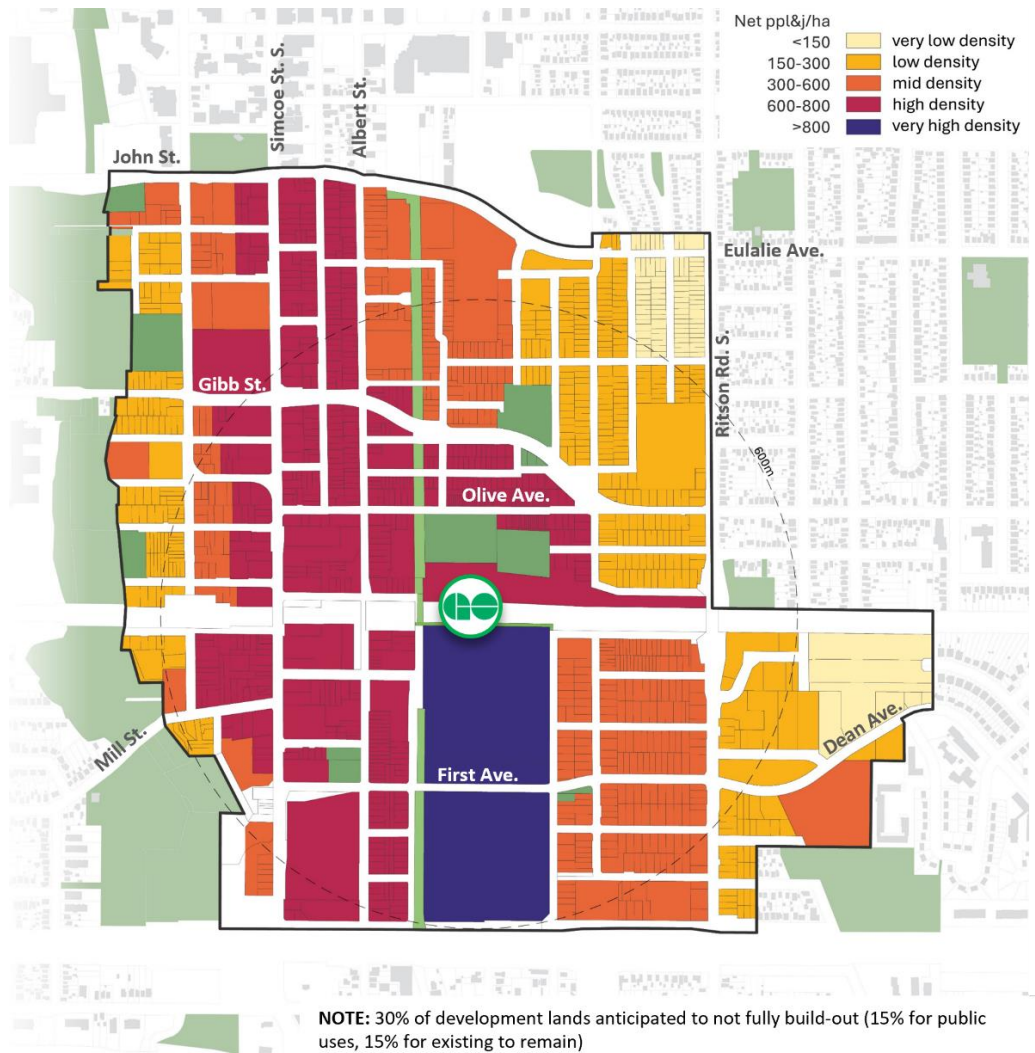


ALTERNATIVE 3: BRIDGING TO DOWNTOWN

Proposed density: 425 people & jobs/ha

Alternative 3 (Figure 4) allows for the creation of high-density connections between the Downtown, Highway 401, Centre Street, and the Michael Starr Trail, to create one continuous urban form between existing downtown and the main mobility hub of the M.T.S.A. Density is focused on places for people to access amenities and can create vibrant streets around the GO station in its final form. Due to density and built form requirements, it is anticipated that this Alternative will result in more lands that will be impacted by redevelopment potentials.

