



# City of Oshawa

## Integrated Columbus Part II Planning Act and Municipal Class Environmental Assessment Act Study Planning Background Considerations Report

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## **Table of Contents**

<i>Executive Summary</i>	<i>i</i>
<b>1. Introduction</b>	<b>1</b>
<b>2. Planning Policy Framework</b>	<b>5</b>
<b>3. Study Area: Planning Background Considerations</b>	<b>10</b>
<b>4. Conclusions</b>	<b>23</b>
<b>Appendix A Planning Policy Review</b>	

## ***Executive Summary***

### ***Purpose***

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 (See Map 1).

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. The Study will take into consideration that the community of Columbus is a unique area of Oshawa with a significant heritage component focused at the existing intersection of Columbus Road and Simcoe Street North. The Study will also consider land use, scale of development, servicing and transportation infrastructure, and the protection and enhancement of environmental and natural features.

The purpose of this Background Report is to summarize a review of the policy framework, as well as the results of the supporting background studies completed to date. As more detailed planning is undertaken, elements of the preliminary background analysis may be revised and refined, and additional analysis and evaluation will be carried out and given consideration as part of the planning process.

**The Background Report is intended to form one input to the discussion by the City, residents, landowners, agencies and other stakeholders, which will lead to the establishment of a planning framework for the Columbus Part II Planning Area, and other lands in the Study Area. A key part of this planning framework will be not only the Part II Plan, but also the Municipal Class Environmental Assessment Study.**

### ***Study Process***

The Study Process will be undertaken in four stages, and as illustrated in Figure 1, the work will be integrated with the Columbus Subwatershed Study (C.S.W.S.).

### ***Report Format***

This report is organized as follows:

- Section 1 Introduction;
- Section 2 Planning Policy Framework;
- Section 3 Study Area: Planning Background Considerations; and,
- Section 4 Conclusions.

## ***Planning Policy Framework***

The Provincial Policy Statement 2014 (P.P.S.), A Place to Grow: Growth plan for the Greater Golden Horseshoe 2019 (Growth Plan), the Greenbelt Plan 2017, and the Durham Region Official Plan (D.R.O.P.) provide broad policy direction with respect to the City of Oshawa, including the Study Area. However, for the detailed planning required at the Study Area level, the City of Oshawa Official Plan establishes the key policy directions. The Part II Plan and related Official Plan Amendment must be consistent with the directions in the P.P.S., and conform with the Growth Plan, Greenbelt Plan and the D.R.O.P., as well as the City of Oshawa Official Plan.

The P.P.S provides directions related to the creation of efficient land use and development patterns which support sustainability with the intent of creating strong, liveable, healthy and resilient communities, protecting the environment and public health and safety and facilitating economic growth. The Growth Plan builds on the policies in the P.P.S. providing more specific direction related to growth management (e.g. density targets, infrastructure), as well as the protection of the environment including natural systems, prime agricultural areas and cultural heritage resources.

The Greenbelt Plan is applicable to a broad band of permanently protected land, including lands in the Study Area, and is designed to protect agriculture as the predominant land use and to protect natural heritage and water resource systems.

The D.R.O.P. and the City's Official Plan both reflect the directions in the P.P.S., Growth Plan and Greenbelt Plan. In addition, both the D.R.O.P. and the City's Official Plan provide more detailed and specific direction applicable to the Study Area.

Key themes in the P.P.S., Growth Plan, the Greenbelt Plan, D.R.O.P. and the City's Official Plan which are relevant to the Study Area include:

- A strong focus on the creation of efficient and resilient development and land use patterns in particular, a focus on intensification in the built-up area, and, in greenfield areas, a focus on compact form, a mix of uses and increased densities while recognizing that the level of intensification/density should be based on local conditions;
- The creation of healthy, active and complete communities through a focus on strong and sustainable urban design, and the provision of community facilities that support a high quality of life;
- Recognition of the link between the management of growth and the provision of infrastructure and the need to integrate servicing and land use considerations at all stages of the planning process;

- Ensuring that development is phased, includes a mix of uses, and is at a density which appropriate for, and efficiently uses existing and planned infrastructure and which avoids unjustified and/or uneconomical expansions;
- Providing for an appropriate range of housing types and densities to meet projected requirements including affordable housing;
- Planning for an appropriate mix and range of employment to meet long term needs, including planning for, protecting and preserving employment areas;
- Establishment of a transportation system which offers a balance of transportation choices and places a priority on transit, cycling and walking;
- Protection, maintenance, restoration and, where possible, improvement of the natural heritage system and protection of the quantity and quality of surface and groundwater resources;
- Protection of prime agricultural areas;
- Conservation of significant built heritage resources and cultural heritage landscapes, as well as the protection of archaeological resources;
- Establishing a culture of conservation and addressing climate change through mitigation and adaptation; and,
- Directing development away from areas of natural or human-made hazards.

There are also specific directions in the D.R.O.P. of relevance to, or directly related to, Columbus including D.R.O.P. Policy 14.13.7 which affects the status of the Columbus Deferred Lands. A Local Planning Appeal Tribunal (L.P.A.T.) hearing to resolve D.R.O.P. Policy 14.13.7 took place on April 17, 2019 and the City is awaiting the L.P.A.T.'s final decision. The Tribunal member indicated at the hearing that he expects to approve the deferred portion of the Columbus expansion area.

The City's Official Plan includes a requirement for a Part II Plan for the Columbus Part II Planning Area and provides specific direction with respect to that Plan, as well as with respect to other areas in the Study Area.

### ***Study Area: Planning Background Considerations***

A series of background reports have been prepared, which together with the results of the Vision Workshop, a land use survey and the draft C.S.W.S. Phase 1 Report, form the basis for the development of a vision and land use and transportation alternatives,

and ultimately the Part II Plan for Columbus. The background studies focus on the Study Area, but where appropriate extend beyond it.

The applicable reports, which are found under separate cover, include:

- Public Information Centre Number 1 Visioning Session Summary;
- Stage 1 Archaeological Assessment, A.S.I., April 24, 2019;
- Cultural Heritage Resource Assessment Study, A.S.I., April 2019;
- Phase 1 Transportation Report, H.D.R., May 2, 2019;
- Background Review Water and Wastewater, Wood, April 29, 2019;
- Demographic, Housing and Economic Analysis, Watson & Associates Economists Ltd., February 28, 2019;
- Retail Background Report – Phase 1, Three Sixty Collective, April 15, 2019; and,
- Sustainable Development Report, Brook McIlroy, April 29, 2019.

As noted, a draft C.S.W.S. Report has also been prepared which provides an overview of existing watershed and subwatershed conditions, as well as an overview of the natural environment. Phase 2 of the Subwatershed Study Report will include an implementation strategy and environmental monitoring program.

The background studies and review provide the necessary basis for the establishment of a vision and land use and transportation alternatives for Columbus including the Transportation Problem and Opportunity Statement; water and wastewater servicing status; economic, demographic and housing trends; and best practices and principles for sustainable neighbourhood development.

## ***Conclusions***

The City and Region have identified significant areas of the Study Area for development subject to the preparation of a Part II Plan and other technical work including the C.S.W.S. The Provincial, Regional and City planning policy framework provides strong direction with respect to the form of development (e.g. creation of efficient land use and development patterns, creation of healthy, active and complete communities) and the protection of the natural environment (e.g. protection, maintenance, restoration and, where possible, improvement of the natural heritage system and protection of the quantity and quality of surface and groundwater resources). At the same time, the policy framework provides the latitude to recognize that any development must reflect the fact Columbus is a unique area of Oshawa with a significant heritage component focused at the existing intersection of Columbus Road and Simcoe Street North.

The background studies and review provide the necessary basis for the establishment of a vision and land use and transportation alternatives for Columbus, which respects the community's unique character, including the Phase 1 Archaeological Assessment, Cultural Heritage Assessment, Transportation Problem and Opportunity Statement;

Integrated Columbus Part II Planning Act and Municipal Class  
Environmental Assessment Act Study Planning Background Considerations Report

water and wastewater servicing status; economic, demographic and housing trends;  
and best practices and principles for sustainable neighbourhood development.

## 1. Introduction

### 1.1 Background

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<sup>1</sup>. 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 (See Map 1).

The Study is focused on the Columbus Part II Planning Area as identified on Schedule “E” to the Oshawa Official Plan (See Map 2). The Columbus Planning Area expansion was added to the City’s Part II Planning Areas in 2016 through Amendment 179 to the Oshawa Official Plan. A portion of the Columbus lands is subject to a Deferral and its inclusion as a proposed expansion area was addressed at an L.P.A.T. hearing on April 17, 2019. The City is awaiting the L.P.A.T.’s final decision. The Tribunal member indicated at the hearing that he expects to approve the deferred portion of the Columbus expansion area.

Development within the Columbus Part II Planning Area will impact matters such as the environment, land use, transportation and servicing infrastructure not only within the Columbus Planning Area itself, but also in the surrounding area. Accordingly, the Study Area includes lands beyond the designated Part II Plan Area, specifically:

- Proposed Living Area subject to Policy 14.13.7 of the Regional Official Plan (See Map 3 – Lands identified as D3);
- Parts of the Provincial Greenbelt Plan Area which correspond to lands forming part of the east and west branches of the Oshawa Creek (See Map 3);
- The South Columbus Industrial Area which is generally bounded by Highway 407 East to the south, the Oshawa-Whitby boundary to the west, a future Type “C” arterial road to the north and the Major Urban Area boundary to the east (See Map 3); and,
- The Columbus Whitebelt Area (i.e. lands between the boundary of the Greenbelt Plan and the boundary of the City’s urban area) currently designated as “Prime Agricultural” and “Open Space and Recreation” in the Oshawa Official Plan and located to the northwest and southeast of the Columbus Part II Planning Area (See Map 3).

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<sup>1</sup> City of Oshawa Council considered Report DS-17-25 on June 26, 2017 and adopted recommendations which initiated the Study.

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. The Study will take into consideration that the community of Columbus is a unique area of Oshawa with a significant heritage component focused at the existing intersection of Columbus Road and Simcoe Street North. The Study will also consider land use, scale of development, servicing and transportation infrastructure, and the protection and enhancement of environmental and natural features.

Specific objectives of the Study are to:

- Facilitate the future development of the Columbus Part II Plan Area;
- Achieve minimum population and job density targets identified in Provincial policies;
- Ensure that development conforms to the Durham Region and Oshawa Official Plans;
- Emphasize sustainable development and the protection and enhancement of environmental and natural features;
- Protect lands along the Highway 407 East corridor for future employment uses;
- Advance development that is compliant with the requirements of the Municipal Class Environmental Assessment process; and,
- Ensure development occurs in a manner that is sensitive to the historic Columbus community.

The Oshawa Official Plan also requires the Columbus Subwatershed Study (C.S.W.S.) to be completed prior to the approval of the Part II Plan. The C.S.W.S. Phase 1 Characterization Report was circulated for review in May 2017. Comments were provided from the City and the Central Lake Ontario Conservation Authority in the summer and fall of 2017. Consultation and additional field reconnaissance were completed in 2018. The updated Phase 1 Characterization Report was circulated for review in February 2019. The Phase 2 Analysis is anticipated to be completed by early August 2019, with the refined analysis anticipated to be completed approximately two months after the Preferred Alternative is established under Task 3.1 of the Part II Plan. The timeline for the balance of the C.S.W.S. work (i.e. implementation and monitoring) is anticipated to be completed in approximately two months after the Recommended Plans are established under Task 4.1 of the Part II Plan.

The purpose of this Background Report is to summarize a review of the policy framework, as well as the results of the supporting background studies completed to date. As more detailed planning is undertaken, elements of the preliminary background analysis may be revised and refined, and additional analysis and evaluation will be carried out and given consideration as part of the planning process.

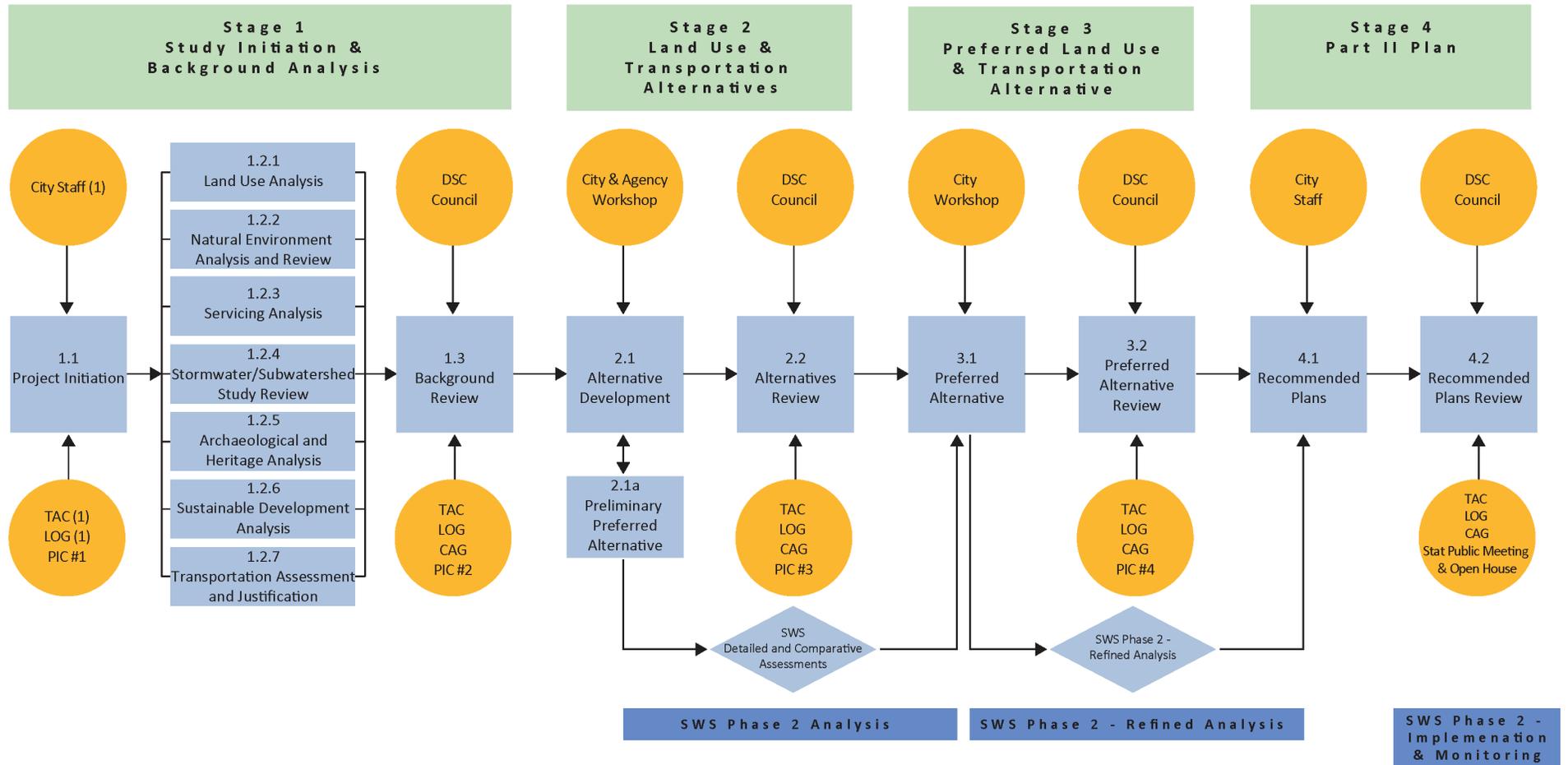
**The Background Report is intended to form one input to the discussion by the City, residents, landowners, agencies and other stakeholders, which will lead to the establishment of a planning framework for the Columbus Part II Planning Area, and other lands in the Study Area. A key part of this planning framework will be not only the Part II Plan, but also the Municipal Class Environmental Assessment Study.**

## 1.2 Study Process

The Study Process will be undertaken in four stages, and as illustrated in Figure 1, the work will be integrated with the completion of the C.S.W.S.

- **Stage 1: Study Initiation & Background Analysis**  
The focus of Stage 1 is a review of available background information to identify opportunities and constraints to development, as well as the development of a draft Vision and Guiding Principles based on a Visioning Session as part of Public Information Centre (P.I.C.) Number 1. This work involves conducting certain supporting studies and reviews (Phase 1 Transportation Report, Stage 1 Archaeological Assessment, Cultural Heritage Resource Assessment, Sustainable Development Report, Retail Background Review, Background Review Water and Wastewater, Demographic, Housing and Economic Analysis). In addition, the work in Phase 1 of the C.S.W.S., which includes an inventory, mapping and assessment of existing natural environmental conditions and hazards, has been reviewed. The resulting Background Report will be presented to Council and stakeholders, as well as to the public at P.I.C. Number 2.
- **Stage 2: Land Use and Transportation Alternatives**  
The background work in Stage 1 will be used as a basis for the development of alternative Land Use and Transportation Plans. Technical assessments will then be carried out related to servicing, transportation and fiscal impact. The Alternatives will then be refined and reviewed with Council and stakeholders, as well as with the public at P.I.C. Number 3.
- **Stage 3: Preferred Land Use and Transportation Alternative**  
Based on the results of Stage 2, a Preferred Alternative will be developed. It will be supported by detailed analysis and policy including a detailed growth analysis, fiscal impact and life cycle cost analysis, transportation policy recommendations

**FIGURE 1**  
General Work Program



and an overall servicing plan. Phase 2 of the C.S.W.S. will also form part of the work in Stage 3. The Preferred Alternative will be reviewed with the public at P.I.C. Number 4, as well as with stakeholders. Direction will be sought from Council to initiate preparation of the Part II Plan.

- **Stage 4: Part II Plan**

Based on Council direction, an initial draft of the Part II Plan and related Official Plan Amendment will be prepared. These documents will be reviewed at a statutory public meeting preceded by an open house and with stakeholders. Revisions will then be made and the final Part II Plan and related Official Plan Amendment will be submitted to Council for approval, together with the C.S.W.S. and other related reports.

- **Public, Stakeholder and Indigenous Community Engagement**

As illustrated in Figure 1, there will be a variety of opportunities for public and stakeholder engagement throughout the Study process. These will include four P.I.C.'s; regular meetings with the Columbus Community Advisory Committee (C.C.A.C.); Columbus Technical Advisory Committee (T.A.C.); and Columbus Developers' Group (C.D.G.); a Statutory Public Meeting and related Open House; and consultation with the City's Advisory Committees (i.e. Heritage Oshawa, Oshawa Environmental Advisory Committee).

A key consultation component involves an Indigenous Communications and Engagement Strategy which seeks to obtain input from participating Indigenous communities. This Strategy acknowledges that engagement with Indigenous communities is different from the broader public communications and engagement strategy and must operate in a separate, but integrated manner.

### 1.3 Report Format

This report is organized as follows:

- Section 1 Introduction;
- Section 2 Planning Policy Framework;
- Section 3 Study Area: Planning Background Considerations; and,
- Section 4 Conclusions.

## 2. Planning Policy Framework

### 2.1 General Policy Context

The Provincial Policy Statement 2014 (P.P.S.), A Place to Grow: Growth plan for the Greater Golden Horseshoe 2019 (Growth Plan), the Greenbelt Plan 2017, and the Durham Region Official Plan (D.R.O.P.) provide broad policy direction with respect to the City of Oshawa, including the Study Area. However, for the detailed planning required at the Study Area level, the City of Oshawa Official Plan establishes the key policy directions. The Part II Plan and related Official Plan Amendment must be consistent with the directions in the P.P.S., and conform with the Growth Plan, Greenbelt Plan and the D.R.O.P., as well as the City of Oshawa Official Plan.

A detailed analysis of the policy framework is outlined in Appendix A to this report. The analysis reviews the general applicability of the Provincial and Regional plans, followed by discussion of the policies relevant to the Study Area. It then addresses the applicability of the D.R.O.P. and City's Official Plan and their most relevant policies. This section summarizes the applicable policy directions based on this analysis.<sup>2</sup>

### 2.2 Policy Review Conclusions

The P.P.S. provides directions related to the creation of efficient land use and development patterns which support sustainability with the intent of creating strong, liveable, healthy and resilient communities, protecting the environment and public health and safety and facilitating economic growth. The Growth Plan builds on the policies in the P.P.S. providing more specific direction related to growth management (e.g. density targets, infrastructure), as well as the protection of the environment including natural systems, prime agricultural areas and cultural heritage resources.

The Greenbelt Plan is applicable to a broad band of permanently protected land, including lands in the Study Area, and is designed to protect agriculture as the predominant land use and to protect natural heritage and water resource systems.

The D.R.O.P. and the City's Official Plan both reflect the directions in the P.P.S., Growth Plan and Greenbelt Plan. In addition, both the D.R.O.P. and the City's Official Plan provide more detailed and specific direction applicable to the Study Area. Key themes in the P.P.S., Growth Plan, the Greenbelt Plan, D.R.O.P. and the City's Official Plan which are relevant to the Study Area include:

- A strong focus on the creation of efficient and resilient development and land use patterns in particular, a focus on intensification in the built-up area, and, in greenfield areas, a focus on compact form, a mix of uses and increased densities

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<sup>2</sup> Note: The analysis summarizes the policy framework; reference should be made to the documents themselves for a complete understanding of all the policies.

while recognizing that the level of intensification/density should be based on local conditions;

- The creation of healthy, active and complete communities through a focus on strong and sustainable urban design, and the provision of community facilities that support a high quality of life;
- Recognition of the link between the management of growth and the provision of infrastructure and the need to integrate servicing and land use considerations at all stages of the planning process;
- Ensuring that development is phased, includes a mix of uses, and is at a density which appropriate for, and efficiently uses existing and planned infrastructure and which avoids unjustified and/or uneconomical expansions;
- Providing for an appropriate range of housing types and densities to meet projected requirements including affordable housing;
- Planning for an appropriate mix and range of employment to meet long term needs, including planning for, protecting and preserving employment areas;
- Establishment of a transportation system which offers a balance of transportation choices and places a priority on transit, cycling and walking;
- Protection, maintenance, restoration and, where possible, improvement of the natural heritage system and protection of the quantity and quality of surface and groundwater resources;
- Protection of prime agricultural areas;
- Conservation of significant built heritage resources and cultural heritage landscapes, as well as the protection of archaeological resources;
- Establishing a culture of conservation and addressing climate change through mitigation and adaptation; and,
- Directing development away from areas of natural or human-made hazards.

Specific directions in the D.R.O.P. of relevance to, or directly related to, Columbus include:

- D.R.O.P. Policy 14.13.7 which affects the status of the Columbus Deferred Lands. An L.P.A.T. hearing to resolve D.R.O.P. Policy 14.13.7 took place on April 17, 2019 and the City is awaiting the L.P.A.T.'s final decision. The Tribunal

member indicated at the hearing that he expects to approve the deferred portion of the Columbus expansion area;

- Recognition of the need to mitigate the impacts of Regional Roads in urban areas including provision for initiation of a streetscape improvement program along Regional roads in Urban Areas and consideration of establishment of by-passes after a By-Pass Study; and,
- Direction that where urban development is designated in areas presently characterized by agricultural activities, an orderly withdrawal of agricultural activities shall be secured.

The City's Official Plan includes a requirement for a Part II Plan for the Columbus Planning Area as follows:

"A Part II Plan shall be prepared for the Columbus Planning Area in accordance with Policy 8.1.5 and any other relevant policies of this Plan, including Policies 2.14.3.1 and 2.6.4.5. The boundary between the Columbus Part II Plan area and the South Columbus Industrial Area east and west of Simcoe Street North is conceptually defined by a future Type "C" arterial road and may shift depending on the final alignment of the road." (See Maps 2 and 3)

The policy goes on to discuss the requirement that policy language shall be included in the Part II Plan to "ensure that landowners have entered into the appropriate cost sharing agreements". It should also be noted that Schedule E – Part II Plan Areas identifies the Columbus Planning Area (See Map 2).

The referenced policies in Policy 8.2.2 are:

- Policy 8.1.5 which directs that Part II Plan areas shall be developed to generally 75% of an area designated Residential prior to development in adjacent Part II Plans.
- Policy 2.14.3.1 applies to the Columbus Special Development Area and recognizes that "the community of Columbus is a unique area in the City of Oshawa, particularly the historic four corners at the main intersection of Columbus Road and Simcoe Street North and the approaches along Simcoe Street North and Columbus Road leading to the main intersection. Future growth shall occur in a manner that is sensitive to the community's historical context and cultural heritage, considering land use compatibility, scale of development, and urban design. These matters shall be considered during the preparation of a Part

II Plan for the Columbus Planning Area in accordance with Policy 8.2.2 of this Plan.”