FIGURE 4 - LAND USE ALTERNATIVE SCENARIO 3



METHODOLOGY

Evaluation Criteria

Evaluation criteria and applicable indicators were developed to assess the Land Use Alternatives, detailed in the table below. These criteria were developed based on the policy objectives outlined by the province, Region, and City documents, City staff input, and through consultation with project stakeholders and public consultation. Specific objectives of the Integrated M.T.S.A. Study include advancing development in the study area that supports and accommodates the future Central Oshawa GO Station and achieves Provincial population and job density targets in the Durham Region Official Plan and City of Oshawa Official Plan.

Seven (7) criteria, presented in **Table 1**, were developed to evaluate and identify which Land Use Alternative is likely to provide the greatest benefits to the area. They were developed based on components in the R.F.P. and study proposal that must be addressed through the Land Use Alternatives, as well as on what is most important for the M.T.S.A. and contextual role in the wider municipality.

TABLE 1 - EVALUATION CRITERIA




No.	Criteria	Description
1	Provincial Density Target (min 150 people & jobs/hectare)	This criterion assesses each alternative's ability to align with the direction of the province, City, and Regional Official Plans, as well as the supporting policy framework, in meeting minimum density targets.
2	People and Jobs Distribution (proximity to Higher Order Transit)	This criterion evaluates an alternative's density allocation in relation to higher order transit investment, assuming that increased development density closer to high-frequency and high-capacity transit routes will enhance ridership and reduce automobile trips within the M.T.S.A. boundary.
3	People and Jobs Distribution (proximity to Downtown)	This criterion examines each alternative's ability to connect the existing Downtown area with higher density areas within the M.T.S.A., supporting the City's policy objectives. The Alternatives with lands adjacent to Downtown that are allocated density classifications consistent with those of the Downtown will perform better.
4	People and Jobs Distribution (proximity to Open Spaces and Active Modes Corridors)	This criterion assesses each alternative's ability to concentrate development density in proximity to current open space and active transportation corridors within and surrounding the M.T.S.A. The assumption is that increased development density closer to open spaces will provide better quality access and quality of life to more people within the M.T.S.A. boundary.
5	Ability Achieve Municipal Open Space Target	This criterion focuses on each alternative's potential flexibility in addressing open space targets through traditional and emerging park spaces through development, assuming that the plans can adapt to revised provincial legislation and municipal requirements. The City may also explore additional options of parkland acquisition to meet the growing need to provide open space requirements for a changing population.
6	Development Flexibility	This criterion evaluates the extent to which the Alternatives provide a diverse mixture of local contexts that allows for a variety of redevelopment opportunities to attract market investment and achieve a diverse mixture of housing types and differing local urban contexts. The assumption is that the more variety in redevelopment contexts for higher density uses, the higher likelihood on receiving market uptake for these building types.
7	Interface with Outside M.T.S.A. Boundary	This criterion evaluates how well each alternative provides an edge interface that matches or does not conflict with the character of the existing or proposed adjacent relevant conditions to support a healthy co-existence between the M.T.S.A. and surrounding context. The M.T.S.A. has several contextual conditions including the Downtown to the north, Oshawa Creek Valley to the west, Highway 401 to the south, and stable neighborhoods to the east.

Evaluation Process

Table 2 presents the rating scale used in the evaluation. Each Land Use Alternative was evaluated based on how it performed against each criteria using the criteria identified in **Table 1**. The evaluation process assigned equal weight to all indicators.

The chosen Land Use Alternative was selected based on the identification of which Alternative(s) consistently showed strong performance across all indicators. Some areas may require further review as the preferred design is developed. The final selection of the preferred Land Use Alternative also took into account the input gathered from stakeholders and the public during the consultation process.