- Policy 2.14.3.2 which also applies to the Columbus Special Development Area then directs that pending preparation of the Part II Plan, development within the Special Development Area identified on Schedule “A” “shall be guided by the Development Plan for the Hamlet of Columbus” subject to certain exceptions and additional directions (See Map 4 Development Plan for the Hamlet of Columbus).
- Policy 2.6.4.5 is a site specific policy which permits the lands known municipally as 3522 Simcoe Street North for a golf course and related activities.

It should also be noted that Policy 2.4.5.19 limits the uses permitted in the lands designated Industrial fronting on Simcoe Street North north of Highway 407 to ensure that they are compatible with and sensitive to the heritage character of Columbus and the gateway location.

Other policies which should be noted relate to transportation as follows:

- Section 3.2, Roads System relates to the road system as designated on Schedule B – Road Network North Half (See Map 5). This identifies Simcoe Street North, Ritson Road, Thornton Road and Columbus Road as Type “B” Arterial Roads, while a network of Future Type ‘C’ Arterial Roads is also identified. The policies provide direction with respect to the design of the road system including Table 5: Classification of Roads. In particular, Policy 3.2.19 provides that the City supports a balanced approach to Level of Service (LOS) measures.....and may be prepared to use a variety of techniques depending on the function of the road....”. Further, Policy 3.2.20 relates to a requirement for corridor plans, in concert with Municipal Class Environmental Assessments for major road works or significant plans, “to provide a vision for the design of arterial road corridors within the City over time”. Policy 3.2.25 also notes that lands in the Greenbelt are subject to the relevant provisions of the Greenbelt Plan.
- Section 3.3 Public Transit states that the City “shall encourage increased public transit usage and transit-supportive design of developments.” Schedule B-1, Transit Priority Network (See Map 6) identifies Simcoe Street North and Columbus Road, west of Simcoe Street North as “Regional Transit Spines”. A Future Commuter Station is also identified south of Highway 407 East at the interchange with Simcoe Street North which is also identified as a Transportation Hub.

- Section 3.4 Walking and Cycling System outlines that the City will work with the Region to develop a walking and cycling system and identifies specific design and development strategies for such a system.
- Section 3.6 Transportation Demand Management provides direction with respect to promotion of alternative modes of transportation.

### **3. Study Area: Planning Background Considerations**

#### **3.1 Context**

A series of background reports have been prepared, which together with the results of the Vision Workshop, a land use survey and the draft C.S.W.S. Phase 1 Report, form the basis for the development of a vision and land use and transportation alternatives, and ultimately the Part II Plan for Columbus. The background studies focus on the Study Area, but where appropriate extend beyond it.

The applicable reports, which are found under separate cover, include:

- Public Information Centre Number 1 Visioning Session Summary;
- Stage 1 Archaeological Assessment, A.S.I., April 24, 2019;
- Cultural Heritage Resource Assessment Study, A.S.I., April 2019;
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- Demographic, Housing and Economic Analysis, Watson & Associates Economists Ltd., February 28, 2019;
- Retail Background Report – Phase 1, Three Sixty Collective, April 15, 2019; and,
- Sustainable Development Report, Brook McIlroy, April 29, 2019.

As noted, a draft C.S.W.S. Report has also been prepared which provides an overview of existing watershed and subwatershed conditions, as well as an overview of the natural environment. Phase 2 of the Subwatershed Study Report will include an implementation strategy and environmental monitoring program.

The following, together with Maps 7 -13, outlines the key background considerations which have the potential to affect the form of development in the Study Area.

#### **3.2 Visioning Session Summary**

P.I.C. #1 was held on December 5, 2018. It included:

- Open House;
- Presentation;
- Questions;
- Workshop (Developing the Vision); and,
- Report Back.

The priorities of those who attended were ranked by each group and are found in Table 1.

Table 1: Ranked Priorities By Group			
	Group 1	Group 2	Group 3
Columbus's cultural heritage will be conserved and enhanced.	1	1B	2-3
The neighbourhood will be well connected to other parts of the City through public transit and active transportation networks.	8	n/a	1
New development and infrastructure will use innovative sustainability measures to conserve energy and water.	6	n/a	5
The community will be compact and enhance opportunities for walking and cycling.	9	n/a	n/a
The creeks, valleys and other related natural features that run through Columbus will be protected and maintained.	2	n/a	1
Land uses will allow for a variety of housing types.	10	n/a	4
The unique landforms and topography will be carefully incorporated into new plans and development.	7	n/a	1-2
A network of parks, open spaces and trails will provide opportunities to be active and connect to existing natural heritage features.	5	n/a	n/a
Transitions between residential and surrounding agricultural land uses will be carefully considered.	3	1	3
Transitions between residential and future industrial land uses will be carefully considered.	1	2	n/a
Additional Ranked Priorities			
Columbus Road kept as residential road to protect village from becoming a thru-pass		1A	
Traffic on Simcoe – Control speed and volume			1

Table 1: Task 1 cumulative priorities, ranked.

### 3.3 Existing Land Use

Map 7 illustrates the existing land use based on a land use survey conducted in November 2018. The majority of the lands in the Study Area are used for agriculture. There are also a number of rural residential lots, as well as other uses in the rural area. The community of Columbus is focused on the intersection of Simcoe Road North and Columbus Road. The community is primarily composed of single detached dwellings, however there are a few institutional and commercial uses primarily fronting on Simcoe Street North.

### 3.4 C.S.W.S. Phase 1

The C.S.W.S. is being prepared in the context of the following guiding principles:

- Meet the objectives and targets set out in the Oshawa Official Plan Policy 5.2.5 focusing on natural heritage, natural hazards, hydrogeology, fluvial geomorphology and hydrology;
- Meet the objectives of Subsection 4.2.1.2 and 4.2.1.3 of the Growth Plan;
- Utilize the directions and policies in the Oshawa Creek Watershed Plan and advance them to the subwatershed level;

- Provide existing conditions baseline reporting and preliminary constraints analysis;
- Assess cumulative impacts at both the watershed and subwatershed scales;
- Identify opportunities for enhancement measures to help improve the general watershed health and localized natural environment; and,
- Provide relevant and actionable directions to the subsequent Part II Plan.

The Phase 1 report of the C.S.W.S. provides an overview of existing watershed and subwatershed conditions including physiography and topography; natural heritage both with respect to terrestrial and aquatic resources; fluvial geomorphology; water; geology and hydrostratigraphy; and hydrogeology.

Key considerations arising from the analysis to date include:

- **Physiography and Topography** - The Study Area consists of two main physiographic regions including the Oak Ridges Moraine and the South Slope. Most of the Study Area occurs within the South Slope. The topography is more regular compared to the hummocky terrain of the Oak Ridges Moraine with these lands generally sloping southward at an average slope of two percent. Local variations in the slope also occur along the tributary valleys, which sharply cut into the lands of the South Slope and direct drainage southward to the topographic low point of the Study Area. This is situated near the southwestern corner of the Study Area.
- **Natural Heritage** – Map 8 identifies the components of the Natural Heritage System including significant woodlands, wetlands, and wildlife habitat network, as well as hazard lands. The components of the Natural Heritage System are primarily focused along the stream corridors in the Study Area. Some features must be delineated during site-specific studies and could not be mapped for the report, including habitat of endangered and threatened species, significant valleylands and significant wildlife habitat. Other features will require updating during site-specific study, including assessments to update the significance of woodland features. Phase 2 of the Study will evaluate and quantify existing land cover and minimum vegetation protection zones and compare them to watershed targets established in the Watershed Management Plan. This information will be used to set reasonable targets and establish a natural heritage system that identifies priority restoration areas.

- Geology and Hydrostratigraphy – The key subsurface geological conditions (and associated hydrostratigraphic classifications) are identified and described (e.g. alluvial deposits, Halton Till, bedrock).
- Hydrogeology – The overburden aquifer systems that occur beneath the Study Area have been identified based on previous groundwater modelling work (e.g. Thorncliffe Aquifer Complex, Scarborough Aquifer Complex). Groundwater table mapping for the Study Area is also presented. The mapping indicates that shallow groundwater flow through the subsurface of the Study Area, as well as groundwater that moves through the deeper aquifer systems, generally mimics ground surface topography, with flow predominately moving in a south to southwesterly direction. In addition, the potential locations of Highly Vulnerable Aquifers, High Volume Recharge Areas and Ecologically Significant Groundwater Recharge Areas are identified. These features are defined as follows:
  - Highly Vulnerable Aquifers are defined as aquifers that can be easily impacted by both human activities and/or natural processes because of their intrinsic susceptibility to contamination.
  - High Volume Recharge Areas are defined as areas that annually recharges water to the underlying aquifer at a rate greater than the rate of recharge across the whole related groundwater recharge area by a factor of 1.15 or more.
  - Ecologically Significant Groundwater Recharge Areas build upon the High Volume Recharge Area concept with Ecologically Significant Groundwater Recharge Areas representing a linkage between recharge areas and the ecological features sustained by the recharge such as streams and wetlands.
- Fluvial Geomorphology – The report provides characterization and an inventory of the watercourses within, and immediately downstream, of the Study Area to develop an understanding of the existing conditions. The conclusions note that:
  - The Kendron and Windfields subwatersheds consist mainly of headwater drainage features;
  - The Enfield subwatershed borders along the east side of the Study Area and is comprised of both main watercourse and headwater drainage features; and,
  - The Raglan subwatershed comprises most of the Study Area. The West Tributary, the upper portion of the Central Tributary and the small tributaries to the East Tributary of the Raglan Main Branch consist of headwater drainage features. The remainder of the Raglan subwatershed consists of main watercourses. The Raglan West Branch and Raglan

Main Branch are mostly partially confined within observed valley wall contacts.

- Fisheries, Aquatic and Headwater Assessment -This assessment characterized the existing aquatic features and identifies those key habitats that would result in a constraint to development. It concluded that the Raglan West Branch and the East Oshawa Creek are coldwater systems supporting populations of salmonids. The Raglan tributaries exhibit groundwater discharge and cold to cool stream temperatures, habitat characteristics that are representative of coldwater fish habitat. The Grandy Pond, however, forms a distinct barrier to fish that could possibly migrate to the Raglan tributaries. The pond also has a thermal impact of the reaches of the Raglan Main Branch downstream of the dam. Guidance is provided with respect to minimum vegetation protection zones.
- Surface Water Assessment – An updated existing conditions surface water assessment was carried out including the collection of a range of technical data related to precipitation, surface water quality measurements and sample, and continuous water quantity (flow) monitoring and updated modelling. Based on this work updated existing conditions flood hazard mapping has been prepared. This mapping results in slightly greater flood hazard extents when compared to background Central Lake Ontario Conservation Authority mapping. Flood hazard mapping is generally confined to the valley corridor system. An assessment was also carried out of the conveyance capacity of all municipal roadway crossings. Based on current engineering design standards of the 28 culverts assessed, 12 crossings are considered sufficient and 16 are considered deficient. Highway 407 crossings are unknown due to insufficient availability of background information along the corridor. Fish passage assessments are still required prior to any culvert/bridge replacements or extensions.
- Hydrogeological Assessment – This assessment was designed to develop a conceptual understanding of the existing hydrogeological conditions, with the information then being used to evaluate how future development would potentially impact the form and/or function of the hydrogeological system. The conclusions confirm information such as the distribution of surficial soils and the mapping of potential discharge areas. The assessment also provides more detail with respect to matters such as a second potential source of groundwater inputs to onsite watercourses from the glaciolacustrine deposits that cover the Halton Till and the alluvial deposits that border valleys and the location of High Volume Recharge Areas.

### 3.5 Archaeology

The Stage 1 Archaeological Assessment carried out by A.S.I. includes consideration of:

- The proximity of previously registered archaeological sites;
- The original environmental setting; and,
- 19<sup>th</sup> and 20<sup>th</sup> century settlement trends.

The Assessment concluded that approximately 64% or 1002 hectares of the Study Area exhibits potential for the presence of Indigenous and/or Euro-Canadian archaeological resources. It is recommended that:

- Unless entirely confined to areas that have already been assessed and cleared of any further archaeological concern, any future developments be preceded by a Stage 2 Archaeological Assessment;
- During any further archaeological assessments, meaningful engagement with Indigenous communities should be conducted as outlined in Section 35 of the Ministry of Tourism, Culture and Sport's 2011 Standards and Guidelines for Consultant Archaeologists ( S & G) and *Engaging Aboriginal Communities Archaeology Technical Bulletin*; and,
- Two sites are recommended for Stage 3 Assessments.

### 3.6 Cultural Heritage

The Cultural Heritage Resource Assessment carried out by A.S.I.:

- Describes the existing conditions of the Study Area;
- Presents an inventory of potential cultural heritage resources; and,
- Proposes appropriate mitigation measures and recommendations for minimizing and avoiding possible negative impacts on identified potential cultural heritage resources.

The Assessment (see Map 9) determined that there are:

- Three properties designated under Part IV of the Ontario Heritage Act;
- 29 Class A or Class B cultural heritage resources based on the Heritage Oshawa Inventory of City of Oshawa Heritage Properties; and,

- 30 potential cultural heritage resources identified during the field review.

The identified potential resources may be candidates for conservation and integration into future land uses in the Study Area, and should be subject to cultural heritage impact assessments as part of subsequent development planning applications.

### 3.7 Transportation

The Phase 1 Transportation Report prepared by H.D.R. outlines:

- Provincial, Regional and City planning context;
- Existing and future transportation conditions related to auto, transit, pedestrians and cyclists, as well as a traffic safety review;
- Consultation summary; and
- Problem and Opportunity Statement.

With respect to the planning context, the Report identifies transportation plans and how they relate to the Study Area, including the Durham Transportation Master Plan (T.M.P.), Durham 2010 Long Term Transit Strategy, Durham 2012 Regional Cycling Plan, the City of Oshawa's Integrated Transportation Master Plan (I.T.M.P.) and the City's Active Transportation Master Plan (A.T.M.P.) For example:

- The Durham T.M.P. 2031 Higher Order Transit Network (see Map 10) identifies Simcoe Street as a Rapid Transit route to Highway 407 East. North of Highway 407 East, Simcoe Street North is identified as "Other Transit Spine" with a note that says "can be a combination of" Durham Region Transit (D.R.T.) "and GO Bus service"; and,
- The City of Oshawa I.T.M.P. identifies a grid road, as well as an active transportation network in the Study Area including proposed new east/west and north/south connections (see Maps 11 and 12).

The Phase 1 report also includes:

- An analysis of transportation conditions with respect to auto traffic. This includes an analysis of ten Study Area intersections, both with respect to existing conditions and a future background conditions scenario for 2031. The analysis indicates that the majority of intersections operate acceptably in both 2018 existing conditions and 2031 future background conditions. However,

Simcoe Street North/Howden Road and Simcoe Street North/ Winchester Road show critical movements in the 2031 scenario; and,

- A collision analysis for a 10 year period from January 2008 for eight Study Area intersections which analyzed data for total number, impact type, severity, external factors, temporal distribution and conditions.

Through consultation with the public, agencies and stakeholders as well as through the review of existing transportation conditions and the planning context, a Problem and Opportunity Statement was developed which will form the basis for the transportation infrastructure needs to be addressed as part of Phase 2 of the Municipal Class Environmental Assessment Process as follows:

*Columbus is a small, tight knit community in north Oshawa. Because of its distance to the core of the City, travel in the area is dominated by the personal automobile. As a result, there are existing concerns about high traffic volumes and speeding through the community.*

*The development of Columbus through the Study presents an opportunity to address these concerns while also improving the Study Area transportation network for all travel modes – including pedestrians, cyclists, transit and vehicles. The Study will seek to address these opportunities by building upon the recommendations of the Durham T.M.P. and the City of Oshawa Integrated T.M.P. to identify a transportation network that supports anticipated growth and is safe, accessible and comfortable for users of all ages and abilities.*

Specific problems and opportunities identified through the detailed analysis and consultation activities are detailed in Table 1 and will be addressed in Phase 2.

**Table 2 Key Transportation Issues**

<b>Problem</b>	<b>Opportunity</b>
Existing and future background traffic conditions experience critical movements at select intersections.	Evaluate future traffic conditions and improve intersection operations to accommodate demand.
Safety and operational concerns at various intersections and in the study area.	Evaluate intersection- related and segment-related countermeasures and treatments, such as speed and traffic calming measures which may include community safety zones, speed limits and neighbourhood traffic management programs. Consider alternative solutions which divert traffic away from locations with high average collision rates.

Problem	Opportunity
Transit service is not frequent and is not provided on Sundays.	Evaluate transit ridership and potential to expand/ improve service and provide connections to future multimodal node at Highway 407 & Simcoe St. N.
Lack of continuous pedestrian and cyclist facilities for all users.	<p>Provide continuous sidewalks on both sides of Simcoe St. North, Columbus Rd. and other arterial roads.</p> <p>Consider cycling facilities along Simcoe St. North to connect to the Greenbelt Cycling Route along Raglan Rd.</p> <p>Evaluate the proposed Active Transportation (A.T.) network and provide recommendations for other connections to existing Greenbelt trails.</p> <p>Develop a well-connected pedestrian and cyclist network on proposed collector networks throughout the Part II Plan area.</p>

### 3.8 Water and Wastewater

The Region of Durham is the owner of the Wastewater Collection and Treatment System and Water Supply and Transmission System. The Region has a Master Planning and Capital Budgeting process that governs the development of the primary trunk collection infrastructure (sewer and sewage pumping stations), as well as the water supply and transmission infrastructure (transmission mains, storage, elevation storage, pumping and pressurization facilities) systems.

The Columbus Part II Plan Area is within a future sewershed which will be serviced by gravity by the Durham Courtice Trunk Sanitary Sewer and the Courtice Water Pollution Control Plant (W.P.C.P.) The Region’s Master Planned Infrastructure is scheduled to bring services up to the Columbus Part II Plan Area by 2023 -2027 via a number of capital projects. A local sewer network will be required for servicing the Columbus Part II Plan Area. These sanitary sewers will connect to the Region’s proposed sanitary sewers. The alignments of these sanitary sewers will be defined according to proposed subdivision and road layouts that are developed through the planning process.

With respect to water, the Columbus Part II Plan Area is within the planned service areas for Durham Region Water Pressure Zones 4 and 5. Pressure Zone 4 consists of

two small areas in Oshawa and Brooklin and is currently operated via two pumping stations drawing from the Grandview Street Zone 2 Reservoir and the Thickson Road Zone 2 Reservoir. There is currently no storage in Pressure Zone 4 operating at hydraulic grade line (H.G.L.) levels. Infrastructure to service the planned Pressure Zone 5 is not built at this time.

The Region of Durham has a number of planned system components that will improve the reliability and hydraulic capacity of Zone 4 and that will allow for implementation of Zone 5. These upgrades are required in order to service an expanded urban population service area. Pressure Zone 4's trunk watermains will be available around 2022-2028. Pressure Zone 5 will have pumping stations available in 2028, but additional transmission is required to service the Columbus Part II Plan Area. However, the Region's Capital Plan does not identify any piped connections from the Zone 5 pumping stations to the Columbus Part II Plan Area.

All sewer and water projects are subject to Class Environmental Assessments and project dates are a forecast and subject to Durham Region Council approval on an annual basis.

### **3.9 Demographic, Housing and Economic Analysis**

Watson & Associates Economists Ltd. have carried out the following analyses:

- Macro-economic, regional and local economic trends;
- Historical demographic trends including impacts on the local housing market;
- Affordable housing trends; and,
- Anticipated housing needs and non-residential land needs within the Study Area.

Key conclusions are as follows:

- Oshawa is anticipated to experience steady urban residential and non-residential growth in the next 25 years;
- 18,000 new households are projected in the City by 2031;
- A broad range of new housing will be required to accommodate this growth;
- Columbus will play a role in accommodating this new development;
- Columbus is expected to attract a broad range of demographic groups who will be accommodated in a range of ground oriented housing forms, and to a lesser extent other housing forms;

- Relative to other areas of the City, the population is anticipated to be slightly younger and slightly more affluent; and,
- Employment uses will be primarily focused on retail, mixed-use commercial and institutional employment sectors. However, a portion of the City's multi-tenant office space is anticipated to be accommodated in Columbus.

### **3.10 Retail**

As a basis for a retail demand analysis to be carried out later in the Study, the following background analysis was carried out:

- Retail commercial inventory; and,
- Trade area socio-economic profile.

A trade area based on a ten minute drive was established for the retail commercial inventory (see Figure 2). The key conclusions of the review are:

- The existing retail in the trade area is primarily local serving;
- The 1.3 million square feet of retail commercial at the proposed Windfields Planned Commercial Centre – Main has not yet been built, making it difficult to determine the retail potential for the Study Area; and,
- Brooklin (Whitby) may offer a good indication of the amount and type of retailing that could be accommodated in the Study Area.

### **3.11 Sustainable Development**

The Sustainable Development Report examines:

- Best practices in sustainable neighbourhood development; and,
- Principles for sustainable neighbourhood development.

Sustainable development is defined as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”

A number of programs and metrics have been developed to allow sustainability efforts to be quantified such as The One Planet Living Principles.

Sustainability principles are identified related to the following categories which include consideration of the climate change implications:

- Mobility and connectivity
  - Walkable, Vibrant Streets;
  - Well Connected Street Networks;
  - Access to Transit; and,
  - Active Transportation Networks.
  
- Built Environment
  - Compact Development;
  - Mixed Land Uses and Mixed Use Development;
  - Green Buildings; and
  - Low Impact Development.
  
- Natural Systems
  - Preserve Existing Significant Natural Systems;
  - Flood Protection and Avoidance; and,
  - Natural Hazards.
  
- Community Integration
  - Diverse Housing Supply;
  - Accessibility; and,
  - Community Engagement.

### **3.12 Conclusions**

The background review provides the necessary basis for the establishment of a vision and land use and transportation alternatives for Columbus including:

- C.S.W.S. Phase 1 Characterization Report;
- Stage 1 Archaeological Assessment;
- Cultural Heritage Resource Assessment;
- Transportation Problem and Opportunity Statement;
- Water and Wastewater Servicing Status;
- Economic, demographic and housing trends;
- Retail commercial inventory and trade area socio-economic profile; and,

- Best practices and principles for sustainable neighbourhood development including consideration of climate change implications.

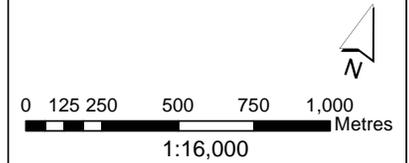
## 4. Conclusions

The City and Region have designated for development significant areas of the Study Area subject to the preparation of a Part II Plan and other technical work including the C.S.W.S. The Provincial, Regional and City planning policy framework provides strong direction with respect to the form of development (e.g. creation of efficient land use and development patterns, creation of healthy, active and complete communities) and the protection of the natural environment (e.g. protection, maintenance, restoration and, where possible, improvement of the natural heritage system and protection of the quantity and quality of surface and groundwater resources). At the same time, the policy framework provides the latitude to recognize that any development must reflect the fact Columbus is a unique area of Oshawa with a significant heritage component focused at the existing intersection of Columbus Road and Simcoe Street North.