TABLE 2 - EVALUATION SCALE AND DEFINITIONS

Evaluation Symbol	Assessment	Definition
	Challenge to Meet Criteria	This Alternative is highly unlikely result in fulfillment of the criteria.
	Partially or Potentially Meets Criteria	This Alternative partially fulfills the criteria or has some potential to result in fulfillment of the indicator.
	Meets or Exceeds Criteria	This Alternative is expected to meet or exceed fulfillment of the criteria. It performs poorly against criteria

































EVALUATION OF ALTERNATIVES

Evaluation Summary

The evaluation of Land Use Alternatives for the Central Oshawa M.T.S.A. was conducted to determine which Alternative consistently performed well against the established criteria. A summary of the evaluation is summarized below in Table 3. The full evaluation, which provides a brief explanation per criteria that contributes to these results, is in **Appendix A**.

The Existing Conditions + Currently Proposed Developments scenario did not perform well against the criteria. It lacks the concentration of density to support the objectives of the Study and meet Provincial, Regional, and Municipal strategic targets. All proposed Land Use Alternatives performed adequately well against the criteria, with Alternative 3 performing the best. Table X contains the evaluation and a brief explanation per criteria that contributes to these results.

TABLE 3 - SUMMARY OF EVALUATION OF LAND USE ALTERNATIVES

No.	Evaluation Criteria	Existing Conditions + Currently Proposed Dev'ts	Alternative 1: GO Station TOD Cone	Alternative 2: Mid-Rise High Streets + TOD Centre	Alternative 3: Bridging to Downtown
1	Provincial Density Target (150 ppl&j/h)				
2	People and Jobs Distribution (proximity to Higher Order Transit)				
3	People and Jobs Distribution (proximity to Downtown)				
4	People and Jobs Distribution (proximity to Open Spaces and Active Modes Corridors)				
5	Ability to Achieve Municipal Open Space Target				
6	Development Flexibility				
7	Interface with Outside M.T.S.A. Boundary				
Average Score					

APPENDIX A: EVALUATION

Key		Challenge to meet criteria		May or may not meet criteria		Meets or exceeds criteria
-----	--	----------------------------	--	------------------------------	--	---------------------------