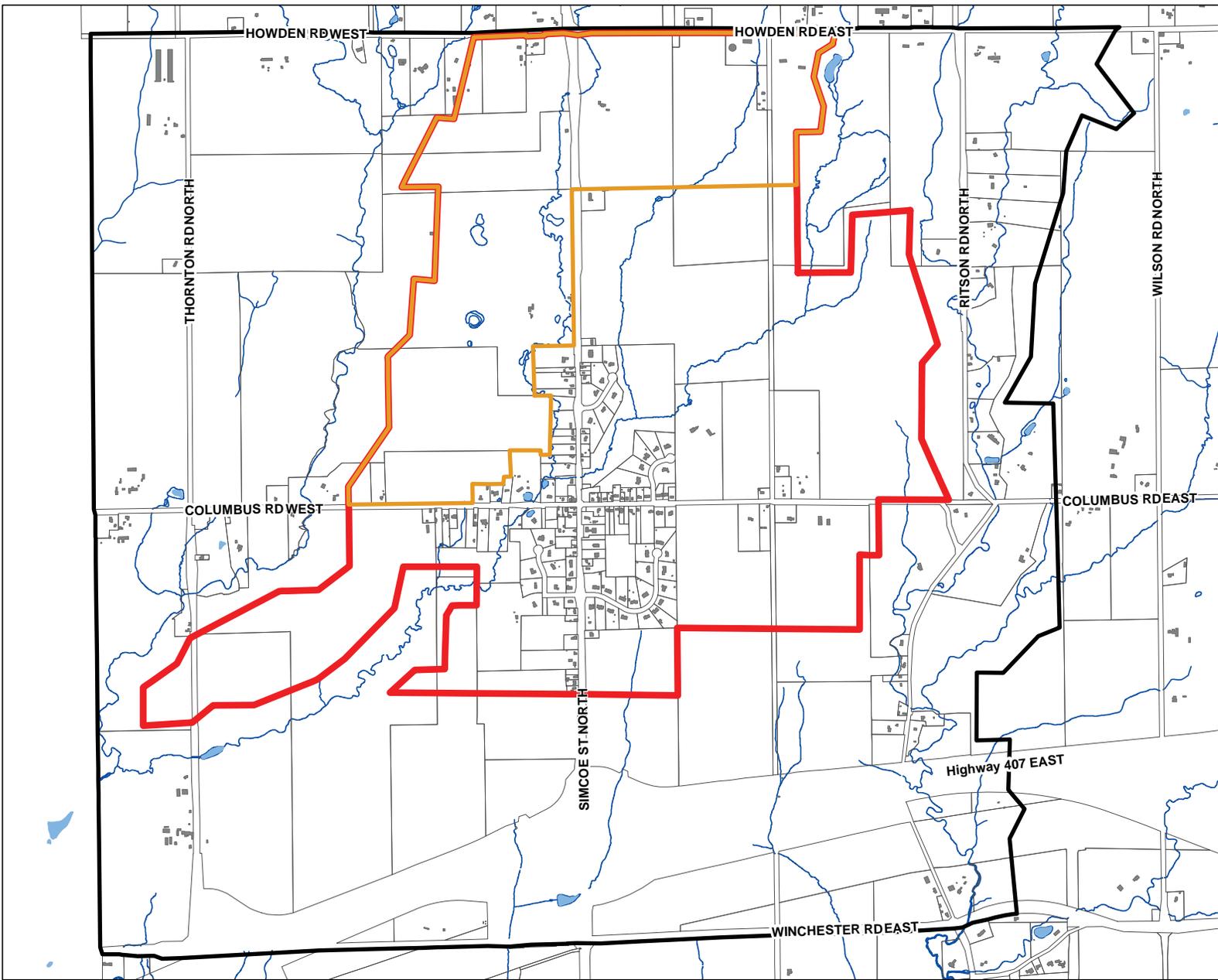
The background studies and review provide the necessary basis for the establishment of a vision and land use and transportation alternatives for Columbus which respects its unique character, including the Phase 1 Archaeological Assessment, Cultural Heritage Resource Assessment, Transportation Problem and Opportunity Statement; water and wastewater servicing status; economic, demographic and housing trends; and best practices and principles for sustainable neighbourhood development including consideration of climate change implications.

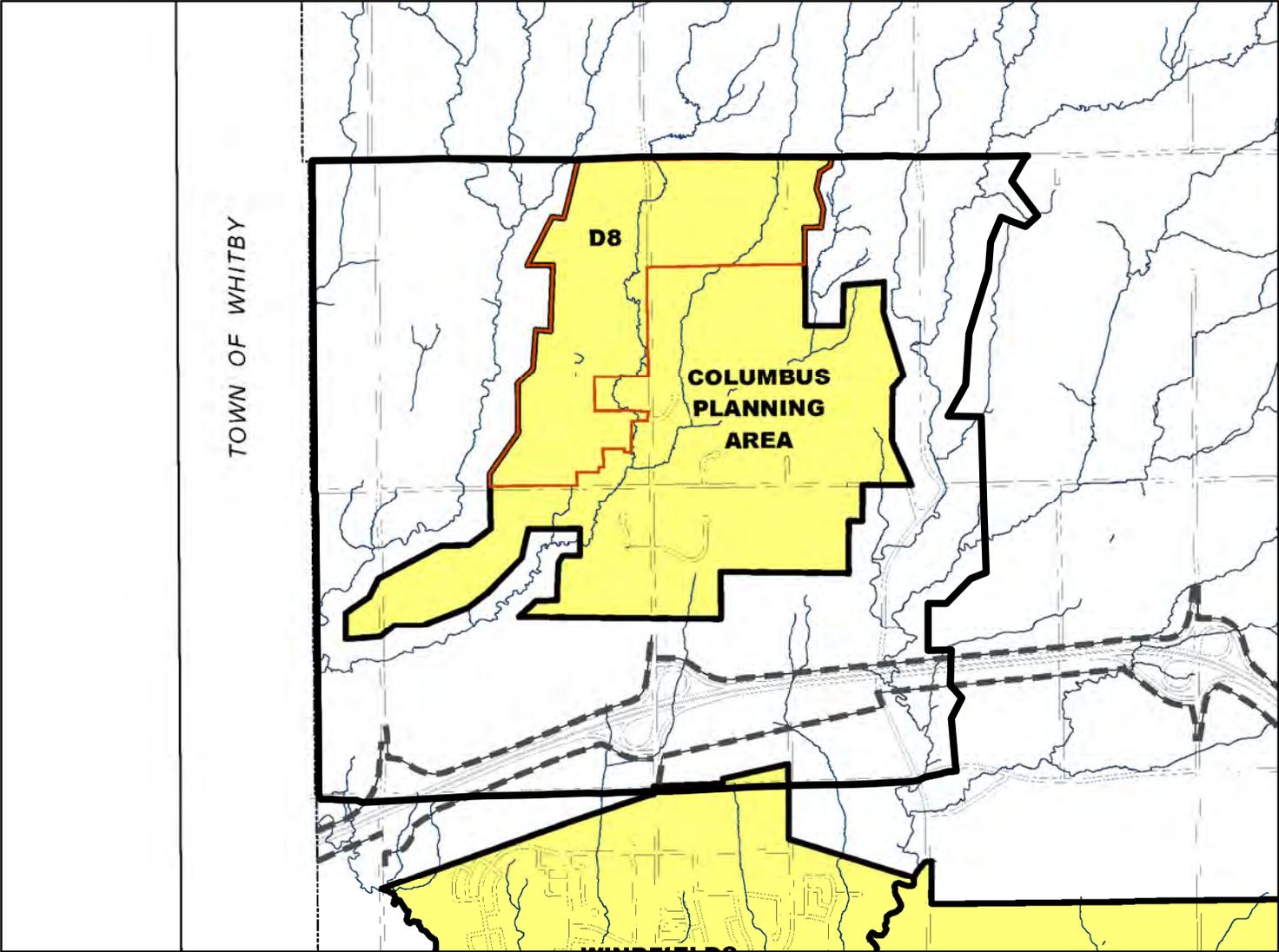
# MAP 1 Columbus Study Area

-  Columbus Study Area Boundary
-  Columbus Part II Plan Area
-  Proposed Living Area subject to Regional Deferrals Section 14.13.7 of the D.R.O.P.
-  Building Footprints
-  Water Bodies
-  Watercourses



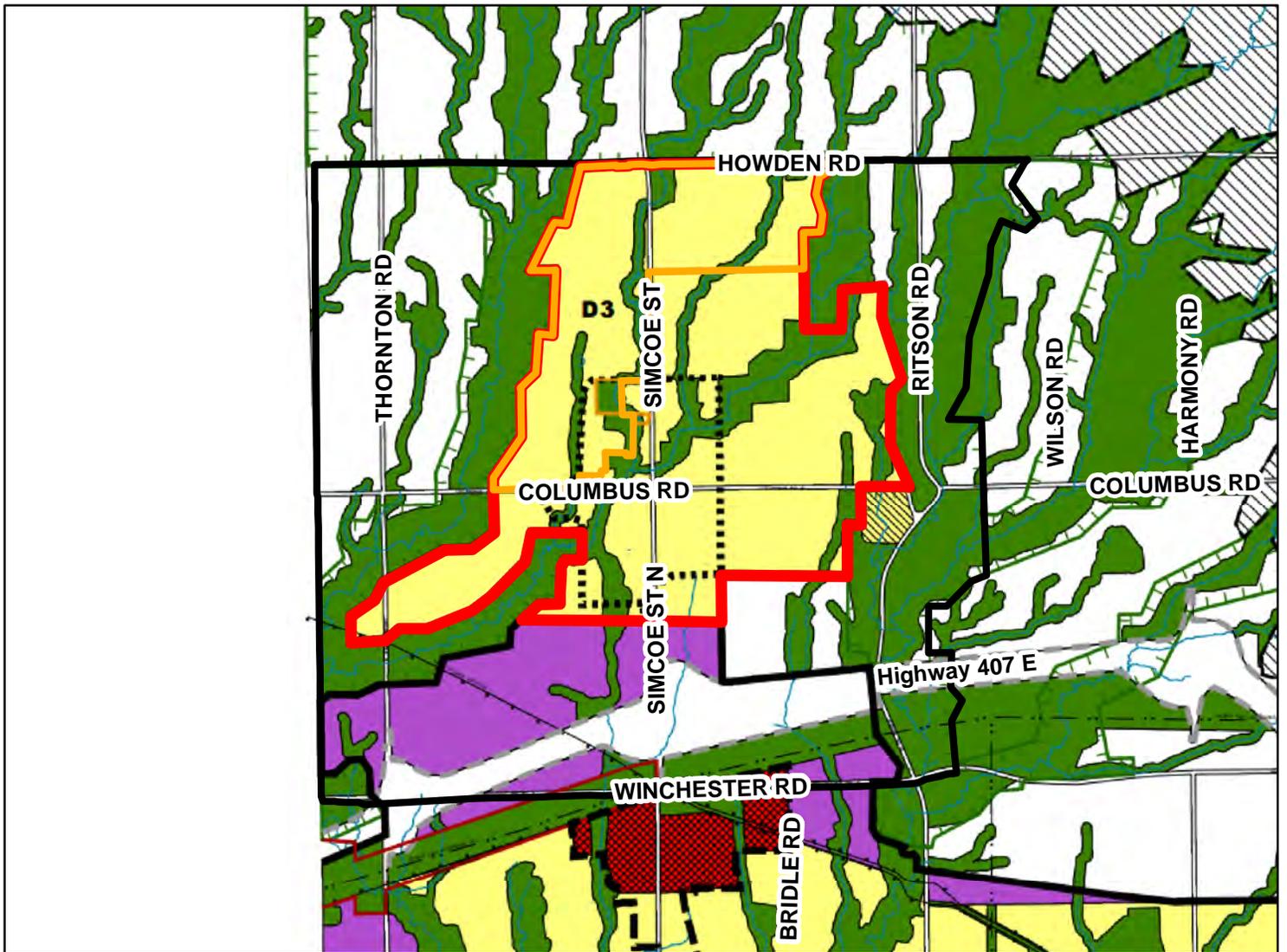
November 2018





**Legend**

-  Columbus Study Area Boundary
-  Part II Planning Area Boundary
-  Part II Planning Area
-  Limits of Approved Highway 407 Corridor
-  Deferred by Regional Council



### Legend

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary

#### 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
- Deferred by Regional Council
- Local Central Area
- Boundary of Major Urban Area
- Built Boundary

#### Special Development Area

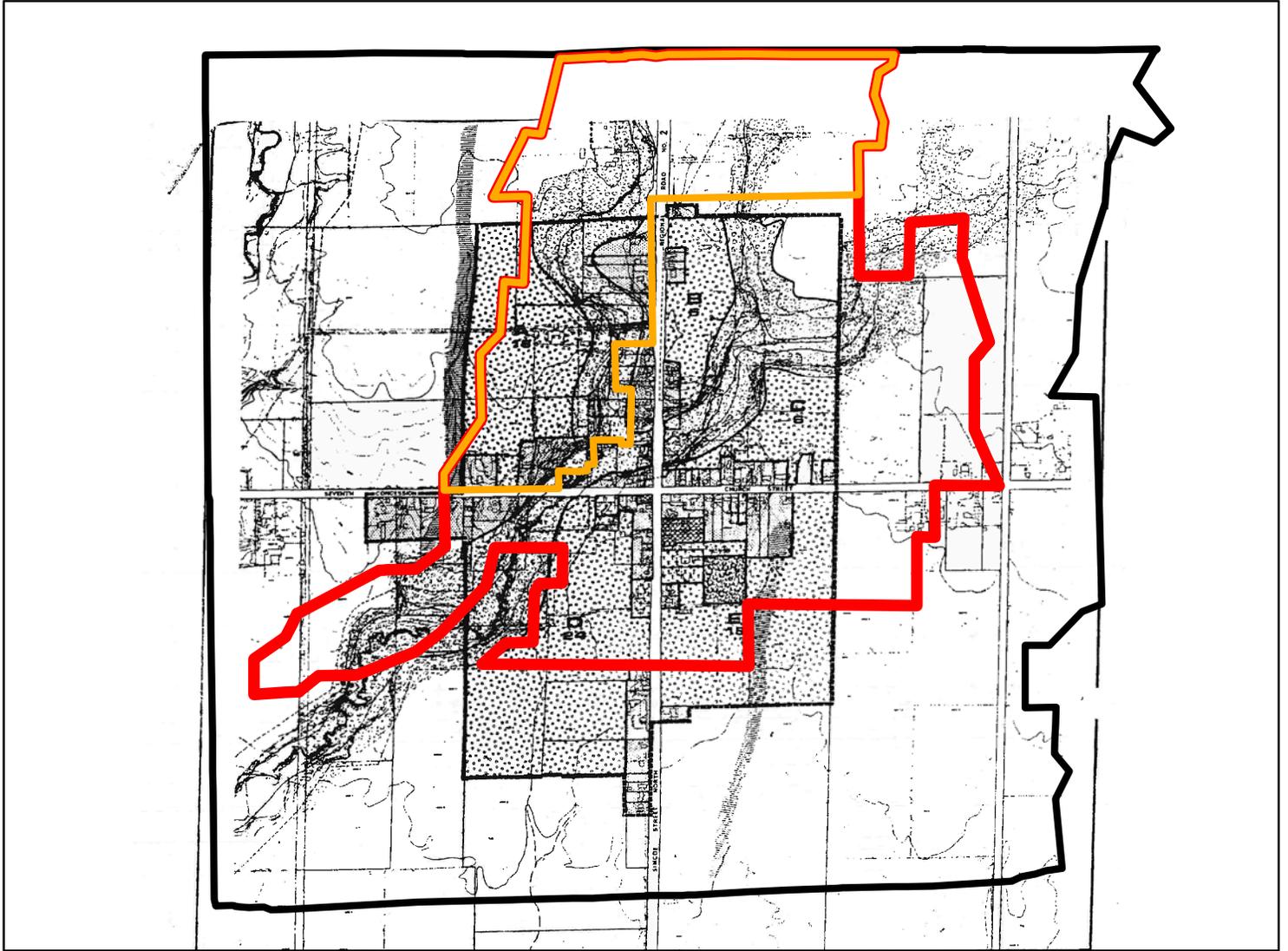
- Special Development Area
- Main Central Area Boundary
- Sub-Central Area Boundary
- Community Central Area Boundary
- Marina Node
- Recreational Node
- Tourist Node

#### Rural Areas

- 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

#### Greenland Areas

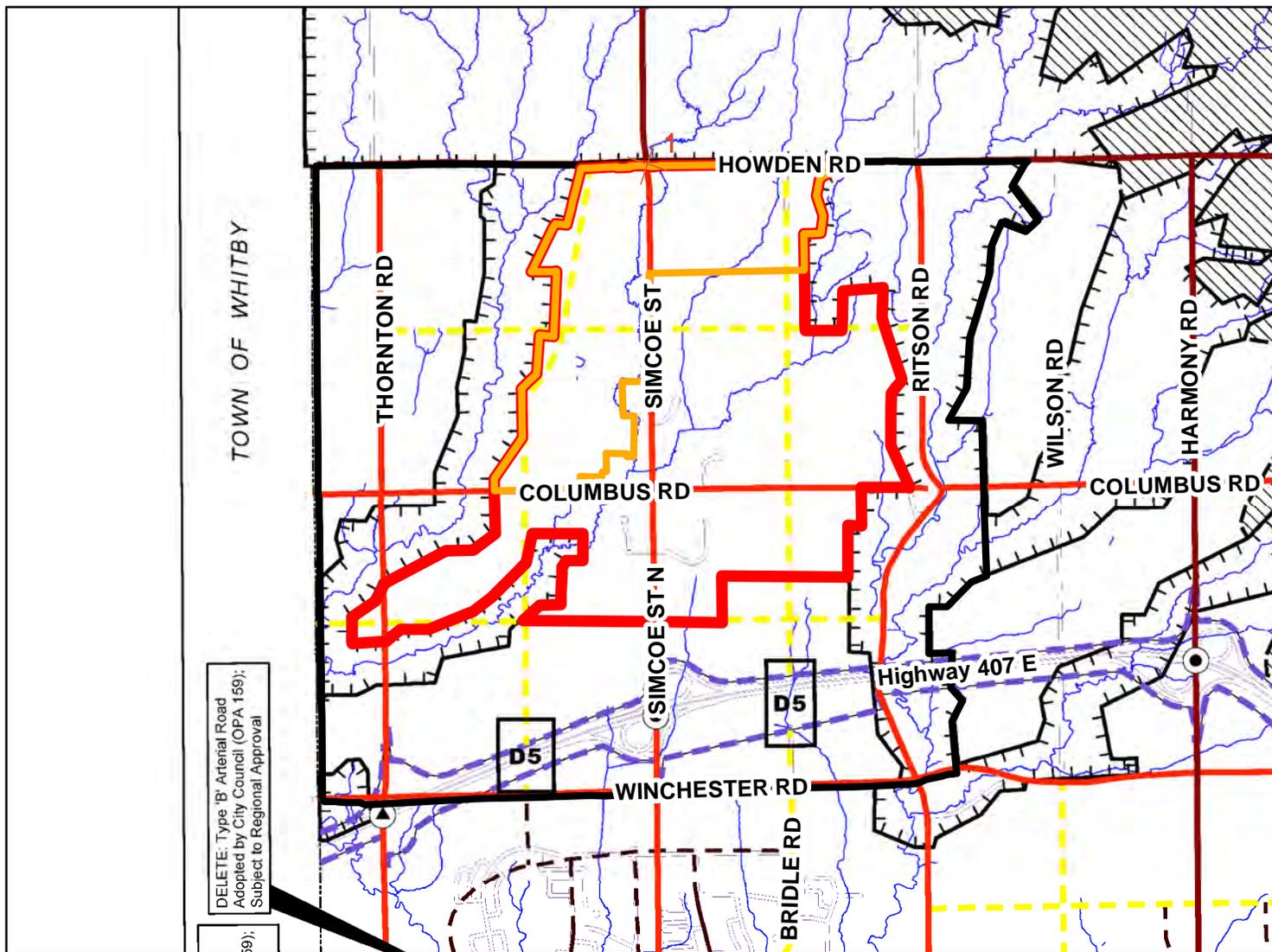
- Open Space and Recreation



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary

LIMIT OF HAMLET PLAN AREA		RESIDENTIAL	
OPEN SPACE		EXISTING,	
CONSERVATION LANDS		AREA PROPOSED FOR DEVELOPMENT.	
INSTITUTIONAL		(Numbers Indicate Maximum Number of Residential Units Permitted)	
COMMERCIAL		INTERMITTENT SURFICIAL DRAINAGE	



### Legend

Lands Subject to Regional Deferrals
  Columbus Part II Plan Area
  Columbus Study Area Boundary

#### Existing

#### Future

Type 'A' Arterial Road

Type 'B' Arterial Road

Type 'C' Arterial Road

Collector Road

Interchange

Provincial Highway 401

Limits of Approved Highway 407 Corridor

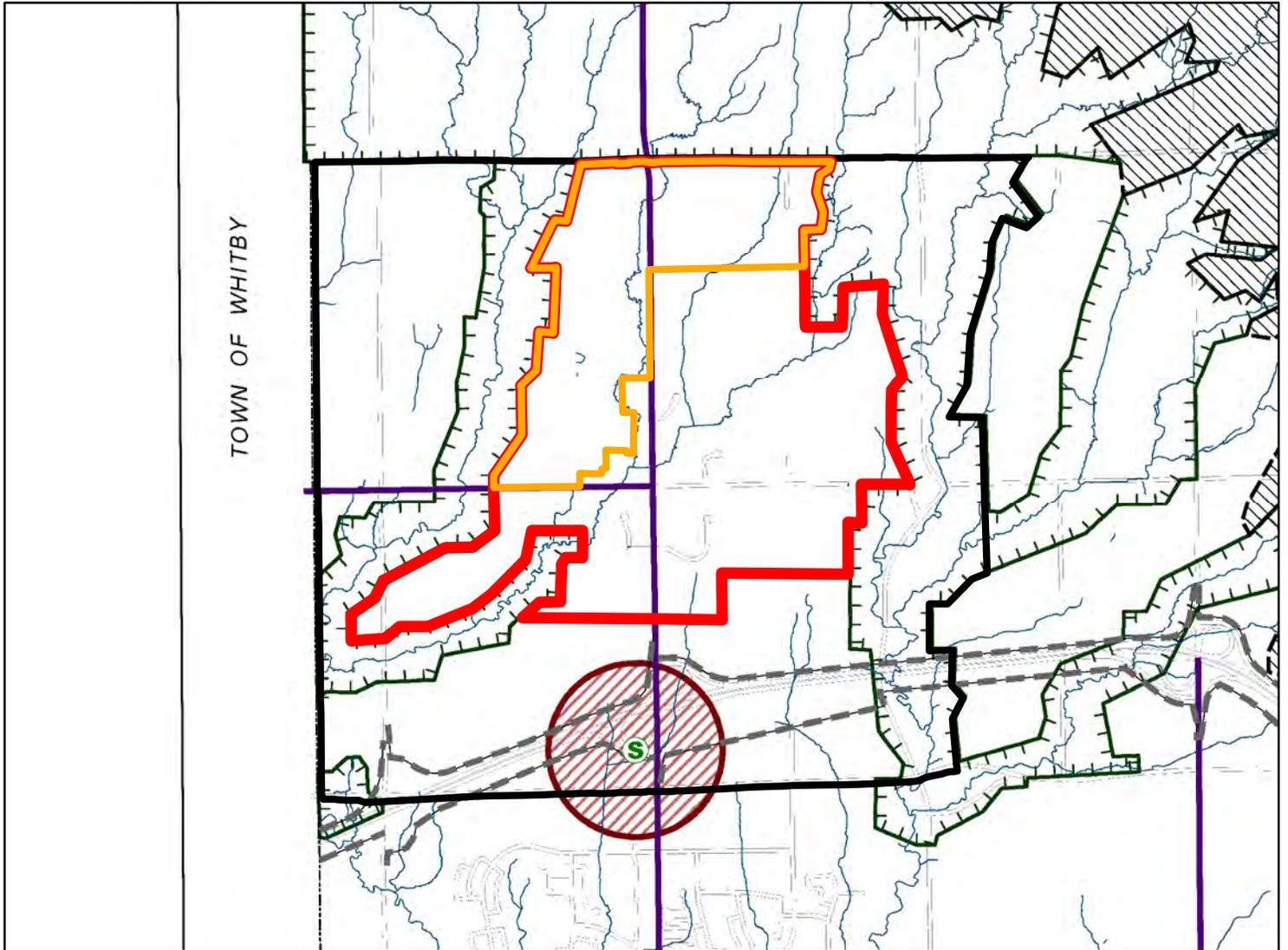
Oak Ridges Moraine

Greenbelt Protected Countryside Area Boundary

Rail Line

Existing Interchange to be Deleted

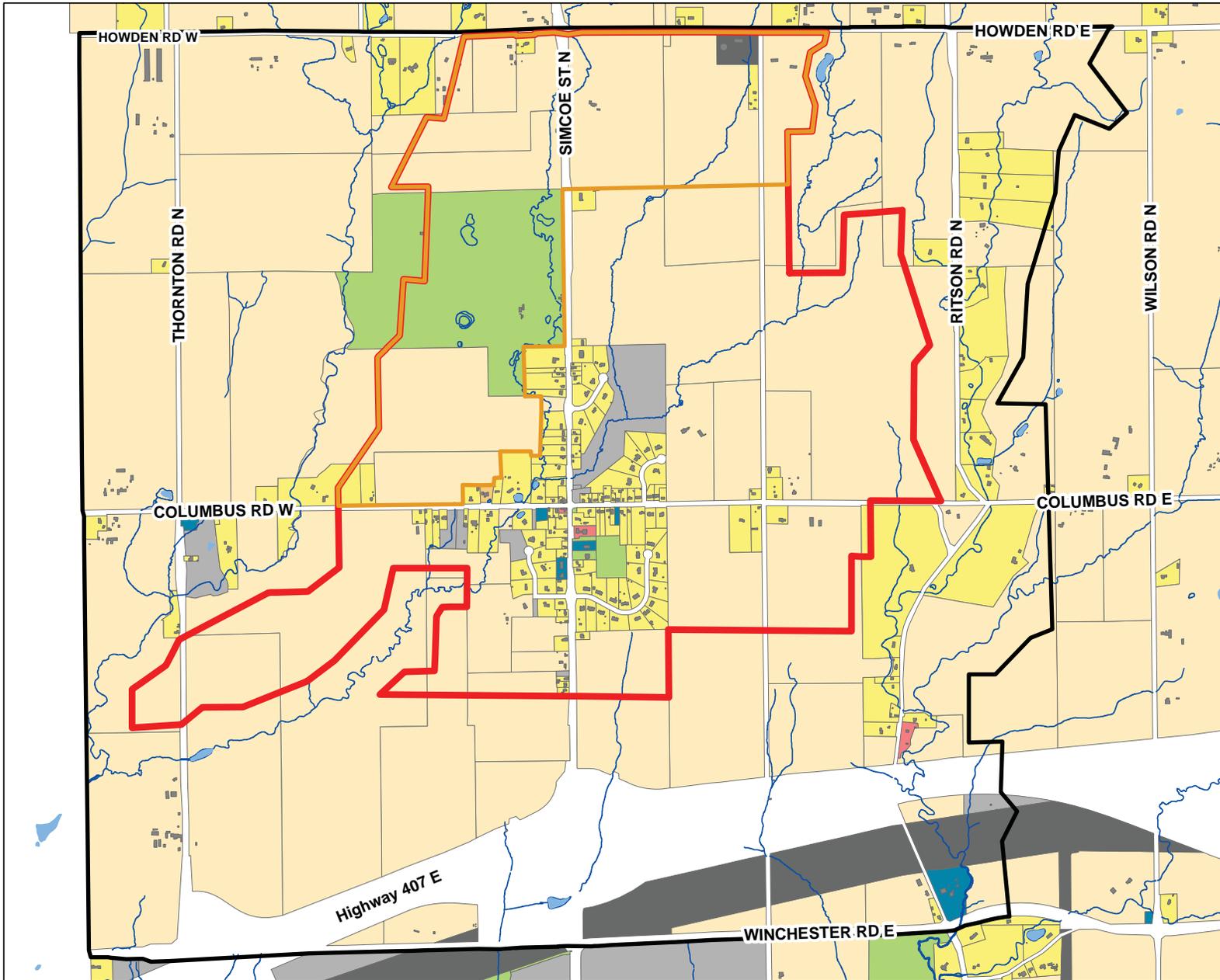
Deferred by Regional Council



**Legend**

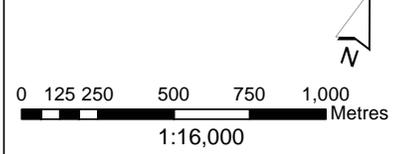
-  Lands Subject to Regional Deferrals
-  Columbus Part II Plan Area
-  Columbus Study Area Boundary
-  Regional Transit Spine
-  Oak Ridges Moraine
-  Greenbelt Protected Countryside Area Boundary
-  Limits of Approved Highway 407 Corridor
-  Provincial Highway 401
-  Rail Line
-  Deferred by Regional Council
-  Metrolinx EA Approved Rail Alignment
-  Commuter Station - Existing
-  Commuter Station - Future
-  Transportation Hub - Undefined Geographic Area
-  Transportation Hub - Defined Geographic Area

# MAP 7 Columbus Study Area Existing Land Use



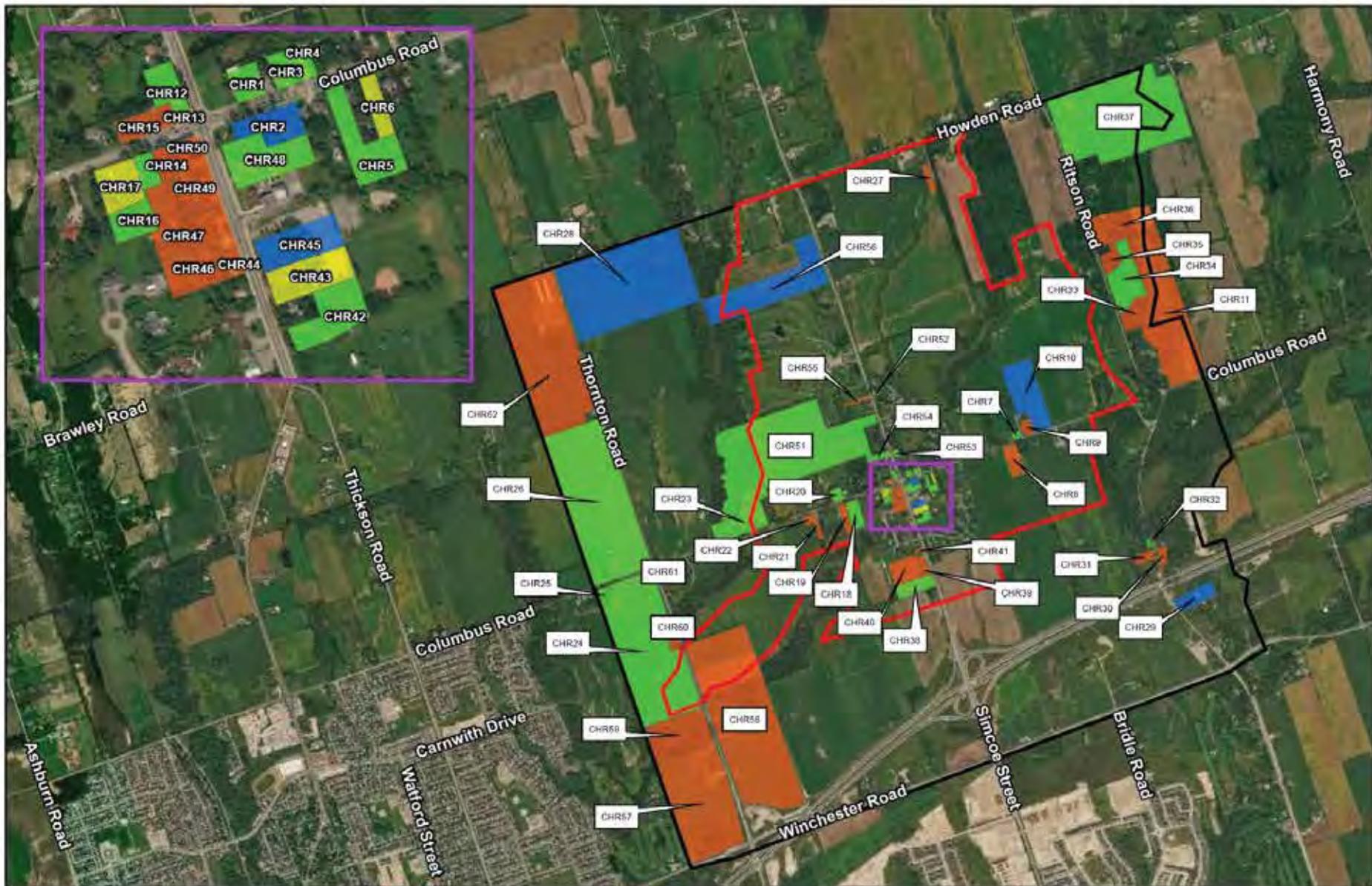
- Columbus Study Area Boundary
- Columbus Part II Plan Area
- Lands Subject to Regional Deferrals
- Building Footprints
- Water Bodies
- Watercourses
- Existing Land Use**
- Farm
- Residential
- Residential/Commercial
- Commercial
- Institution, Community, Government
- Park, Open Space, Recreation
- Utility, Transportation, Communication
- Vacant

Source: City of Oshawa 2018, updated by MSH



November 2018





 <p><b>Archaeological &amp; Cultural Heritage Services</b> 528 Bathurst Street Toronto, ONTARIO M5S 2P9 416-966-3069   F416-966-9723   asiheritage.ca</p>	 Columbus Part II Planning Area	 Class B	<p>BASE:</p> <p>Service Layer Credits: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User</p>	<p>0 <span style="margin-left: 100px;">1.25 km</span></p> 
	 Columbus Study Area Boundary	 Designated Part IV		
	 Class A	 Identified during field review	<p>ASI PROJECT NO: 18CH-058 DATE: 1/30/2019</p>	<p>DRAWN BY: JF FILE: 18POH058_CHR_Map_v4</p>

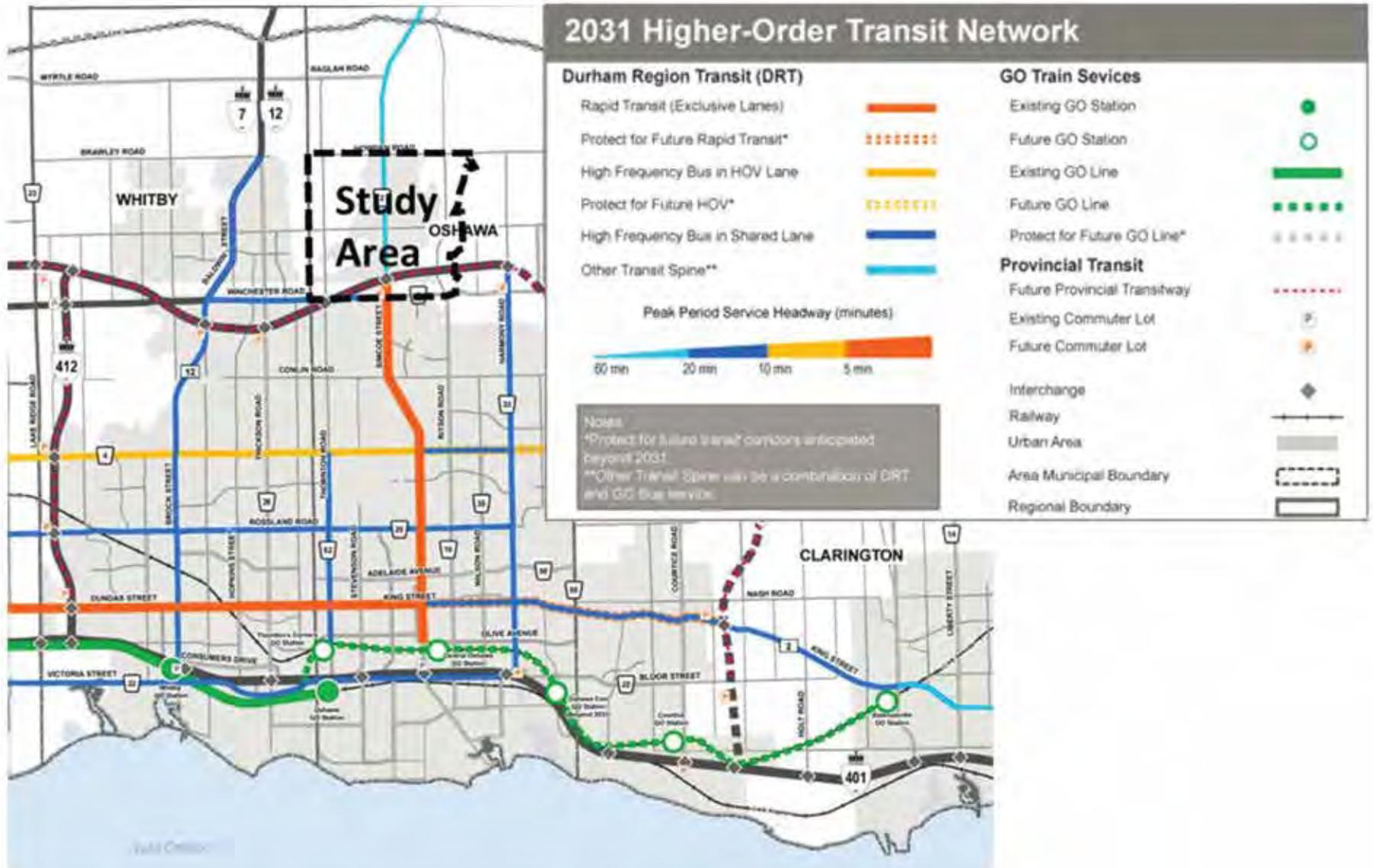


Exhibit 3-1: Durham Regional T.M.P. – 2031 Higher- Order Transit Network

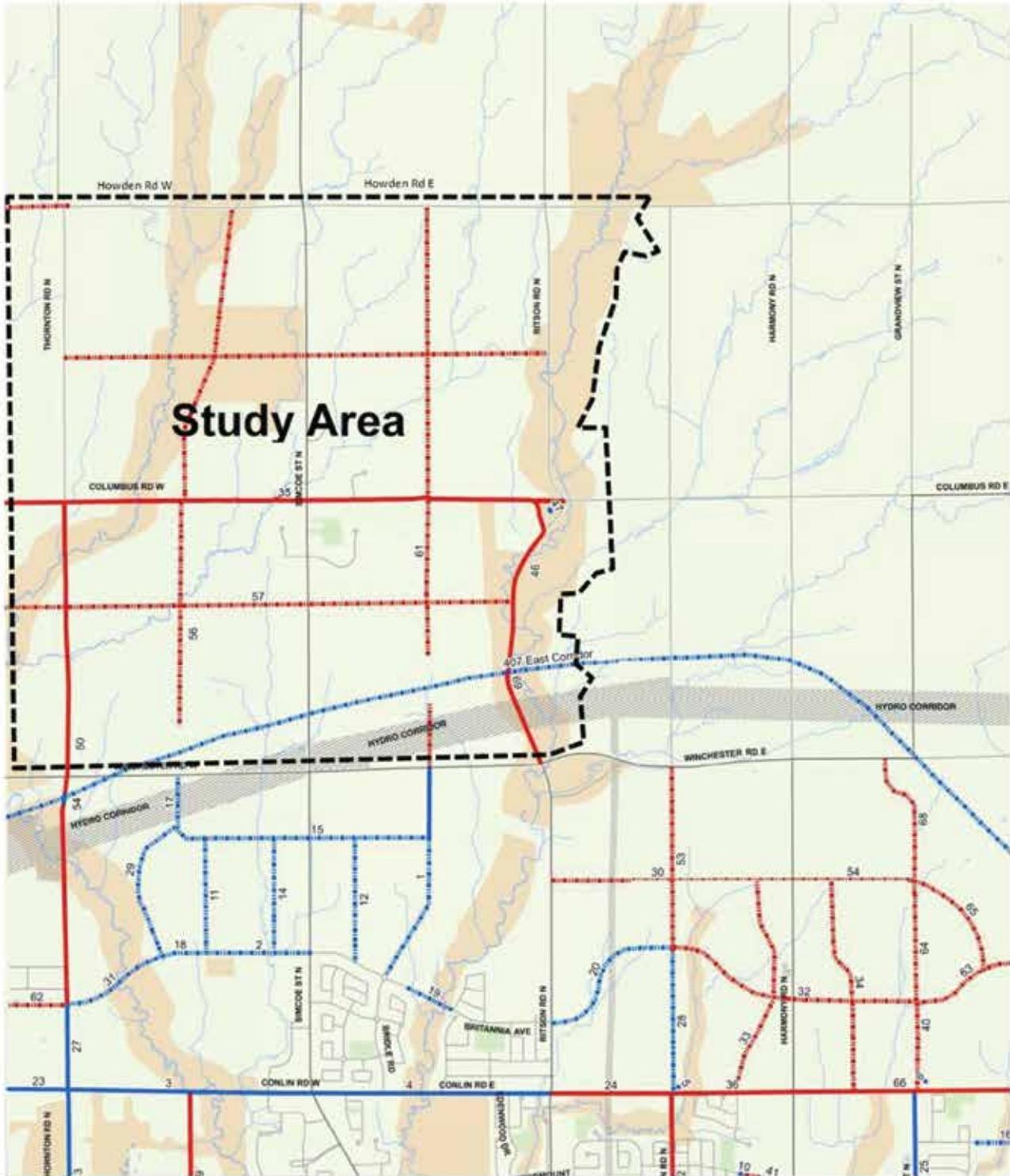


Figure 5: City of Oshawa Integrated Transportation Master Plan – Road Improvement by Horizon Year



## **Appendix A**

### **Planning Policy Review**

## Planning Policy Review

### A.1 Introduction

The Provincial Policy Statement 2014 (P.P.S.), A Place to Grow: Growth Plan for the Greater Golden Horseshoe 2019 (Growth Plan), the Greenbelt Plan 2017, and the Durham Region Official Plan (D.R.O.P.) provide broad policy direction with respect to the City of Oshawa, including the Study Area. However, for the detailed planning required at the Study Area level, the City of Oshawa Official Plan establishes the key policy directions. The Part II Plan and related Official Plan Amendment must be consistent with the directions in the P.P.S., and conform with the Growth Plan, Greenbelt Plan and D.R.O.P., as well as the City of Oshawa Official Plan.

A detailed analysis of the policy framework is outlined in the following sections. The analysis reviews the general applicability to the Provincial and Regional plans, followed by discussion of the policies relevant to the Study Area. It then addresses the applicability of the City's Official Plan and its most relevant policies. It concludes by summarizing the key applicable policy directions.<sup>3</sup>

### A.2 Provincial Plan Applicability

The City is required with respect to the P.P.S., Growth Plan and Greenbelt Plan to exercise any authority that affects a planning matter as follows:

#### **P.P.S.**

The P.P.S. is issued under the authority of Section 3 of the Planning Act. Section 3 requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act. It should also be noted that Policy 4.4 of the P.P.S. establishes that the P.P.S. is to be read in its entirety and all relevant policies are to be applied to each situation. The P.P.S. came into effect April 30, 2014.

#### **Growth Plan**

The Growth Plan is intended to inform “decision-making with respect to growth management and environmental protection” in the Greater Golden Horseshoe (Policy 1.2.3). It was prepared and approved under the Places to Grow Act, 2005 and will come into effect on May 16, 2019, replacing the Growth Plan 20017. It applies to all decisions “in respect of any authority that affects a planning matter....subject to any legislative or regulatory provisions providing otherwise.” (Policy 1.2.2)

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<sup>3</sup> Note: The analysis summarizes the policy framework; reference should be made to the documents themselves for a complete understanding of all the policies.

The Growth Plan is to be read in conjunction with the P.P.S. and other relevant Provincial Plans. The Growth Plan prevails where there is a conflict between the P.P.S. and the Growth Plan. “The only exception is where the conflict is between policies relating to the natural environment or human health. In that case, the direction that provides more protection to the natural environment or human health prevails” (Policy 1.2.3). It should also be noted that Policy 1.2.3 of the Growth Plan establishes that the Growth Plan “is to be read in its entirety and the relevant policies are to be applied to each situation.”

### **Greenbelt Plan**

The Greenbelt Plan “identifies where urbanization should not occur in order to provide permanent protection to the agricultural land base and the ecological and hydrological features, areas and functions occurring on this landscape” (Policy 1.1). Municipal decisions under the Planning Act or the Condominium Act, 1998 must conform to the Greenbelt Plan (Policy 5.3).

### **A.2.1 P.P.S.**

The policies of the P.P.S. are found in Part V of the document and relate to the following general categories:

- Section 1.0 Building Strong Healthy Communities;
- Section 2.0 Wise Use and Management of Resources;
- Section 3.0 Protecting Public Health and Safety;
- Section 4.0 Implementation and Interpretation;
- Section 5.0 Figure 1; and,
- Section 6.0 Definitions.

Key policies relevant to the Study Area are summarized below.

### **Section 1.0 Building Strong Healthy Communities**

The policies in Section 1.0 provide direction related to the creation of “efficient land use and development patterns” which support sustainability with the intent of creating “strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.”

Specific directions related to efficient and resilient development and land use patterns, which also reflect recognition of the link between the management of growth and the provision of infrastructure and public services facilities (e.g. fire and police services, education), are found in Section 1.1 and include:

- Policy 1.1.3.2 - providing for land use patterns in settlement areas based on densities and a mix of land which efficiently use land and resources, as well as “infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion”; and minimize negative impacts to air quality and climate change, and promote energy efficiency and support active transportation and transit;
- Policies 1.1.3.2 -1.1.3.5 – establishes directions with respect to intensification and redevelopment while recognizing that the minimum targets should be based on local conditions;
- Policy 1.1.3.6 - requiring that new development in designated growth areas occurs adjacent to existing built-up areas and has “a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities”; and
- Policy 1.1.3.7 - the establishment and implementation of phasing policies that ensure intensification and redevelopment are achieved prior to, or concurrent with, new development in designated growth areas and that ensure orderly growth in designated growth areas “and the timely provision of the infrastructure and public service facilities required to meet current and projected needs”.

Section 1.0 also provides other relevant directions which include:

- Policy 1.2 Coordination - requires a “coordinated, integrated and comprehensive approach when dealing with planning matters” with other levels of government and agencies including coordinating planning matters with Aboriginal communities. This includes “managing natural heritage, water, agricultural, mineral and, and cultural heritage and archaeological resources”, as well as “infrastructure, electricity generation facilities and transmission and distribution systems, multimodal transportation systems, public service facilities and waste management systems.”
- Policy 1.3 Employment Areas – states that planning authorities should promote economic development and competitiveness including “providing for an appropriate mix and range of employment and institutional uses to meet long-term needs” and “encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities”.

- Policy 1.4 Housing – requires provision of an appropriate range and mix of housing types and densities to meet projected requirements of the regional market areas through a range of mechanisms including establishing and implementing minimum targets for affordable housing and permitting and facilitating all forms of housing. Policy 1.4.1 also requires maintaining:
  - the ability “to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, through lands designated and available for residential development”; and,
  - “where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.”
- Policy 1.5 Public Spaces, Recreation, Parks, Trails and Open Space – indicates that healthy, active communities should be promoted by a number of initiatives including “planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity” and “providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation”.
- Policy 1.6 Infrastructure and Public Service Facilities - includes general policies, as well as specific direction related to sewage, water and stormwater, transportation systems, transportation and infrastructure corridors and airports, rail and marine facilities. The general directions in Policies 1.6.1 - 1.6.5 inclusive are intended to promote a “coordinated, efficient and cost-effective” approach to the provision of infrastructure and public service facilities “that considers the impacts from climate change while accommodating projected needs”. Use, including adaptive re-use, of existing infrastructure and public service facilities is to be optimized where feasible before new infrastructure is developed. In addition, public service facilities should be “co-located in community hubs, where appropriate”, while the use of green infrastructure should be promoted.

Specific directions related to infrastructure and public service facilities relevant to the Study Area include:

- Policy 1.6.6 Sewage, Water and Stormwater  
The policies of Policy 1.6.6 identify municipal sewage and water services as the preferred for servicing of settlement areas (Policy 1.6.6.2) and promote efficient use and optimization of existing systems (Policy 1.6.6.1 a). Policy 1.6.6.1 also requires that the planning for sewage and water services:
  - “b) ensure these systems are provided in a manner that:

1. can be sustained by the water resources on which such systems rely;
  2. is feasible, financially viable and complies with all regulatory requirements; and
  3. protects human health and the natural environment;
- c) promote water conservation and water use efficiency;
- d) integrate servicing and land use considerations at all stages of the planning process; and,
- e) be in accordance with the servicing hierarchy outlined through policies 1.6.6.1, 1.6.6.2, 1.6.6.4 and 1.6.6.5.”

Policy 1.6.6.7 provides general direction with respect to planning for stormwater management including “promoting stormwater best management practices including stormwater attenuation and re-use, and low impact development.”

- o Policy 1.6.7 Transportation Systems  
Transportation systems are defined as “ a system consisting of facilities, corridors and rights-of way for the movement of people and goods, and associated transportation facilities including transit stops and stations, sidewalks, cycle lanes, bus lanes, high occupancy vehicle lanes, rail facilities, parking facilities, park ‘n’ ride lots, service centres, rest stops, vehicle inspection stations, inter-modal terminals, harbours, airports, marine facilities, ferries, canals and associated facilities such as storage and maintenance.”

The policies of Policy 1.6.7 require the following:

- a) Policy 1.6.7.1 – transportation systems are to be “safe, energy efficient, facilitate movement of people and goods and are appropriate to address projected needs”;
- b) Policy 1.6.7.2 – efficient use is to be made of “existing and planned infrastructure, including the use of transportation demand strategies, where feasible”;
- c) Policy 1.6.7.3 – “As part of a multimodal transportation system, connectivity within and among transportation systems and modes should be maintained and, where possible, improved”;

- d) Policy 1.6.7.4 – “A land use pattern, density and mix of uses” which minimizes length and number of vehicle trips, supports the current and future use of transit and active transportation is to be promoted;
- e) Policy 1.6.7.5. – transportation and land use considerations are to be integrated at all stages of the planning process.
- o Policy 1.6.8 Transportation and Infrastructure Corridors  
The policies of Policy 1.6.8 are designed to ensure that corridors and rights-of-way for infrastructure, including transportation, transit and electricity generation facilities and transmission systems are planned for and protected. Policy 1.6.8.3 states:

“Planning authorities shall not permit development in planned corridors that could preclude or negatively affect the use of the corridor for the purpose(s) for which it was identified.