Draft Evaluation Criteria	Existing Conditions + Currently Proposed Dev'ts	Alternative 1: GO Station TOD Cone	Alternative 2: Mid-Rise High Streets + TOD Centre	Alternative 3: Bridging to Downtown
Provincial Density Target (150 ppl&j/h)	Challenge to Meet Criteria Will not align with the minimum density targets nor the overall policy objectives and supportive frameworks of the Province, Region, or City.	Meets or Exceeds Criteria Will exceed minimum provincial density targets with the concentration of density surrounding the GO station.	Meets or Exceeds Criteria Will exceed minimum provincial density targets with the concentration of density surrounding the GO station and along north/south arterial roads.	Meets or Exceeds Criteria Will exceed minimum provincial targets substantially with a concentration of density surrounding the GO station and multiple north/south corridors in the western portion of the study area.
People and Jobs Distribution (proximity to Higher Order Transit)	Challenge to Meet Criteria Although most of the concentrations of people and jobs will be near to the GO station, it will not be reflective of high-order transit service along the Simcoe Street transit corridor.	Partially Meets Criteria The highest concentrations of people and jobs will be positioned primarily around the GO station. However, this alternative may not be the most effective due to its lower density (low-to-mid density) along the Simcoe Street transit corridor, which is anticipated to be serviced by high-order transit routes, compared to other options.	Partially Meets Criteria The highest concentrations of people and jobs will be positioned primarily around the GO station. However, this alternative may not be the most effective due to its lower density (low-to-mid density) along the Simcoe Street transit corridor, which is anticipated to be serviced by high-order transit routes, compared to other options.	Meets or Exceeds Criteria The highest concentrations of people and jobs will be positioned within short walking distance to the GO station and the Simcoe Street transit corridor, which is anticipated to be serviced by high-order transit routes. Areas serviced by lower-order transit have lower densities applied.
People and Jobs Distribution (proximity to Downtown)	Challenge to Meet Criteria Development density will be positioned on the largest parcels and selected parcels across the M.T.S.A., with no specific concentration near the Downtown.	Partially Meets Criteria Development density will be positioned primarily around the GO Station, with some mid-density intensification toward Downtown, creating a clear south edge to Downtown. Most of the area between the Downtown and the GO station will be at lower densities, creating two distinct districts.	Partially Meets Criteria Development density will be positioned at relatively lower densities around the GO Station and along existing arterial corridors, with minor intensification near Downtown. The linkages between districts will be along the busy corridors only.	Meets or Exceeds Criteria Development density will be positioned at their highest intensities in the western portion of the study area between the GO Station and Downtown, creating a consistent multi-block-wide southern extension of Downtown to the GO Station. This will essentially create an expanded high-density mixed-use downtown.
People and Jobs Distribution (proximity to Open Spaces and Active Modes Corridors)	Challenge to Meet Criteria Allows for the least concentration of development density adjacent to future open spaces and active transportation networks. This may limit the potential for new investments in open space and active transportation, ultimately resulting in poorer accessibility and quality of life for residents as compared to the other options.	Potentially Meets Criteria While this option allows for mid-to-high density development adjacent to certain open spaces, like Cowan Park, as well as along parts of the future active transportation network, density is lacking in some areas near these features. As a result, this option has the potential to attract some new open space and active transportation investments, providing some residents with improved accessibility and quality of life.	Potentially Meets Criteria While this option allows for mid-to-high density development adjacent to certain open spaces, like Cowan Park, as well as along parts of the future active transportation network, density is lacking in some areas near these features. As a result, this option has the potential to attract some new open space and active transportation investments, providing some residents with improved accessibility and quality of life.	Meets or Exceeds Criteria The highest densities are effectively concentrated adjacent to open spaces and the future active transportation network. As a result, it offers substantial support for new or expanded open spaces and active transportation investments needed to service the community, which is likely to improve accessibility and quality of life for the greatest number of residents.
Ability to Achieve Municipal Open Space Target	Challenge to Meet Criteria Will not meet the open space requirements and result in the area being underserve by parks and open space.	Meets or Exceeds Criteria Provides opportunities for redevelopment to increase the potential of land introduced for open space or parks.	Meets or Exceeds Criteria Provides opportunities for redevelopment to increase the potential of land introduced for open space or parks.	Meets or Exceeds Criteria Provides opportunities for redevelopment to increase the potential of land introduced for open space or parks.
Development Flexibility	Challenge to Meet Criteria Development is highly contained to large-scale developments, particularly due to the size of most parcels. It does not allow for a diverse mixture of local contexts, which may limit the potential for a variety of redevelopment opportunities to attract market investment and diverse housing types.	Potentially Meets Criteria While this option allows for a variety in redevelopment contexts for higher density uses, it lacks slightly less density compared to other Alternatives, which could result in potentially less market uptake for these building types.	Potentially Meets Criteria While this option allows for a variety in redevelopment contexts for higher density uses, it lacks slightly less density compared to other Alternatives, which could result in potentially less market uptake for these building types.	Meets or Exceeds Criteria Allows for a diverse mixture of local contexts and a variety of redevelopment opportunities which will likely attract market investment and encourages mid/high density as well as low-moderate density infill within stable neighbourhoods. This diverse density is likely to offer the greatest potential of the Alternatives for market uptake of these building types, resulting in a greater variety of housing types and local urban contexts within the M.T.S.A. boundary.
Interface with Outside M.T.S.A. Boundary	Partially/Potentially Meets Criteria Interfaces will remain relatively congruent on both sides of the M.T.S.A. boundary, with the exception of larger redevelopment parcels that will be developed into high densities, resulting in localized incongruities.	Meets or Exceeds Criteria The highly GO Station centric concentration of development means that most boundary conditions will not significantly change, leaving conditions similar to what is currently permitted outside the boundary.	Challenge to Meet Criteria The focus of intensification in this Alternative will likely result in mid-to-high-rise development along Simcoe St. S. and Ritson Rd. S., resulting in a contrasting interface with the stable low-density neighbourhoods to the east of Ritson Rd. S.	Meets or Exceeds Criteria The focus of intensification is primarily on north/south corridors between Centre St. and Albert St., which will likely result in relatively congruent interfaces on both sides of the M.T.S.A. boundary.