New development proposed on adjacent lands to existing or planned corridors and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities.”

In addition, Policy 1.6.8.5 requires consideration to be given to the significant resources identified in Section 2 of the P.P.S. when planning for corridors and rights-of-way.

- Policy 1.6.10 Waste Management – Planning authorities are to consider “the implications of development and land use patterns on waste generation, management and diversion.”
- Policy 1.6.11 Energy Supply – Planning authorities should provide opportunities for development of energy supply including electrical generation facilities and transmission and distribution systems. In addition, renewable energy systems and alternative energy systems should be promoted where feasible.
- Policy 1.7 Long Term Economic Prosperity – outlines directions that support long-term economic prosperity including “promoting opportunities for economic development and community investment-readiness”; “optimizing the long-term availability and use of land, resources, infrastructure, electricity generation facilities and transmission and distribution facilities and public service facilities”; “encouraging a sense of place, by promoting well designed built form and cultural planning, and by conserving features that help define character”; and “providing

for an efficient, cost-effective, reliable multimodal transportation system” and “minimizing negative impacts from a changing climate and considering the ecological benefits provided by nature”.

- Policy 1.8 Energy, Conservation, Air Quality and Climate Change – directs that energy conservation and efficiency, improved air quality, reduced greenhouse gas emissions and climate change adaption be supported through land use and development patterns that meet a number of criteria including compact form and a structure of nodes and corridors; promotion of active transportation and transit; and focus commercial and other travel-intensive uses on sites well served by transit. In addition, design and orientation is promoted which maximizes energy efficiency and conservation and the mitigating effects of vegetation, maximizes opportunities for the use of renewable energy systems and alternative energy systems, and vegetation within settlement areas.

## Section 2.0 Wise Use and Management of Resources

Section 2.0 provides policies with respect to the protection of natural heritage, water, agriculture, mineral, petroleum, mineral aggregate and cultural heritage and archaeological resources for their economic, environmental and social benefits.

Relevant directions include:

- Policy 2.1 Natural Heritage – directs that “natural features and areas shall be protected for the long term” and recognizes the need to maintain, restore, and where possible improve the diversity and connectivity of natural features and “the long-term ecological function and biodiversity of natural heritage systems... recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.” Development and site alteration are not permitted in specific features, and are restricted in others, as well as adjacent lands, unless it is demonstrated that there is no negative impact on the feature and its ecological functions. In addition, with respect to fish habitat and the habitat of endangered and threatened species, development and site alteration is not permitted except in accordance with provincial and federal requirements.
- Policy 2.2 Water – requires the protection, improvement and restoration of the quality and quantity of water in accordance with a range of criteria including identification of surface and ground water features, hydrologic functions, natural heritage features and areas and surface water features which are necessary for the ecological and hydrological integrity of the watershed and “ensuring stormwater management practices that minimize stormwater volumes and contaminant loads, and maintain or increase the extent of vegetative and pervious surfaces.” Development and site alteration are to be restricted in or near sensitive surface and ground water features.

- Policy 2.6 Cultural Heritage and Archaeology – requires the conservation of significant built heritage resources and cultural heritage landscapes. The policies also prohibit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved. In addition, development and site alteration may only be permitted on adjacent lands to protected heritage property where it has been demonstrated that the heritage attributes will be conserved.

### Section 3.0 Protecting Public Health and Safety

The objective of the policies in Section 3.0 is to reduce the potential for public cost or risk to residents from natural or human-made hazards. Development is to be directed away from areas of natural or human-made hazards where there is an unacceptable risk to public health or safety or of property damage. In particular, development is to be directed to areas outside hazardous lands adjacent to river, stream and small inland lake systems which are impacted by flooding hazards and/or erosion hazards and hazardous sites (Policy 3.1.1 b).

With respect to human-made hazards (Policy 3.2), “development on, abutting or adjacent to land affected by mine hazards; oil, gas and salt hazards; or former mineral mining operations, mineral aggregate operations or petroleum resource operations may be permitted only if rehabilitation measures to address or mitigate known or suspected hazards are under-way or have been completed.” In addition, contaminated sites are required to be remediated prior to activity on the site associated with the proposed use so that there will be no adverse effects.

### Section 4.0 Implementation and Interpretation

These policies relate to the implementation and interpretation of the P.P.S. In particular, Policy 4.7 notes that the official plan is the most important vehicle for implementation of the P.P.S.

### Section 5.0 Figure 1

The two maps in this section identify a specific natural heritage protection line referenced in the policies related to natural heritage.

### Section 6.0 Definitions

The definitions apply to a wide variety of terms (e.g. “infrastructure”, “natural heritage system”).

## A.2.2 Growth Plan, 2019

The intent of the Growth Plan, like the P.P.S., is to make efficient use of land and infrastructure while supporting the achievement of complete communities. The policies of the Growth Plan relevant to the Study Area are found in Policies 2-5 and the Definitions and relate to the following general categories:

- Section 2 Where and How to Grow;
- Section 3 Infrastructure to support growth;
- Section 4 Policies for Protecting What is Valuable; and,
- Section 5 Implementation and interpretation.
- .

Key policies relevant to the Study Area are summarized below.

### Section 2 Where and How to Grow

The policies of Section 2 are intended to set out the parameters with respect to where and how growth occurs in the Greater Golden Horseshoe (G.G.H.) to ensure the development of healthy and balanced communities and maintaining and improving quality of life.

Section 2 establishes initially that the population and employment forecasts in Schedule 3 to the Plan are to be used for planning and managing growth (Policy 2.2.1.1).<sup>4</sup> Policy 2.2.1.4 also provides criteria with respect to supporting the achievement of complete communities.<sup>5</sup> General directions with respect to managing growth and intensification are established in Policies 2.2.2 - 2.2.4.

Policy 2.2.5, Employment provides direction with respect to making more efficient use of employment areas and increasing employment densities and integrating and aligning land use planning and economic development goals and strategies to retain and attract employment (Policy 2.2.5.1). Restrictions are placed on certain uses in employment areas, including prohibiting residential and major retail uses (Policies 2.2.5.7 and 2.2.5.8). In addition, conversion of lands within employment or prime employment areas to non-employment uses are only permitted through a municipal comprehensive review with the certain exceptions subject to identified criteria (Policies 2.2.5.9 and 2.2.5.10).

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<sup>4</sup> Note: Growth Plan, 2019 includes population and employment forecasts to 2041. The City's Official Plan currently only reflects the forecasts to 2031.

<sup>5</sup> The Growth Plan defines complete communities as "places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts."

In addition, provision is made for the identification of provincially significant employment zones by the Province (Policy 2.2.5.12) and minimum density targets are to be established for all employment areas (Policy 2.2.5.13). With respect to retail development it is to be supported by “promoting compact built form and intensification of retail and service uses and areas and encouraging the integration of those uses with other land uses” (Policy 2.2.5.15).

Policy 2.2.6, Housing requires upper-tier municipalities, in consultation with lower-tier municipalities to develop a housing strategy that addresses specific criteria including supporting the achievement of complete communities.

The policies of Policy 2.2.7, Designated Greenfield Areas, provide strong direction that development in designated greenfield areas support the achievement of complete communities, active transportation and the integration and sustained viability of transit services. Specifically, Policy 2.2.7.2 directs that designated greenfield area in the Region of Durham will be planned to achieve within the horizon of the Plan a minimum density target that is not less than 50 residents and jobs combined per hectare. However, Policy 2.2.7.4 provides that Councils of upper-tier municipalities may request an alternative to the target established in Policy 2.2.7.2 subject to a number of criteria.

Finally, Policy 2.2.9, Rural Areas establishes the level of development permitted in rural settlement areas and outside of settlement areas on rural lands including management or use of resources, resource-based recreational uses, and other rural land uses that are not appropriate in settlement areas.

### Section 3 Infrastructure to support growth

Section 3 provides a framework to guide and prioritize infrastructure planning and investments to support and accommodate forecasted growth – particularly in the key areas of transportation, water and wastewater systems, stormwater management and public service facilities. The policies also require that “planning for new or expanded infrastructure will occur in an integrated manner, including evaluations of long-range scenario-based land use planning, environmental planning and financial planning” (Policy 3.2.1.2).

Specific policies related to transportation are found in Policies 3.2.2 Transportation – General; 3.2.3 Moving People and 3.2.4 Moving Goods. Key directions include:

- Policy 3.2.2.1 - requiring that transportation system planning, land use planning and transportation investment be co-ordinated to implement the Plan;
- Policy 3.2.2.2 - directing the planning and managing of the transportation system to:

- provide connectivity among modes;
  - offer a balance of transportation choices;
  - encourage the most financially and environmentally appropriate mode of trip-making;
  - offer multi-modal access;
  - accommodate agricultural vehicles and equipment, as appropriate; and,
  - provide safety for users;
- Policy 3.2.3 - establishing that public transit will be a first priority for transportation infrastructure planning and major transportation investments and that all decisions on transit planning and investment must meet specific criteria;
  - Policy 3.2.4 - directing that linking major goods movement facilities and corridors, international gateways and employment areas will be the first priority of highway investment with municipalities being directed to provide for the establishment of priority routes for goods movement; and,
  - Policy 3.2.5 - planning for infrastructure corridors is to meet identified criteria including encouraging co-location of linear infrastructure and, with respect to transportation corridors:
    - consider increased opportunities for moving people and goods by rail,
    - consider separation of modes within corridors, and
    - provide linkages inter-modal linkages.

Specific policies related to water and wastewater systems are found in Policy 3.2.6 and with respect to Stormwater Management in Policy 3.2.7. Key directions include:

- Policy 3.2.6.1 - municipalities will generate sufficient revenue to recover the full cost of providing municipal water and wastewater systems;
- Policy 3.2.6.2 - municipal water and wastewater systems are to be planned, designed, constructed or expanded in accordance with specific criteria including prioritization of opportunities for optimization and improved efficiency within existing systems; and,
- Policy 3.2.7.2 - proposals for large-scale development proceeding by way of a secondary plan will be supported by a stormwater management plan or equivalent that is informed by a subwatershed plan, incorporates an integrated treatment approach, establishes practices to minimize vegetation removal, grading and soil compaction, sediment erosion and impervious surfaces and aligns with the stormwater master plan or equivalent for the settlement area where applicable.

Policy 3.2.8 provides policies that relate to public service facilities. Key directions include:

- Planning for public service facilities, land-use planning and investment in public service facilities are to be co-ordinated to implement the Growth Plan;
- Public service facilities and public services should be co-located in community hubs and direction is provided with respect to the development of such hubs; and,
- New public service facilities should be located in settlement areas on sites easily accessible by active transportation and transit, where that service is available.

#### Section 4 Protecting what is valuable

The policies of Section 4 identify how natural systems, prime agricultural areas, cultural heritage resources and mineral aggregate resources will be protected and managed as part of the planning for future growth. It also establishes policies which support a range of conservation initiatives, as well as addressing climate change.

Policy 4.2 establishes direction with respect to:

- Policy 4.2.1 Water Resource Systems - requires upper-tier municipalities, partnering with municipalities and conservation authorities to undertake watershed planning to support the protection, enhancement and restoration of the quality and quantity of water in a watershed;
- Policy 4.2.2 - The Natural Heritage System for the Growth Plan has been mapped by the Province for protection, excluding lands in settlement areas approved and in effect as of July 1, 2017. Municipalities are to incorporate the Natural Heritage System as an overlay in official plans with appropriate policies. However, the Provincial mapping does not apply until it has been implemented in the applicable upper-tier official plan and the mapping may be refined by the upper-tier municipality through the development of the official plan;
- Policies 4.2.3 and 4.2.4 - direction is also provided with respect to the protection of key hydrologic features and areas and key natural heritage features, and adjacent areas, with respect to permitted uses. In addition, study requirements are established for development or site alteration within 120 metres of such features;
- Policy 4.2.5 - development of a system of public open space is encouraged and criteria are provided for such a system;

- Policy 4.2.6 - An Agricultural System for the Greater Golden Horseshoe has been identified by the Province, and prime agricultural areas are to be designated in accordance with Provincial mapping. Direction is provided with respect to uses and related matters such as lots of record. However, outside the Greenbelt, provincial mapping does not apply until it has been implemented in the upper-tier official plan and the mapping may be refined by the upper-tier municipality through the development of the official plan;
- Policy 4.2.7 - cultural heritage resources are required to be conserved, with municipalities working to develop official plan policies and strategies for the identification, wise use and management of cultural heritage resources; and,
- Policy 4.2.8 - municipalities are also to develop and implement official plan policies to conserve mineral aggregate resources.

Policy 4.2.9, A Culture of Conservation, directs that municipalities develop and implement official plan policies and other strategies to support a number of conservation objectives. Water conservation is one of these objectives including water demand management and water recycling. The other objectives include:

- Energy conservation, including energy conservation for municipal facilities and land use patterns and urban design standards that encourage and support energy-efficient buildings and opportunities for cogeneration;
- Air quality improvement and protection;
- Integrated waste management and consideration of waste management initiative; and,
- Excess soil reuse strategies are also to be developed.

Policy 4.2.10, Climate Change directs municipalities to address the reduction of greenhouse gas emissions and climate change adaptation goals, as well as improving resilience.

## Section 5 Implementation and interpretation

These policies relate to the implementation and interpretation of the Growth Plan including identifying that a co-ordinated approach will be taken to implementation between the Province and municipalities, local boards and other related planning agencies. Direction is also provided with respect to growth forecasts and targets and their implementation.

## Definitions

The definitions apply to a wide variety of terms, a number of which are the same as the P.P.S.

### A.2.4 Greenbelt Plan, 2017

The Greenbelt Plan is applicable to a broad band of permanently protected land and is designed to protect agriculture as the predominant land use and to protect natural heritage and water resource systems (Policy 1.2 Vision and Goals).

As identified on Figure A-1, an excerpt from the Greenbelt Plan, Schedule A, Maps 35,36, 49 and 50, the Study Area includes lands along the valleys of the Oshawa Creek which are designated “Protected Countryside” and “Natural Heritage System” in the Greenbelt Plan. These lands are to be protected in accordance with the policies of the Greenbelt Plan and in particular Policy 3.2.2, Natural Heritage System Policies, Policy 3.2.4, Key Hydrologic Areas, Policy 3.2.5, Key Natural Heritage Features and Key Hydrologic Features Policies. In addition, consideration should be given to Policy 3.3 Parkland, Open Space and Trails Policies, Policy 4.2 Infrastructure, Policy 4.4 Cultural Heritage Resources, Policy 4.3 Existing Uses, and Policy 4.6 Lot Creation. Policies which are particularly relevant to the Study Area include:

- Policy 3.2.5.5, Key Natural Heritage Features and Key Hydrologic Features Policies - requires that a proposal for new development or site alteration within 120 metres of a key natural feature within the Natural Heritage System or a key hydrologic feature anywhere within the Protected Countryside requires a natural heritage evaluation or hydrological evaluation which identifies a vegetation protection zone;
- Policy 3.3.3, Municipal Parkland, Open Space and Trail Strategies - directs that for all lands in the Protected Countryside designation, municipalities should “provide for a full range of publicly accessible, built and natural settings for recreation, including facilities, parkland, open space areas, trails and water-based activities.” In addition, strategies to implement this direction should be included in official plans;
- Policy 3.4.2, General Settlement Area Policies - prohibits expansion of settlement areas into the Greenbelt;

- Policy 4.2.1, General Infrastructure Policies - permits all existing, expanded or new infrastructure, including sewage and water and stormwater management facilities, subject to and approved under various legislation including the Environmental Assessment Act and the Planning Act in the Protected Countryside if “it serves the significant growth and economic development expected in southern Ontario beyond the Greenbelt by providing for appropriate infrastructure connections among urban centres and between those centres and Ontario’s borders.” The location and construction of infrastructure is subject to a range of criteria;
- Policy 4.4, Cultural Heritage Resources - requires the conservation of cultural heritage resources in the Protected Countryside; and,
- Policy 4.5, Existing Use - permits all existing uses and provides direction with respect to permitted changes to such uses.

### **A.3 Durham Region Official Plan**

#### **A.3.1 Official Plan Status**

The D.R.O.P. was approved by the Minister of Municipal Affairs and Housing on November 24, 1993. With respect to the Study Area, the Region of Durham, through its adoption of Regional Official Plan Amendment 128 (R.O.P.A. 128) on June 3, 2009, among other changes, expanded Oshawa’s Major Urban Area boundary to include additional lands in both the Living Areas and Employment Areas designations north of Highway 407 East in the Columbus Area (Figure A-2, Excerpt from Official Plan of the Regional Municipality of Durham, Schedule A, Map A4 – Regional Structure).

Elements of R.O.P.A. 128 were subsequently appealed by the Province to the Ontario Municipal Board (now known as L.P.A.T.), including a portion of the Columbus expansion area (see “Lands Appealed to OMB Refer to Policy 14.13.7” on Figure A-2). Through a Settlement Agreement between the Region, the Province and various landowners, the majority of the Living Areas expansion in the Columbus area was approved by the Ontario Municipal Board on January 9, 2013. However, a portion of the Living Areas expansion in the vicinity of Columbus is Deferred and the City is awaiting a final decision from the L.P.A.T. Further it is subject to Policy 14.13.7 of the Regional Official Plan which was implemented as part of the Settlement Agreement.

Policy 14.13.7, as it applies to certain lands in the Study Area, requires the City of Oshawa to complete a comprehensive review of its Official Plan before the L.P.A.T. resumes its consideration of the proposed Living Areas expansion. Through this policy, it was intended that Oshawa’s municipal comprehensive review would provide the

analysis to justify the proposed Living Areas expansion, for further consideration by the L.P.A.T.

The Oshawa Official Plan was amended to conform to the D.R.O.P. and R.O.P.A. 128 through Amendment 179 to the Oshawa Official Plan (O.P.A. 179). O.P.A. 179 serves as the City's comprehensive review for the purposes of the D.R.O.P. Policy 14.13.7.

Through work under O.P.A. 179, a residential land needs analysis was conducted by the City. As a result of the analysis, City staff concluded – as did the Region's consultant when R.O.P.A. 128 was undertaken – that the whole of the Columbus expansion area (including the deferred lands subject to D.R.O.P. Policy 14.13.7) was needed to accommodate Oshawa's residential unit supply requirements within the 2031 time horizon. The Province did not accept or agree with the results of the City's and Region's analyses at that time. However, the Province in a letter dated February 19, 2019 has withdrawn their appeal.

As a result, a hearing to resolve the outstanding matter of the Columbus expansion area subject to D.R.O.P. Policy 14.13.7 took place on April 17, 2019. The City is awaiting the L.P.A.T.'s final decision. However, the Tribunal member indicated at the hearing on April 17, 2019 that he expects to approve the deferred portion of the Columbus expansion area.

On May 2, 2018, Durham Regional Council authorized Regional staff to proceed with Envision Durham, the Municipal Comprehensive Review of the D.R.O.P. Envision Durham is an opportunity to plan for fundamental change by replacing the current Regional Official Plan and establishing a progressive and forward-looking planning vision for the Region to 2041.

On February 5, 2019, the Region of Durham initiated the first stage ("Discover") of the public engagement program for Envision Durham by launching a project web page and public opinion survey. On March 5, 2019, the Region released the first Discussion paper (the Agriculture and Rural System Discussion Paper), which initiated the second stage ("Discuss"), wherein participants are asked to provide input on various theme-based discussion papers. Additional discussion papers will be released throughout the year for review and comment.

### **A.3.2 Relevant Policies**

#### **Land Use Designations and Policies**

The D.R.O.P. includes Oshawa's Major Urban Area boundary lands in the Study Area in both the Living Areas and Employment Areas designations north and south of Highway 407 East in the Columbus Area (Figure A-2, Excerpt from Official Plan of the Regional Municipality of Durham, Schedule A, Map A4 – Regional Structure). In addition south of the 407 East there is also the northern portion of a Regional Centre on Simcoe Street North. Lands in these designations form part of the D.R.O.P. Urban System.

The Study Area also includes lands along the branches of Oshawa Creek in the Greenlands System which are designated “Major Open Space Areas”. The remaining lands are designated “Prime Agricultural Areas”. There are also areas in the Greenbelt Boundary which include lands in both designations.

The policies for the Urban System are found in Section 8 of the D.R.O.P. In addition to the general goals which seek to establish “distinct Urban Areas that are adaptable and able to evolve into healthy and complete sustainable communities” (Section 8.1.1), the policies direct that:

- Policy 8.2.1 – “Urban Areas shall be planned and developed with regard for the principles of adaptability over time, sustainable development, harmony with nature and diversity and integration of structures and functions.” A number of principles are also established including a more compact urban form, mixture of uses in appropriate locations, intensification, good urban design principles, increased public transit usage, linkages for pedestrians and cyclists, a grid system of arterial and collector roads and a Greenlands System that complements and enhances the Urban System.
- Policy 8.2.2 – “Urban Areas shall be developed on the basis of full municipal services unless otherwise specified in this Plan.”
- Policy 8.3.3 – “Regional Council shall initiate a streetscape improvement program in Urban Areas along Regional roads.”
- Policy 8.3.5 – “Where urban development is designated in areas presently characterized by agricultural activities, Regional Council and Council of the area municipality shall secure an orderly withdrawal of agricultural activities....”
- Policy 8.3.6 – Commercial uses shall be concentrated in locations that are supportive of the function of Regional and Local Centres and Corridors....”.

Other relevant policies are as follows:

- Sub-Section 8A Centres, Corridors and Waterfront Places –provides policies with respect to Regional Centres in Policy 8A.2.2 which direct that they will be planned and developed “as the main concentrations of urban activities.....providing a fully integrated array of institutional, commercial, major retail, residential, recreational, cultural, entertainment and major office uses.”
- Sub-Section 8B Living Areas – Policy 8B.2.1- establishes that Living Areas “shall be used predominately for housing purposes” and related uses such as home

occupations, convenience stores, as well as limited office development and retailing of goods and services as components of mixed use developments. However, such non-residential development may not adversely affect designated Local Centres. Section 8B.2.3 also establishes criteria for the review of development applications (i.e. compact urban form, use of good urban design principles). It should also be noted that Section 4, Housing directs that policies that enable a wide variety of housing shall be contained in area municipal official plans (Policy 4.2.1).

- Sub-Section 8C Employment Areas – Section 8C.2.1 - provides that “Employment Areas.....are set aside for uses that by their nature may require access to highway, rail and/or shipping facilities, separation from sensitive uses, or benefit from locating close to similar uses.” Permitted uses include manufacturing and service industries as well as offices and business parks and limited personal service and retail uses serving the immediate Employment area. Prestige employment areas which are encouraged to locate along Highway 407 and such areas are to be so designated in the municipal official plan. Development is also to be transit-supportive with a compact built-form. Residential and other sensitive uses are prohibited, as are major retail uses.
- Sub-Section 9A Prime Agricultural Areas – Policy 9A.1.5 - prohibits “the intrusion of urban type land uses into Prime Agricultural Areas”. The permitted uses identified in Policy 9A.2.2 include “a full range of agricultural, agricultural-related and secondary uses.” Non-agricultural uses are strictly limited and include uses such as forest, fish and wildlife management, infrastructure and existing uses.
- Section 10, Greenlands System - The key direction with respect to lands in the Greenlands System as set out in Policy 10.2.1, is to “make every effort to preserve the ecological benefits and biodiversity of the Greenlands System”. The intrusion of urban type land uses is not permitted outside of Urban Areas and “the continuity of the Major Open Space Areas associated with streams and valleys, exclusive of roads, railways and utilities....shall be maintained (Policy 10.3.3).
- Sub-Section 10A Major Open Space Areas – Policy 10A.2.1 - identifies the permitted uses including conservation and the full range of agricultural, agricultural-related and secondary uses. A range of criteria are also established with respect to any proposal for development (i.e. no negative impacts on key natural heritage or hydrologic features or their functions – See Figure A-3 Excerpt from Schedule B, Map B1d – Greenbelt Natural Heritage System and Key Natural Heritage and Hydrologic Features). Consideration of the policies of the Greenbelt Plan is also required.

## Environment

Policies related to the Environment are found in Section 2 of D.R.O.P. These policies outline the significance of the importance of the natural environment in the planning and development of the Region including areas designated Major Open Space Areas and Greenbelt Natural Heritage System (Policy 2.2.1). Policy 2.3.1 also indicates that “environment refers to the natural, built and cultural environments.” Section 2 provides direction regarding the following matters particularly relevant to the Study Area:

- Policy 2.3.13 – Greenbelt Natural Heritage System establishes that lands identified as such on Schedule ‘B’ – Map ‘B1’ (see Figure A-3) are to be managed in accordance with the Greenbelt Plan and the relevant policies of the D.R.O.P.
- Policies 2.3.14- 2.3.18 – Key Natural Heritage and Hydrologic Features provides direction regarding the protection of features and related vegetation protection zones. Specific direction with respect to woodlands, water resources, wellhead protection areas, high aquifer vulnerability areas (See Figure A-4) is found in Policies 2.3.19 – 2.3.34, while Policy 2.3.43 provides the requirements for environmental impact studies.

## Infrastructure

The D.R.O.P. provides direction with respect to infrastructure. In particular, Policy 5.3.11 directs that Urban Areas be developed based on the principles of sequential development, progressive extension, improvement, rehabilitation and economical utilization of the Regional water supply and sanitary sewage systems, and minimization of financial impacts on the Region....”. In addition, Policy 5.3.12 requires the preparation and updating of a servicing plan for water supply and sanitary sewerage facilities at least every five years.

Section 11, Transportation System provides direction for the creation of system which is “integrated, safe, efficient and reliable for all users and modes” (Policy 11.1.1). As identified on Figure A-5, Excerpt from Schedule ‘C’, Map ‘C2’ – Road Network, a grid system of existing and proposed arterial and collector roads is planned for the Study Area. In addition, Figure A-6, Excerpt from Schedule ‘C’, Map ‘C3’ – Transit Priority Network, establishes that transit priority network. However, as stated in Policy 11.3.2, the road alignments are approximate and the design and construction of the future roads will take place after “more detailed planning and engineering studies have been carried out. These studies shall identify community and environmental impacts, and shall identify measures to be undertaken to mitigate such impacts.” Other relevant transportation policies include:

- Policy 11.3.14 – recognizes that to “protect the integrity of hamlets and historic downtowns from excessive through traffic, a by-pass may provide a feasible

solution. Prior to designating new by-passes of arterial roads within this Plan, a By-pass Study will be undertaken in consultation with the affected stakeholders....”

- Policy 11.3.18 – indicates that development adjacent to Transit Spines, such as Simcoe Street North, should provide for higher density and mixed use at an appropriate scale and context with buildings oriented to the street, facilities that support non-auto modes and limited surface parking.
- Policy 11.3.20 - provides that “where technically and financially feasible, suitable transit services are encouraged to be provided to newly developing areas as early as possible.”
- Policies 11.3.22 – 11.3.23 - indicate that the Region will implement a Regional Cycling Plan over time.
- Policy 11.3.24 - indicates that the “Plan supports an urban environment and infrastructure which encourages and supports walking throughout the Region....”.
- Policies 11.3.33 -11.3.36 - provide direction on mitigating community and environmental impacts (i.e. minimizing the amount of reverse frontage along arterial roads, establishing direct visual and pedestrian connections from land uses and local streets to the arterial road).

## Implementation

Policy 14.13.7 is directly applicable to the Study Area. The policies outline the status of the lands which are identified as “Lands appealed to OMB” on Schedule ‘A’ – Map ‘A4’ (See Figure A-2). Specifically, the Policy indicates that:

“the Board may be requested to resume consideration of the proposed Urban Area expansion and designations once a comprehensive review has been completed by the area municipality in accordance with the policies of this Plan, with the approval of the Region.....Until such time that the provisions of subsection b) above is met, the lands in north Whitby and north Oshawa will remain as designated on June 2, 2009.”

## A.4 City of Oshawa Official Plan

### A.4.1 Official Plan Status

The City’s Official Plan was approved by the Province in 1987. The Plan has been reviewed and updated on a regular basis to meet the changing economic, social and environmental needs of the City. As discussed with respect to the D.R.O.P., the

Oshawa Official Plan was amended to conform to the D.R.O.P. and R.O.P.A. 128 through Amendment 179 to the Oshawa Official Plan (O.P.A. 179). O.P.A. 179 serves as the City's comprehensive review for the purposes of the D.R.O.P. Policy 14.13.7.

City Council adopted O.P.A. 179 on February 1, 2016. O.P.A. 179 was subsequently approved by the Region, in its role as the approval authority, on December 15, 2016 save and except for a number of deferrals. Four of those deferrals (Deferrals 3, 4, 7 and 8) all relate to the same lands comprising part of the Columbus Planning Area and which remain before the L.P.A.T. pending resolution of D.R.O.P. Policy 14.13.7.

## **A.4.2 Relevant Policies**

### **Specific Policy Direction for Columbus**

The direction with respect to the preparation of the Part II Plan for the Columbus Planning Area is found in Policy 8.2.2 as follows:

“A Part II Plan shall be prepared for the Columbus Planning Area in accordance with Policy 8.1.5 and any other relevant policies of this Plan, including Policies 2.14.3.1 and 2.6.4.5. The boundary between the Columbus Part II Plan area and the South Columbus Industrial Area east and west of Simcoe Street North is conceptually defined by a future Type “C” arterial road and may shift depending on the final alignment of the road.”

The policy goes on to discuss the requirement that policy language shall be included in the Part II Plan to “ensure that landowners have entered into the appropriate cost sharing agreements”. It should also be noted that Schedule E – Part II Plan Areas identifies the Columbus Planning Area (See Figure A-12).

The referenced policies in Policy 8.2.2 are:

- Policy 8.1.5 - directs that Part II Plan areas shall be developed to generally 75% of an area designated Residential prior to development in adjacent Part II Plans.
- Policy 2.14.3.1 - applies to the Columbus Special Development Area and recognizes that “the community of Columbus is a unique area in the City of Oshawa, particularly the historic four corners at the main intersection of Columbus Road and Simcoe Street North and the approaches along Simcoe Street North and Columbus Road leading to the main intersection. Future growth shall occur in a manner that is sensitive to the community's historical context and cultural heritage, considering land use compatibility, scale of development, and urban design. These matters shall be considered during the preparation of a Part II Plan for the Columbus Planning Area in accordance with Policy 8.2.2 of this Plan.”

- Policy 2.14.3.2 - also applies to the Columbus Special Development Area then directs that pending preparation of the Part II Plan, development within the Special Development Area identified on Schedule “A” shall be guided by the Development Plan for the Hamlet of Columbus” subject to certain exceptions and additional directions (See Figure A-15 Development Plan for the Hamlet of Columbus).
- Policy 2.6.4.5 - a site specific policy which permits the lands known municipally as 3522 Simcoe Street North for a golf course and related activities.

### Land Use Designations and Policies

The City of Oshawa Official Plan Schedule A – Land Use North Half (See Figure A-7) designates the lands in the Urban Area in the Study Area as “Residential” and “Industrial”. In addition, a “Special Development Area” is identified which reflects the existing Columbus community. In the Rural Areas, lands are designated “Prime Agricultural, “Greenbelt Protected Countryside Area” and “Estate Residential”. The remaining lands are located in the Greenland Areas and are designated “Open Space and Recreation”.

The Land Use policies are found in Section 2.0 of the City’s Official Plan. The key relevant policies are summarized as follows:

- Section 2.3 Residential – directs that such areas “shall be predominately used for residential dwellings”, but that other lands uses may also be permitted, subject to various conditions and the provisions of the zoning by-law (e.g. community uses). Policy 2.3.2 and Table 2 provide direction with respect to residential densities, including general representative housing type and locational criteria. Policy 2.3.3 provides direction with respect to land use relationships, including residential development abutting arterial roads, while Policy 2.3.4 establishes design criteria. Section 6 Housing also provides direction with respect to the provision of housing including affordable housing.
- Section 2.4 Industrial - establishes the general permitted uses, as well as prohibiting residential and other sensitive uses, and provides in Table 3 a classification of industrial areas and guidelines for their development, including uses and locational criteria. These areas include Prestige Industrial which are generally located along Provincial Highways. Policy 2.4.2 provides planning criteria, while Policy 2.4.3 establishes direction with respect to land use relationships and Policy 2.4.4 establishes design criteria.

In terms of Site Specific Policies, Policy 2.4.5.19 limits the uses permitted on lands designated Industrial fronting on Simcoe Street North north of Highway 407 and south of the community of Columbus to “offices, cultural uses, recreational

and community uses and hotel uses that are compatible with and sensitive to the heritage character of Columbus, and can be designed in a manner that is respectful of this character....the permitted uses shall exhibit a high quality of urban design, in consideration of this location as a gateway to the historic community of Columbus.”

It should also be noted that the policies identify the Industrial lands in the Study Area north of Highway 407 East as the South Columbus Industrial Area.

- Section 2.6 Open Space and Recreation - recognizes that these lands include components of the Natural Heritage System, valley lands and other natural environments and recreational resources. Permitted uses are generally restricted to uses such as conservation and reforestation. Outside the Major Urban Area agricultural uses are also permitted. Detailed guidance is provided with respect to agricultural and non-agricultural uses in Policies 2.6.18 and 2.6.1.9. In addition, Policy 2.6.2 addresses design criteria, including classification of parks in Table 4, and acquisition policies in Section 2.6.3.
- Section 2.7.3 Estate Residential - recognizes existing estate residential subdivisions and prohibits any severances for additional lots.
- Section 2.8 Prime Agricultural - establishes the intent of the Plan “to preserve quality farmland”. Permitted uses are predominately agricultural, agricultural-related or secondary agricultural uses, with non-agricultural uses strictly limited (Policy 2.8.1.5).

### Transportation

The Transportation policies of Section 3 of the City’s Official Plan state the intention that the Plan is “to provide for an integrated and balanced transportation system”. The key directions are as follows:

- Section 3.2, Roads System - relates to the road system as designated on Schedule B – Road Network North Half (See Figure A-8). This identifies Simcoe Street North, Ritson Road, Thornton Road and Columbus Road as Type “B” Arterial Roads, while a network of Future Type ‘C’ Arterial Roads is also identified. The policies provide direction with respect to the design of the road system including Table 5: Classification of Roads. In particular, Policy 3.2.19 provides that the City supports a balanced approach to Level of Service (LOS) measures.....and may be prepared to use a variety of techniques depending on the function of the road....”. Further, Policy 3.2.20 relates to a requirement for corridor plans, in concert with Municipal Class Environmental Assessments for major road works or significant plans, “to provide a vision for the design of

arterial road corridors within the City over time”. Policy 3.2.25 also notes that lands in the Greenbelt are subject to the relevant provisions of the Greenbelt Plan.

- Section 3.3 Public Transit - states that the City “shall encourage increased public transit usage and transit-supportive design of developments.” Schedule B-1, Transit Priority Network (See Figure A-9) identifies Simcoe Street North and Columbus Road, west of Simcoe Street North as “Regional Transit Spines”. A Future Commuter Station is also identified south of Highway 407 East at the interchange with Simcoe Street North which is also identified as a Transportation Hub.
- Section 3.4 Walking and Cycling System - provides that the City will work with the Region to develop a walking and cycling system and identifies specific design and development strategies for such a system.
- Section 3.6 Transportation Demand Management - provides direction with respect to promotion of alternative modes of transportation.
- Section 3.8 Vehicle Drive-through Facilities - provides criteria for the review of development applications for such facilities.

### Environmental Management

Section 5.0, Environmental Management provides detailed direction with respect to the management of the natural environment. Regard should also be had to Schedules D-1 and D-2 Environmental Management North Half (See Figures A-10 and A-11) and Schedule F-1A Natural Heritage System Components North Half, Schedule F-1B High Volume Recharge Areas and Greenbelt Natural Heritage System (See Figures A-13 and A-14). The following key policies are particularly relevant:

- Policy 5.2.5 - requires the preparation of a subwatershed plan to the satisfaction of the City and the Conservation Authority to inform the preparation of a new Part II Plan. Further, the Subwatershed Plan must be completed prior to Council adopting the Part II Plan.
- Section 5.3 Natural Heritage and Hydrologic Features - provides detailed direction with respect to development and site alteration in and adjacent to such features including requirements for Environmental Impact Studies.
- Section 5.4 Natural Heritage System - identifies the importance of a connected natural system and the conditions for any limited development.

- Section 5.5 Environmental Impact Studies - establishes the requirements for such studies.
- Section 5.6 Water Resources and Stormwater Management - provides for the protection and management of these resources.
- Section 5.8, Hazard Lands - provides for the identification and protection of such areas.
- Section 5.11 Other Hazards - provides direction with respect to matters such as noise and vibration, odours and light pollution.
- Section 5.12 Woodlands and Tree Preservation - provides for the protection of these areas.
- Section 5.14 Greenbelt Protected Countryside - reflects the requirements of the Greenbelt Plan.
- Section 5.15 Cultural Heritage Resources - provides direction on the approach the City will use for the protection of cultural heritage.

## **A.5 Policy Review Conclusions**

The P.P.S provides directions related to the creation of efficient land use and development patterns which support sustainability with the intent of creating strong, liveable, healthy and resilient communities, protecting the environment and public health and safety and facilitating economic growth. The Growth Plan, including proposed Amendment 1, builds on the policies in the P.P.S. providing more specific direction related to growth management (e.g. density targets, infrastructure), as well as the protection of the environment including natural systems, prime agricultural areas and cultural heritage resources.

The Greenbelt Plan is applicable to a broad band of permanently protected land, including lands in the Study Area, and is designed to protect agriculture as the predominant land use and give protect natural heritage and water resource systems.

The D.R.O.P. and the City's Official Plan both reflect the directions in the P.P.S., Growth Plan and Greenbelt Plan. In addition, both the D.R.O.P. and the City's Official Plan provide more detailed and specific direction applicable to the Study Area.

Key themes in the P.P.S., Growth Plan, proposed Growth Plan Amendment 1, the Greenbelt Plan, D.R.O.P. and City Official Plan which are relevant to the Study Area include:

- a strong focus on the creation of efficient land use and development patterns in particular a focus on intensification in the built-up area, and, in greenfield areas, a focus on compact form, a mix of uses and increased densities while recognizing that the level of intensification/density should be based on local conditions;
- the creation of healthy, active and complete communities through a focus on strong and sustainable urban design, and the provision of community facilities that support a high quality of life;
- recognition of the link between the management of growth and the provision of infrastructure and the need to integrate servicing and land use considerations at all stages of the planning process;
- ensuring that development is phased, and is at a density and includes a mix of uses including community services with a hierarchy of parkland which appropriate for, and efficiently uses existing and planned infrastructure and which avoids unjustified and/or uneconomical expansions;
- providing for an appropriate range of housing types and densities to meet projected requirements including affordable housing;
- planning for an appropriate mix and range of employment to meet long term needs, including planning for, protecting and preserving employment areas;
- establishment of a transportation system which offers a balance of transportation choices and places a priority on transit, cycling and walking;
- protection, maintenance, restoration and, where possible, improvement of the natural heritage system and protection of the quantity and quality of surface and groundwater resources;
- protection of prime agricultural areas;
- conservation of significant built heritage resources and cultural heritage landscapes, as well as the protection of archaeological resources;
- establishing a cultural of conservation and addressing climate change through mitigation and adaptation; and,

- directing development away from areas of natural or human-made hazards.

Specific directions in the D.R.O.P. of relevance to, or directly related to, Columbus include:

- D.R.O.P. Policy 14.13.7 which affects the status of the Columbus Deferred Lands and the City is awaiting a final decision by the L.P.A.T. However, the Tribunal member indicated at the hearing on April 17, 2019 that he expects to approve the deferred portion of the Columbus expansion area.;
- Recognition of the need to mitigate the impacts of Regional Roads in urban areas including provision for initiation of a streetscape improvement program along Regional roads in Urban Areas and consideration of establishment of by-passes after a By-Pass Study;
- Direction that where urban development is designated in areas presently characterized by agricultural activities, an orderly withdrawal of agricultural activities shall be secured; and,

The City's Official Plan includes a requirement for a Part II Plan for the Columbus Planning Area as follow:

"A Part II Plan shall be prepared for the Columbus Planning Area in accordance with Policy 8.1.5 and any other relevant policies of this Plan, including Policies 2.14.3.1 and 2.6.4.5. The boundary between the Columbus Part II Plan area and the South Columbus Industrial Area east and west of Simcoe Street North is conceptually defined by a future Type "C" arterial road and may shift depending on the final alignment of the road."

The policy goes on to discuss the requirement that policy language shall be included in the Part II Plan to "ensure that landowners have entered into the appropriate cost sharing agreements". It should also be noted that Schedule E – Part II Plan Areas identifies the Columbus Planning Area (See Figure A-12).

The referenced policies in Policy 8.2.2 are:

- Policy 8.1.5 which directs that Part II Plan areas shall be developed to generally 75% of an area designated Residential prior to development in adjacent Part II Plans.
- Policy 2.14.3.1 applies to the Columbus Special Development Area and recognizes that "the community of Columbus is a unique area in the City of

Oshawa, particularly the historic four corners at the main intersection of Columbus Road and Simcoe Street North and the approaches along Simcoe Street North and Columbus Road leading to the main intersection. Future growth shall occur in a manner that is sensitive to the community's historical context and cultural heritage, considering land use compatibility, scale of development, and urban design. These matters shall be considered during the preparation of a Part II Plan for the Columbus Planning Area in accordance with Policy 8.2.2 of this Plan.”

- Policy 2.14.3.2 which also applies to the Columbus Special Development Area then directs that pending preparation of the Part II Plan, development within the Special Development Area identified on Schedule “A’ “shall be guided by the Development Plan for the Hamlet of Columbus” subject to certain exceptions and additional directions (See Figure A-15 Development Plan for the Hamlet of Columbus).
- Policy 2.6.4.5 is a site specific policy which permits the lands known municipally as 3522 Simcoe Street North for a golf course and related activities.

It should also be noted that Policy 2.4.5.29 limits the uses permitted in the lands designated Industrial fronting on Simcoe Street North north of Highway 407 to ensure that they are compatible with and sensitive to the heritage character of Columbus and the gateway location.

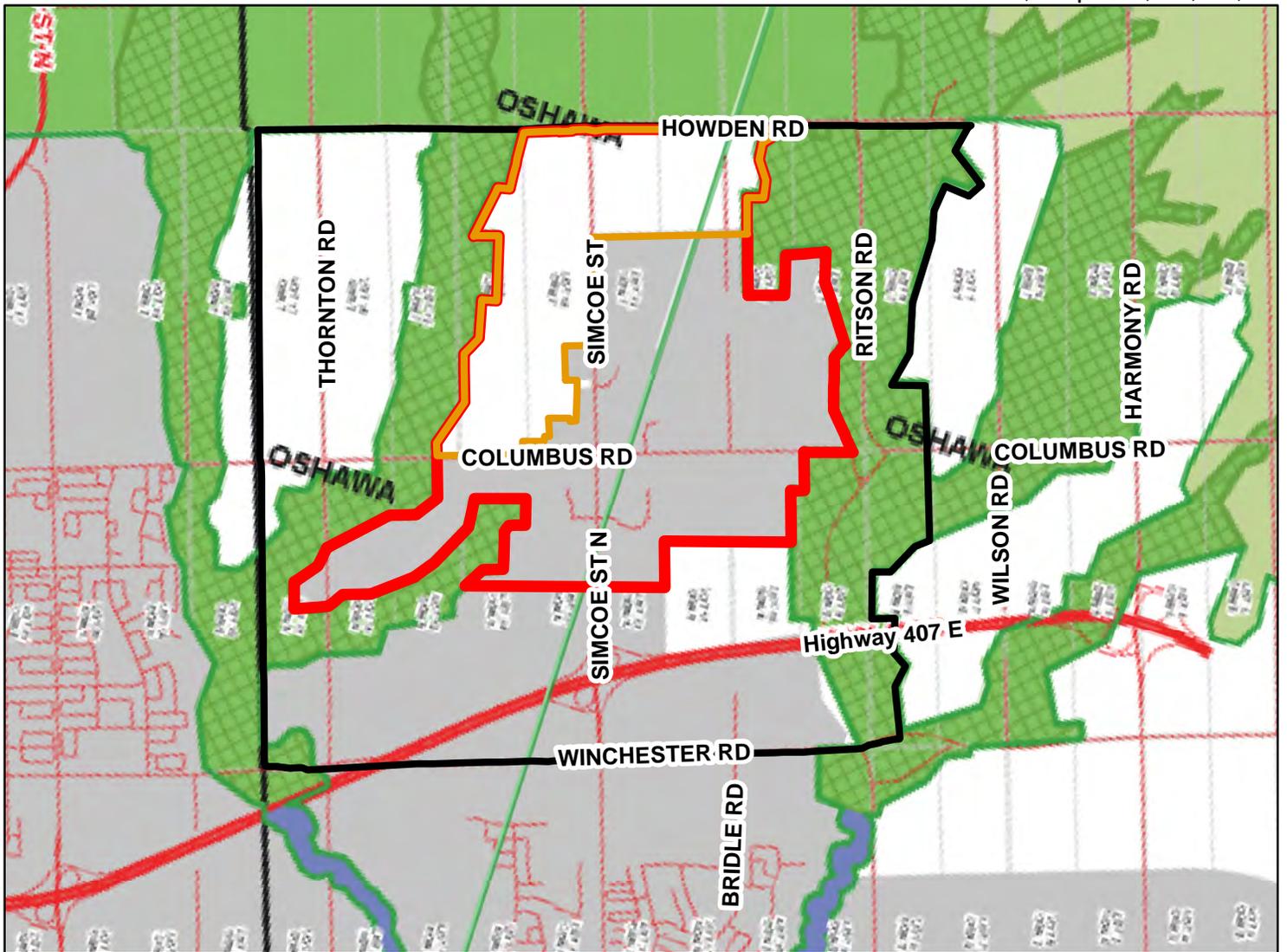
Other policies which should be noted relate to transportation as follows:

- Section 3.2, Roads System relates to the road system as designated on Schedule B – Road Network North Half (See Figure A-8). This identifies Simcoe Street North, Ritson Road, Thornton Road and Columbus Road as Type “B” Arterial Roads, while a network of Future Type ‘C’ Arterial Roads is also identified. The policies provide direction with respect to the design of the road system including Table 5: Classification of Roads. In particular, Policy 3.2.19 provides that the City supports a balanced approach to Level of Service (LOS) measures.....and may be prepared to use a variety of techniques depending on the function of the road....”. Further, Policy 3.2.20 relates to a requirement for corridor plans, in concert with Municipal Class Environmental Assessments for major road works or significant plans, “to provide a vision for the design of arterial road corridors within the City over time”. Policy 3.2.25 also notes that lands in the Greenbelt are subject to the relevant provisions of the Greenbelt Plan.
- Section 3.3 Public Transit states that the City “shall encourage increased public transit usage and transit-supportive design of developments.” Schedule B-1, Transit Priority Network (See Figure A-9) identifies Simcoe Street North and

Columbus Road, west of Simcoe Street North as “Regional Transit Spines”. A Future Commuter Station is also identified south of Highway 407 East at the interchange with Simcoe Street North which is also identified as a Transportation Hub.

- Section 3.4 Walking and Cycling System provides that the City will work with the Region to develop a walking and cycling system and identifies specific design and development strategies for such a system.

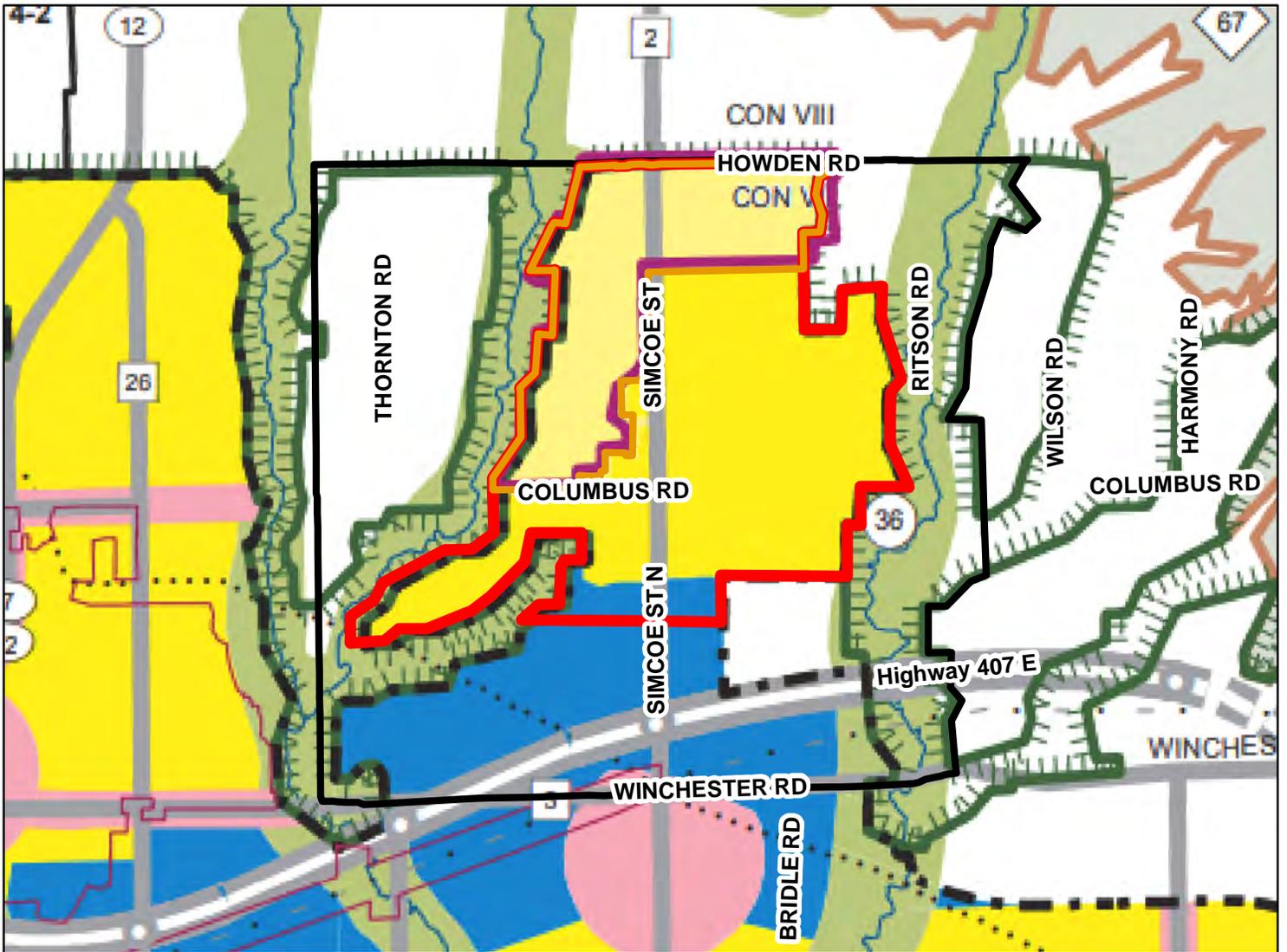
FIGURE A-1  
 Excerpt from:  
 Greenbelt Plan 2017, Maps 35, 36, 49, 50



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary
- Greenbelt Area\*
- Protected Countryside
- Natural Heritage System
- Towns / Villages
- Urban River Valleys
- Niagara Escarpment Plan Area
- Oak Ridges Moraine Area
- External Connections
- Settlement Areas Outside the Greenbelt
- Upper Tier Municipal Boundaries
- Lower & Single Tier Municipal Boundaries
- Lots and Concessions
- Major Road or Highway
- Minor Road
- F.N. First Nations

FIGURE A-2  
 Excerpt from:  
 Official Plan of the Regional Municipality of Durham  
 Schedule A, Map A4 - Regional Structure



## Legend

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary

### URBAN SYSTEM

- URBAN AREA BOUNDARY
- \* URBAN GROWTH CENTRE
- LIVING AREAS
- EMPLOYMENT AREAS
- AREAS DEVELOPABLE ON FULL/PARTIAL MUNICIPAL SERVICES
- AREAS DEVELOPABLE ON MUNICIPAL WATER SYSTEMS & PRIVATE WASTE DISPOSAL SYSTEMS
- AREAS DEVELOPABLE ON PRIVATE WELLS & MUNICIPAL SEWER SYSTEMS
- AREAS DEVELOPABLE ON PRIVATE WELLS & PRIVATE WASTE DISPOSAL SYSTEMS
- S MUNICIPAL SERVICE
- BUILT BOUNDARY
- REGIONAL CENTRE
- REGIONAL CORRIDOR

### RURAL SYSTEM

- PRIME AGRICULTURAL AREAS
- HAMLET
- RURAL EMPLOYMENT AREA (SEE TABLE E3 FOR DESCRIPTION)
- REGIONAL NODE (SEE SECTION 9C FOR DESCRIPTION)
- AGGREGATE RESOURCE EXTRACTION AREA (SEE TABLE E1 FOR DESCRIPTION)
- COUNTRY RESIDENTIAL SUBDIVISION (SEE TABLE E2 FOR DESCRIPTION)
- SHORELINE RESIDENTIAL

### GREENLANDS SYSTEM

- MAJOR OPEN SPACE AREAS
- WATERFRONT AREAS
- OAK RIDGES MORAINÉ BOUNDARY
- ▲ TOURIST ACTIVITY/ RECREATIONAL NODE
- OPEN SPACE LINKAGE
- OAK RIDGES MORAINÉ AREAS
- GREENBELT BOUNDARY
- ▲ WATERFRONT PLACE
- WATERFRONT LINKS

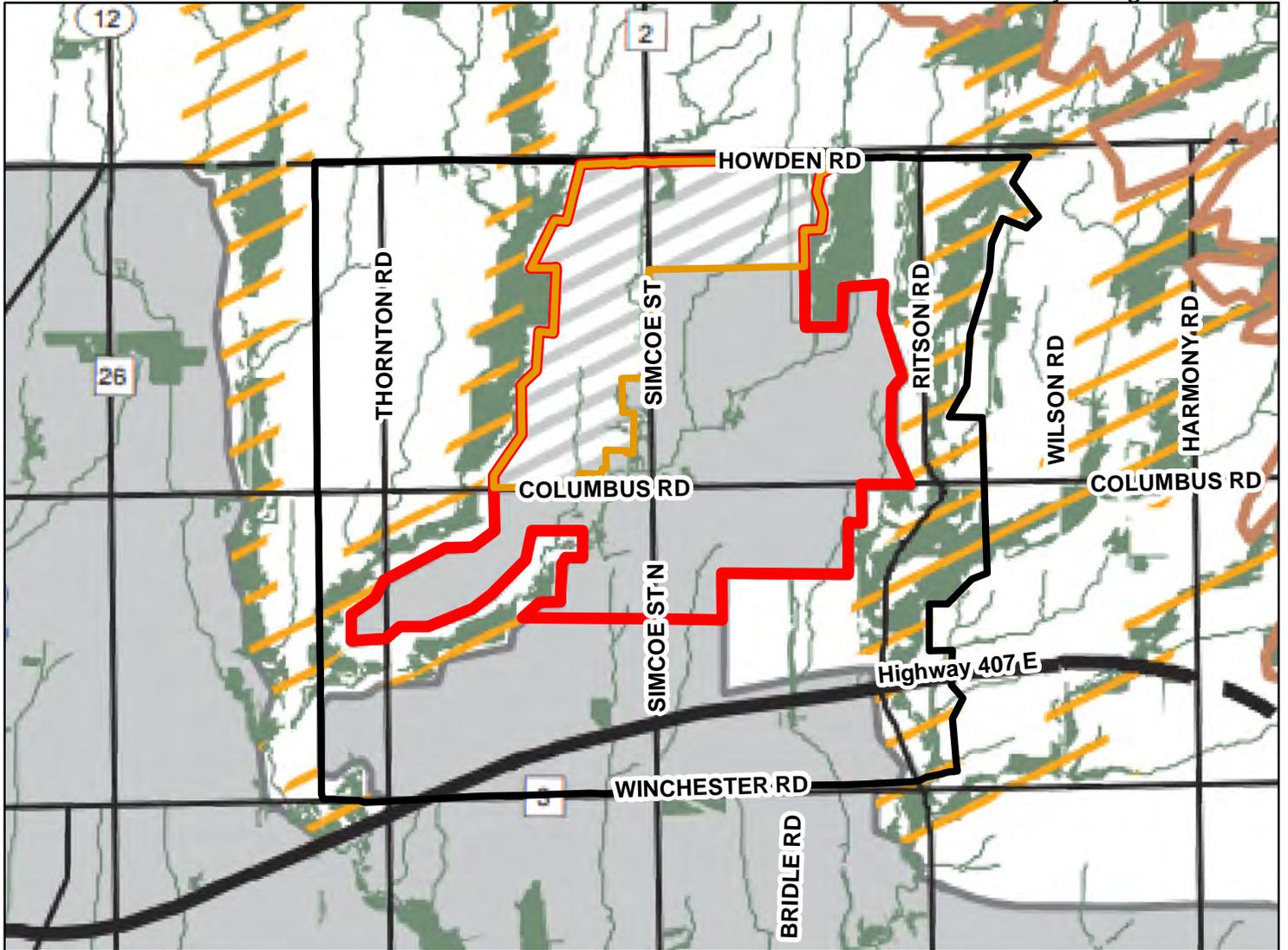
### TRANSPORTATION SYSTEM

- SEE SCHEDULE C FOR DESIGNATIONS
- THE FOLLOWING IS SHOWN SELECTIVELY, FOR EASE OF INTERPRETATION OF OTHER DESIGNATIONS ONLY.
- | EXISTING |               | FUTURE |
|----------|---------------|--------|
|          | ARTERIAL ROAD |        |
|          | FREQUENCY     |        |
|          | INTERCHANGE   |        |
|          | GO RAIL       |        |
| ●        | GO STATION    | ●      |

### SPECIAL AREAS

- SPECIAL STUDY AREA
- D2 DEFERRED BY MINISTER OF MUNICIPAL AFFAIRS
- ⊗ REFER TO POLICY 7.3.11(p)
- A SPECIFIC POLICY AREA
- APPEALED TO O.M.B.
- LANDS APPEALED TO O.M.B. REFER TO POLICY 14.13.7

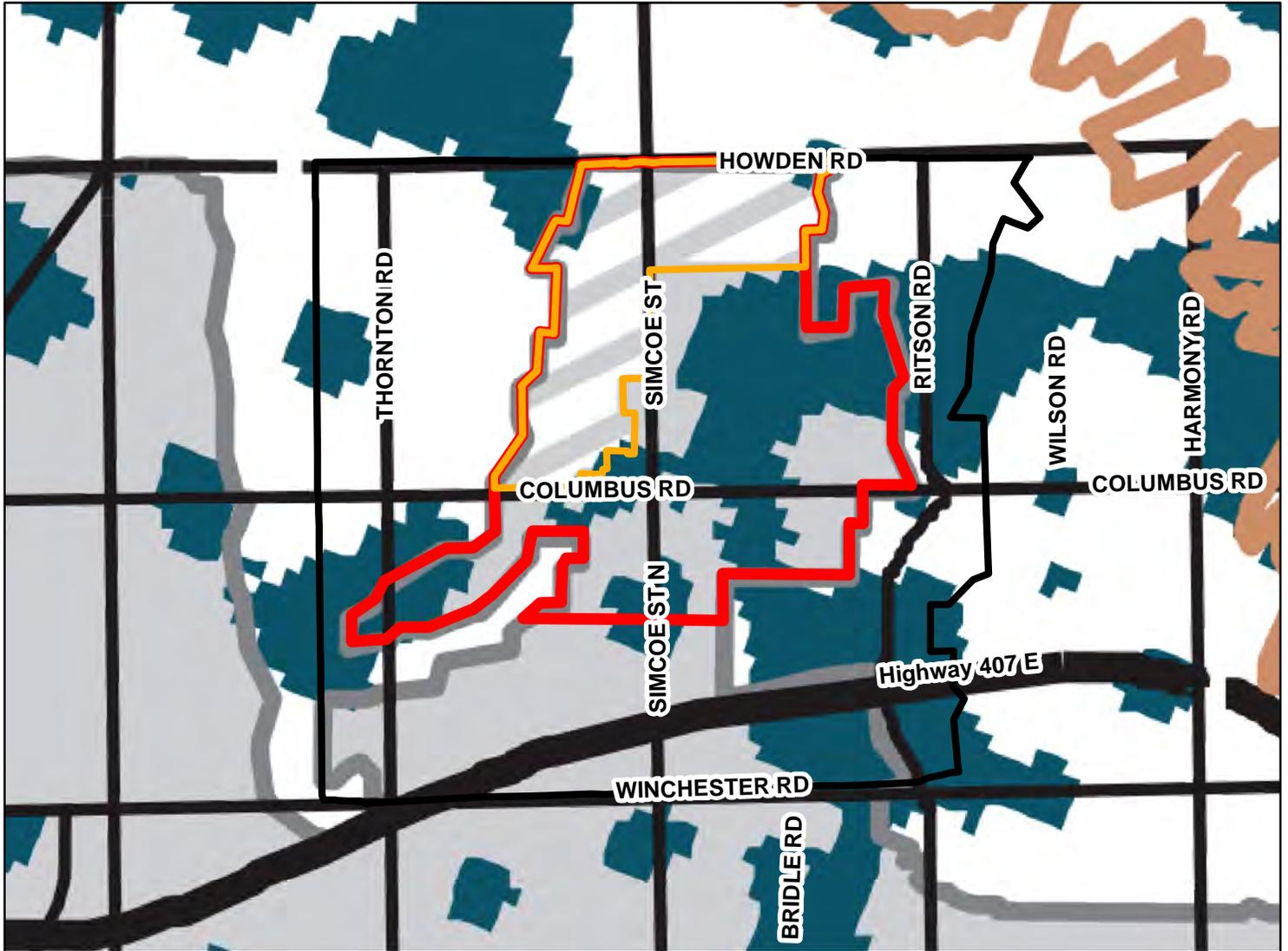
FIGURE A-3  
 Excerpt from:  
 Official Plan of the Regional Municipality of Durham  
 Schedule B, Map B1d - Greenbelt Natural Heritage System & Key Natural Heritage  
 and Hydrologic Features



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary
  
- KEY NATURAL HERITAGE AND HYDROLOGIC FEATURES
- GREENBELT NATURAL HERITAGE SYSTEM
- OAK RIDGES MORaine CONSERVATION PLAN AREA BOUNDARY
- URBAN AREA
- LANDS APPEALED TO OMB, REFER TO POLICY 14.13.7.
- A SPECIFIC POLICY AREA

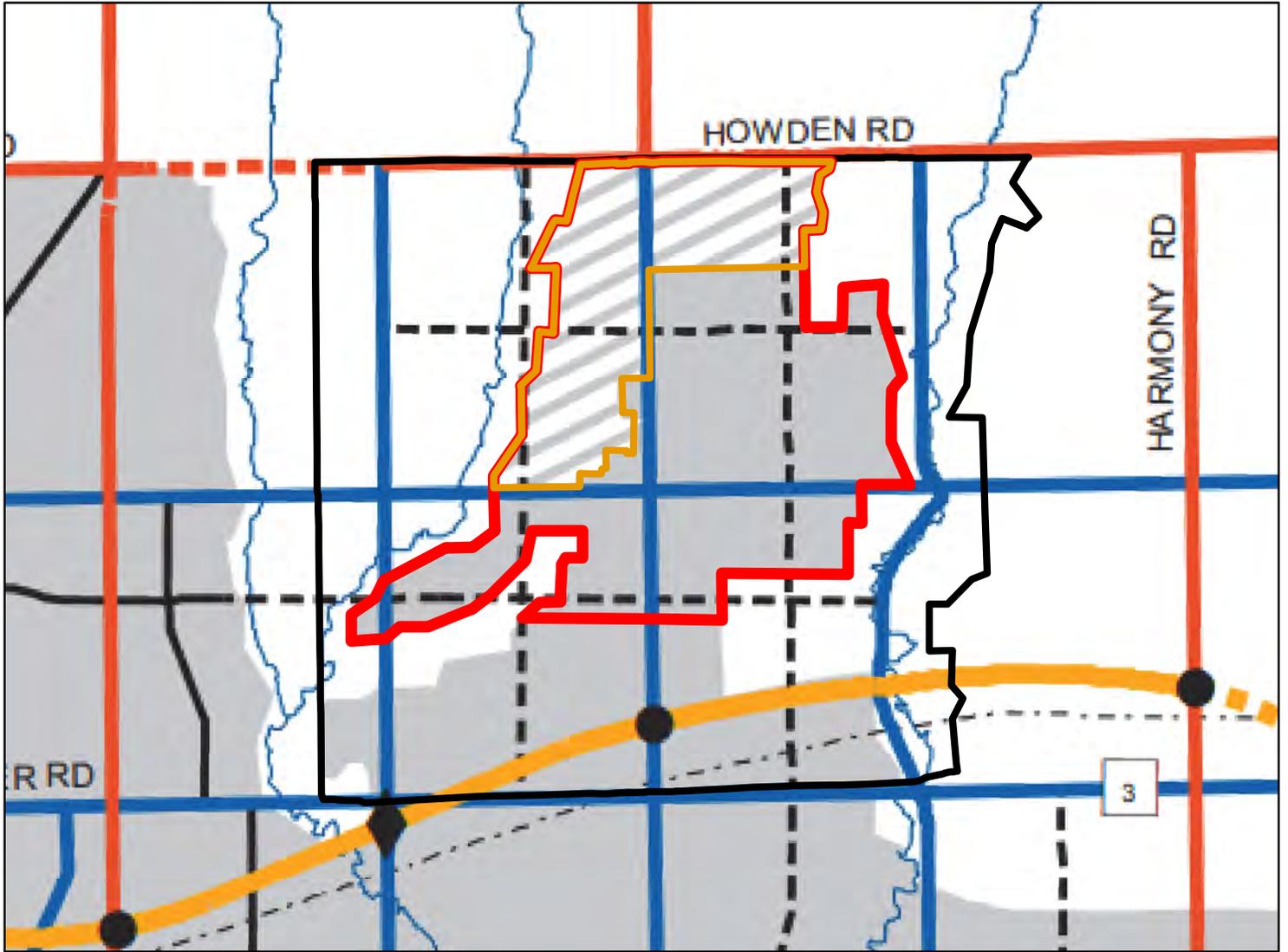
FIGURE A-4  
 Excerpt from:  
 Official Plan of the Regional Municipality of Durham  
 Schedule B, Map B2 - High Aquifer Vulnerability and Wellhead Protection Areas



**Legend**

- Lands Subject to Regional Deferrals
  Columbus Part II Plan Area
  Columbus Study Area Boundary
  
- HIGH AQUIFER VULNERABILITY AREAS
- WELLHEAD PROTECTION AREAS
- OAK RIDGES MORAINÉ CONSERVATION PLAN AREA BOUNDARY
- URBAN AREA
- LANDS APPEALED TO OMB, REFER TO POLICY 14.13.7.

FIGURE A-5  
 Excerpt from:  
 Official Plan of the Regional Municipality of Durham  
 Schedule C, Map C2 - Road Network



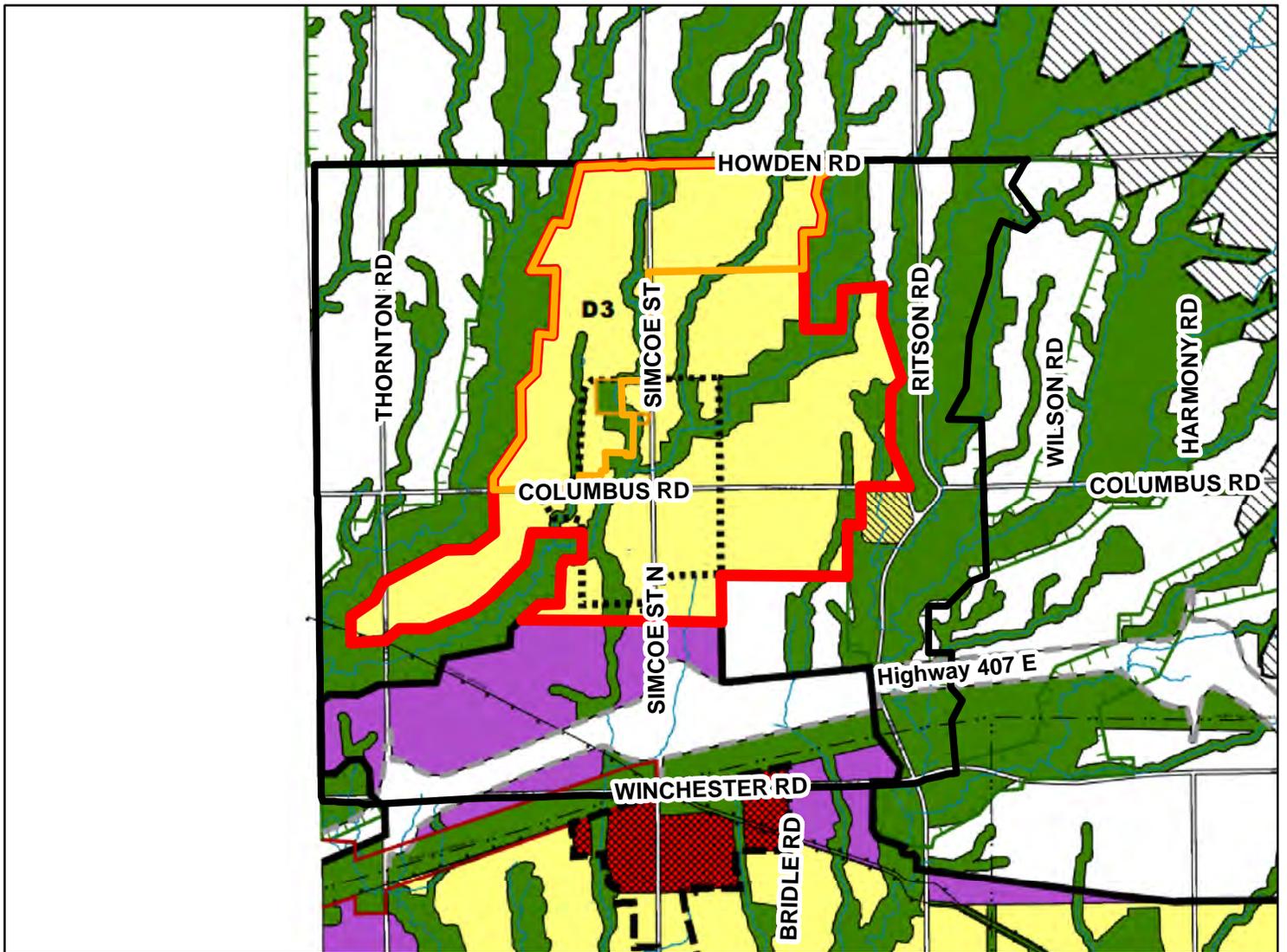
## Legend

Lands Subject to Regional Deferrals
  Columbus Part II Plan Area
  Columbus Study Area Boundary

<u>EXISTING</u>		<u>FUTURE</u>			
	FREEWAY				D7 DEFERRED BY THE MINISTER OF MUNICIPAL AFFAIRS
	TYPE A ARTERIAL				URBAN AREA
	TYPE B ARTERIAL				LANDS APPEALED TO OMB, REFER TO POLICY 14.13.7.
	TYPE C ARTERIAL				SPECIFIC POLICY AREA
	INTERCHANGES				
	EXISTING INTERCHANGES TO BE REMOVED				
	RAILWAY				
	HAMLET				



FIGURE A-7  
 Excerpt from:  
 City of Oshawa Official Plan  
 Schedule A - Land Use North Half



### Legend

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary

#### 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
- Deferred by Regional Council
- Local Central Area
- Boundary of Major Urban Area
- Built Boundary

#### Special Development Area

- Special Development Area
- Main Central Area Boundary
- Sub-Central Area Boundary
- Community Central Area Boundary
- Marina Node
- Recreational Node
- Tourist Node

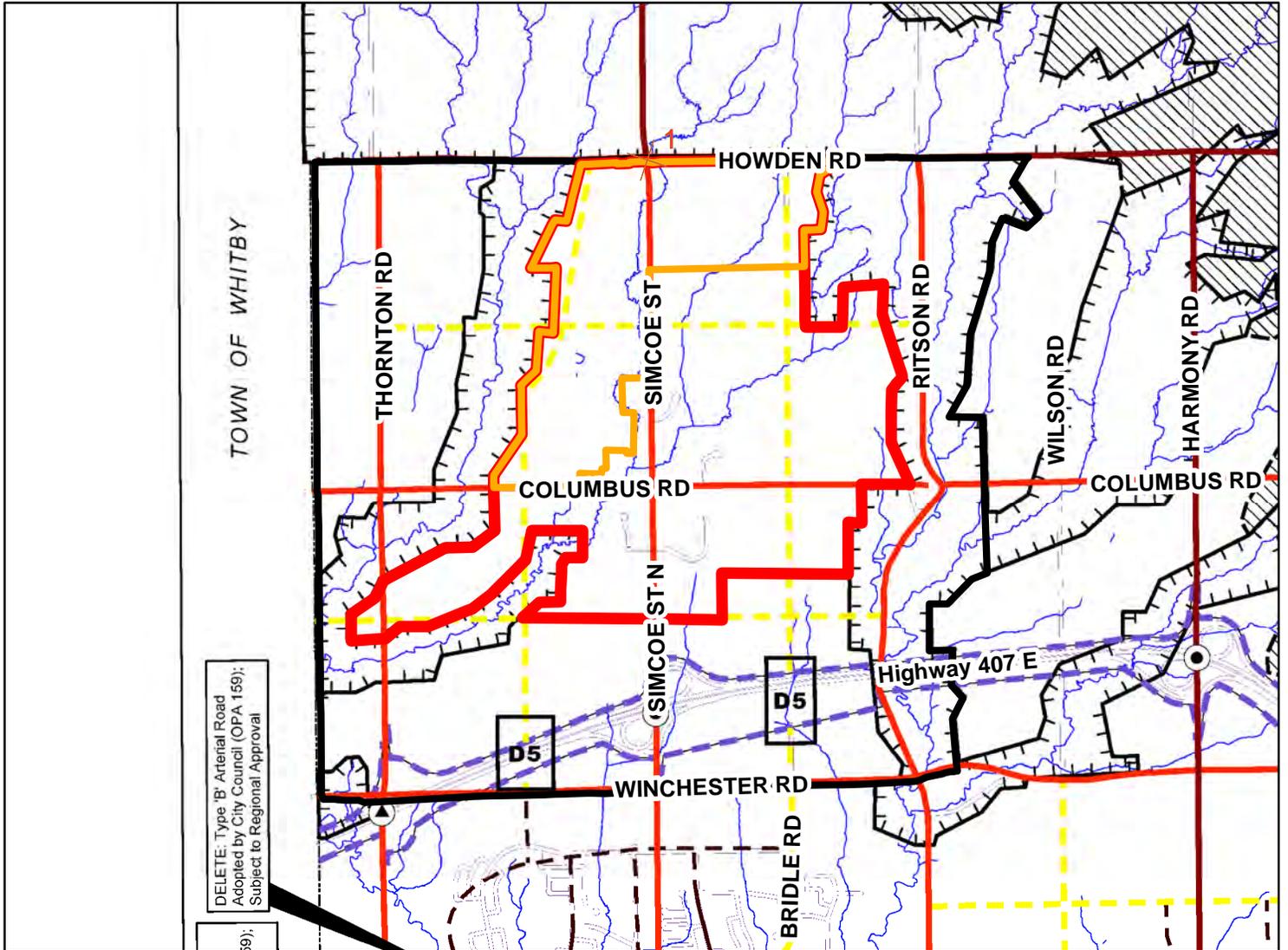
#### Rural Areas

- 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

#### Greenland Areas

- Open Space and Recreation

FIGURE A-8  
 Excerpt from:  
 City of Oshawa Official Plan  
 Schedule B - Road Network North Half

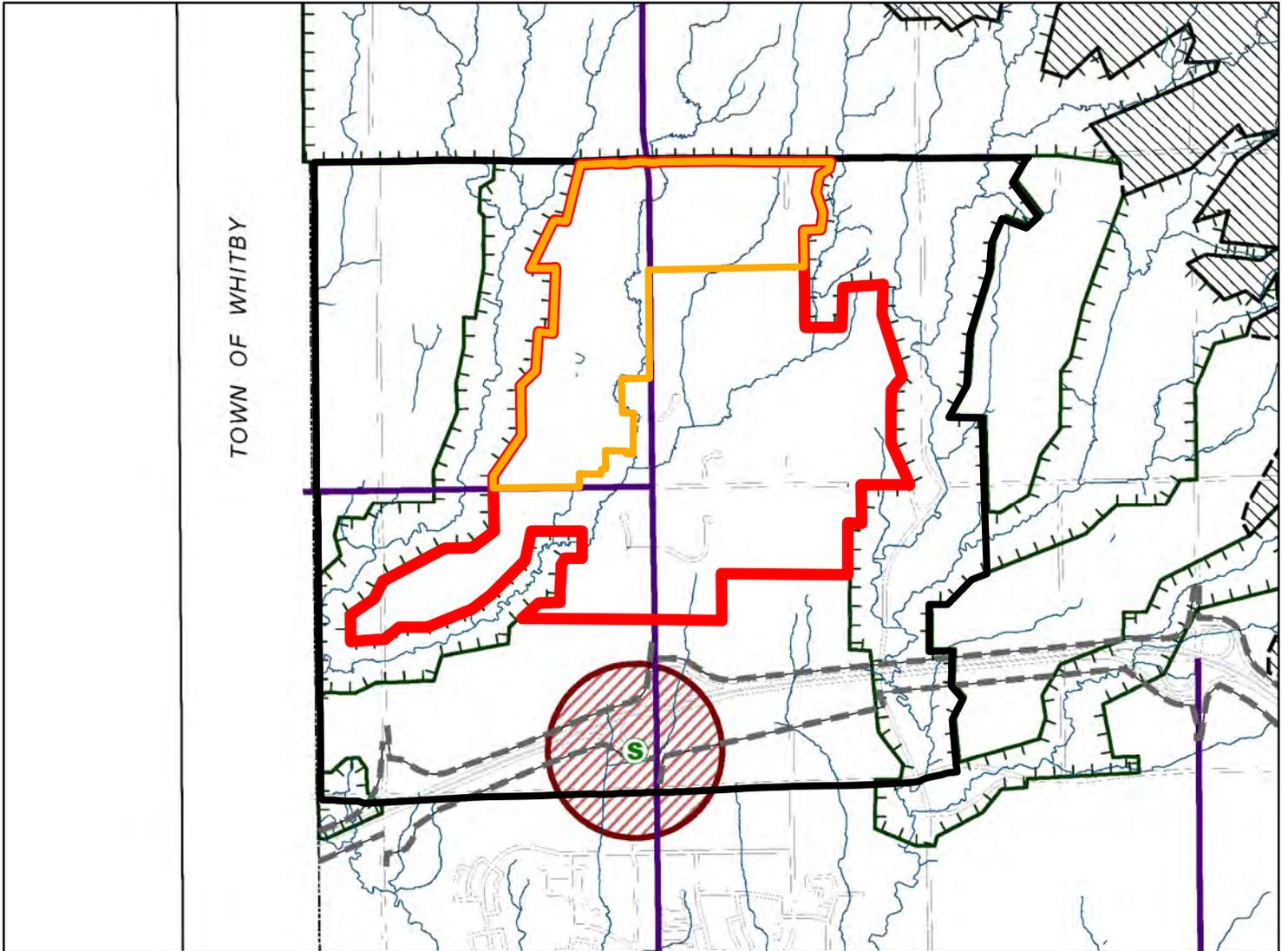


DELETE: Type 'B' Arterial Road  
 Adopted by City Council (OPA 159);  
 Subject to Regional Approval

**Legend**

- |   |                                     |   |                            |   |   |
|---|-------------------------------------|---|----------------------------|---|---|
|   | Lands Subject to Regional Deferrals |  | Columbus Part II Plan Area |  | Columbus Study Area Boundary                  |
| <b>Existing</b>   |                                     | <b>Future</b>   |                            |    | Provincial Highway 401                        |
|  | Type 'A' Arterial Road              |  |                            |    | Limits of Approved Highway 407 Corridor       |
|  | Type 'B' Arterial Road              |  |                            |    | Oak Ridges Moraine                            |
|  | Type 'C' Arterial Road              |  |                            |    | Greenbelt Protected Countryside Area Boundary |
|  | Collector Road                      |  |                            |    | Rail Line                                     |
|  | Interchange                         |  |                            |    | Existing Interchange to be Deleted            |
|   |                                     |   |                            |    | Deferred by Regional Council                  |

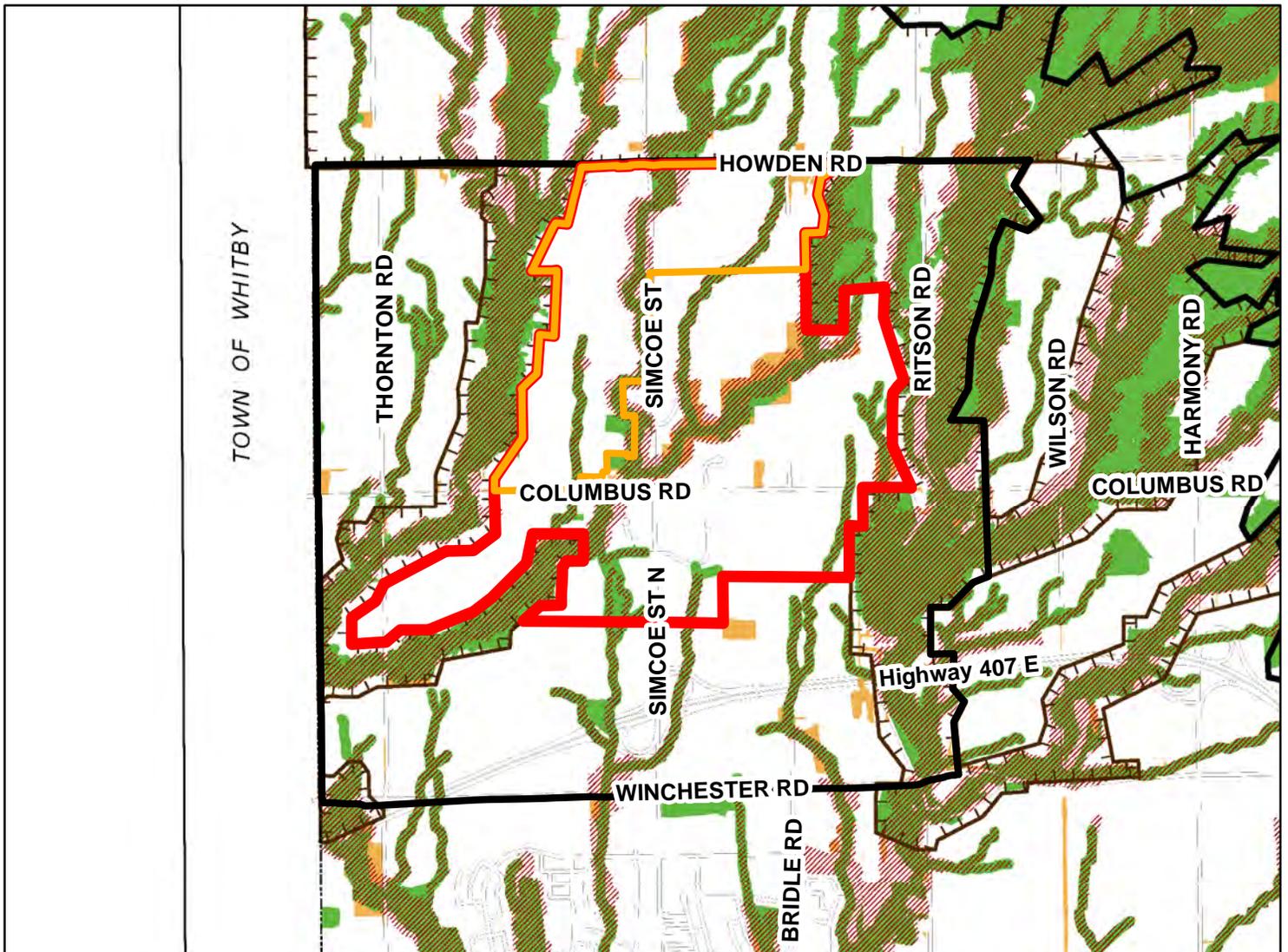
FIGURE A-9  
 Excerpt from:  
 City of Oshawa Official Plan  
 Schedule B-1 - Transit Priority Network North Half



**Legend**

- |   |  |                              |
|---|--|------------------------------|
| Lands Subject to Regional Deferrals           | Columbus Part II Plan Area                     | Columbus Study Area Boundary |
| Regional Transit Spine                        | Metrolinx EA Approved Rail Alignment           |                              |
| Oak Ridges Moraine                            | Commuter Station - Existing                    |                              |
| Greenbelt Protected Countryside Area Boundary | Commuter Station - Future                      |                              |
| Limits of Approved Highway 407 Corridor       | Transportation Hub - Undefined Geographic Area |                              |
| Provincial Highway 401                        | Transportation Hub - Defined Geographic Area   |                              |
| Rail Line                                     |  |                              |
| Deferred by Regional Council                  |  |                              |

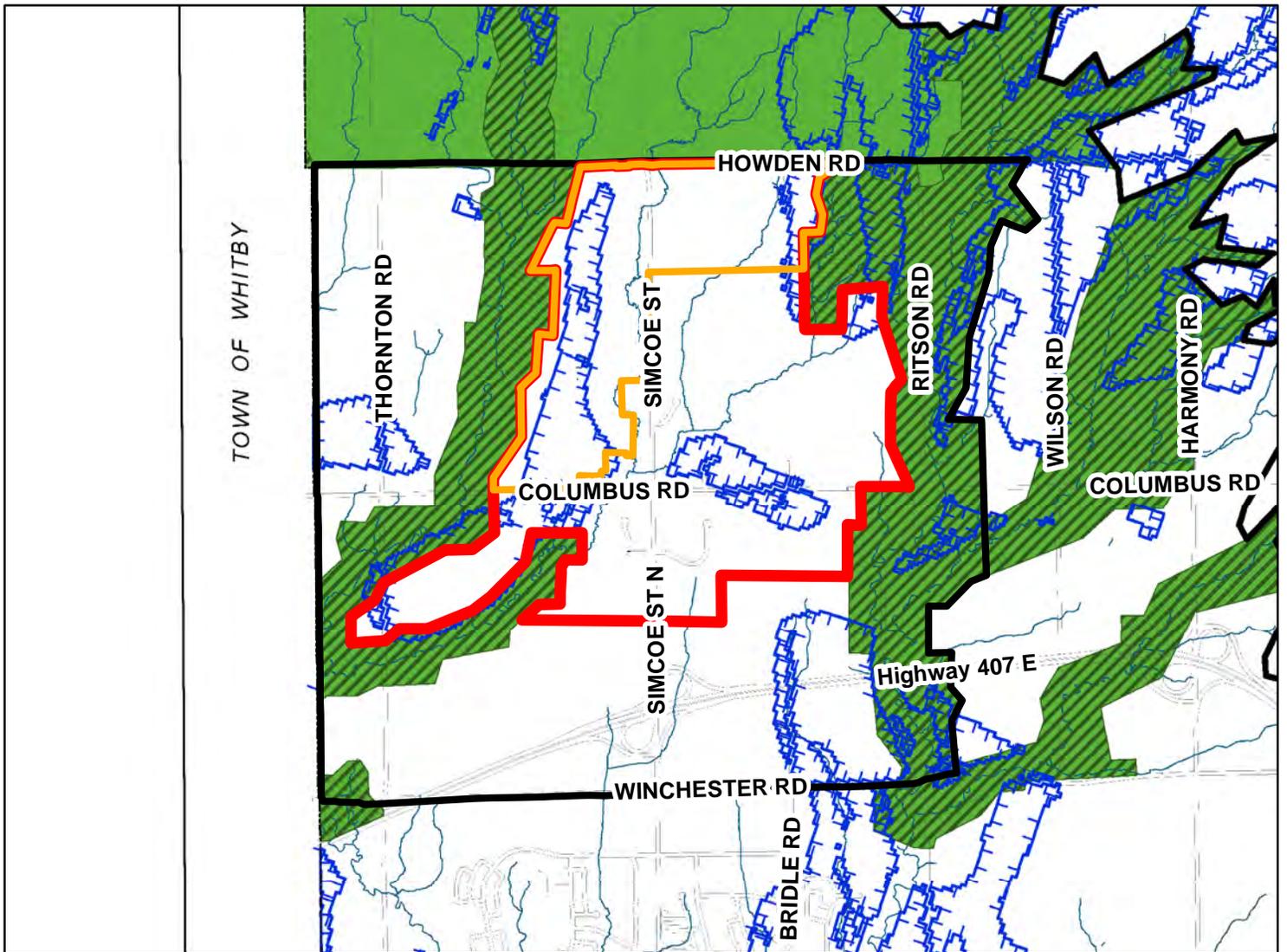
FIGURE A-10  
 Excerpt from:  
 City of Oshawa Official Plan  
 Schedule D-1 - Environmental Management North Half



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary
- Natural Heritage System
- Natural Heritage and/or Hydrologic Features Outside of the Natural Heritage System
- Hazard Lands
- Oak Ridges Moraine Boundary
- Greenbelt Protected Countryside Area Boundary
- ★ Known Waste Disposal Assessment Area - Deferral No. 5
- \* Known Waste Disposal Assessment Area - Policy 2.4.5.7(ii)
- Two Zone Floodplain Management Policy Area

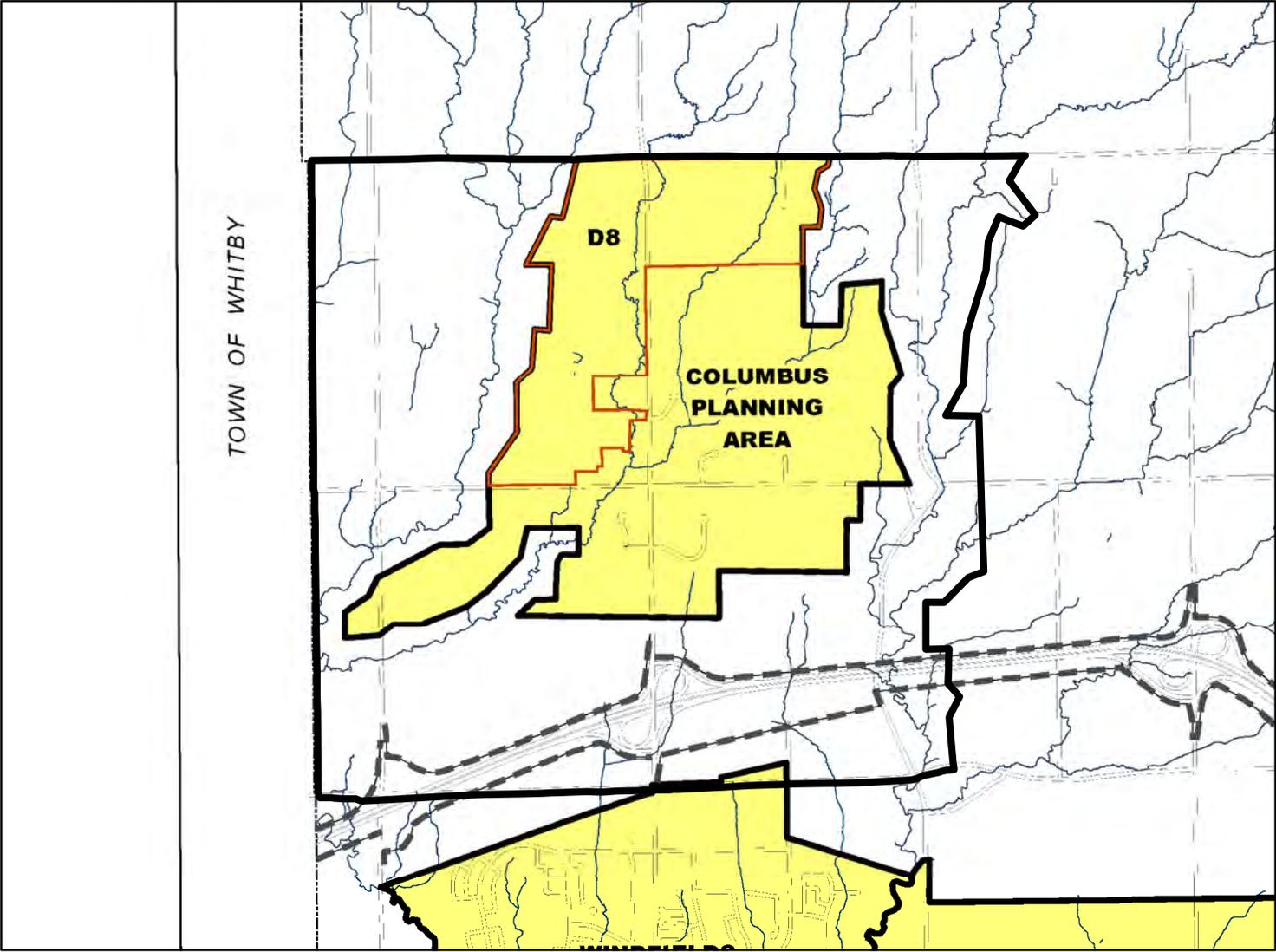
FIGURE A-11  
 Excerpt from:  
 City of Oshawa Official Plan  
 Schedule D-2 - Environmental Management North Half



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary
- Oak Ridges Moraine Boundary
- Greenbelt Protected Countryside Area
- Greenbelt Natural Heritage System
- Lake Iroquois Beach
- High Volume Recharge Areas
- High Potential Mineral Aggregate Areas
- 1km Shoreline Buffer

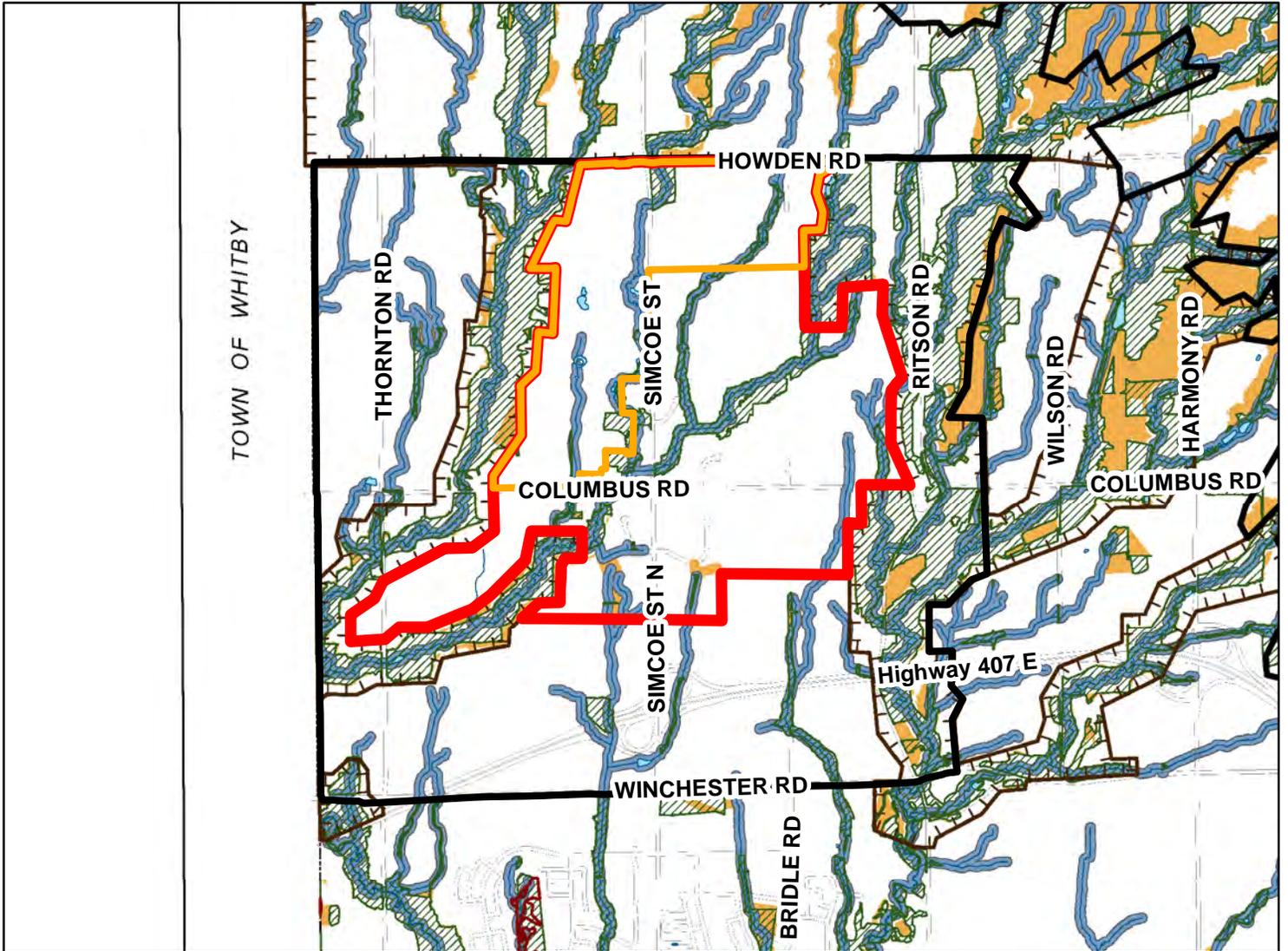
FIGURE A-12  
Excerpt from:  
City of Oshawa Official Plan  
Schedule E - Part II Plan Areas



**Legend**

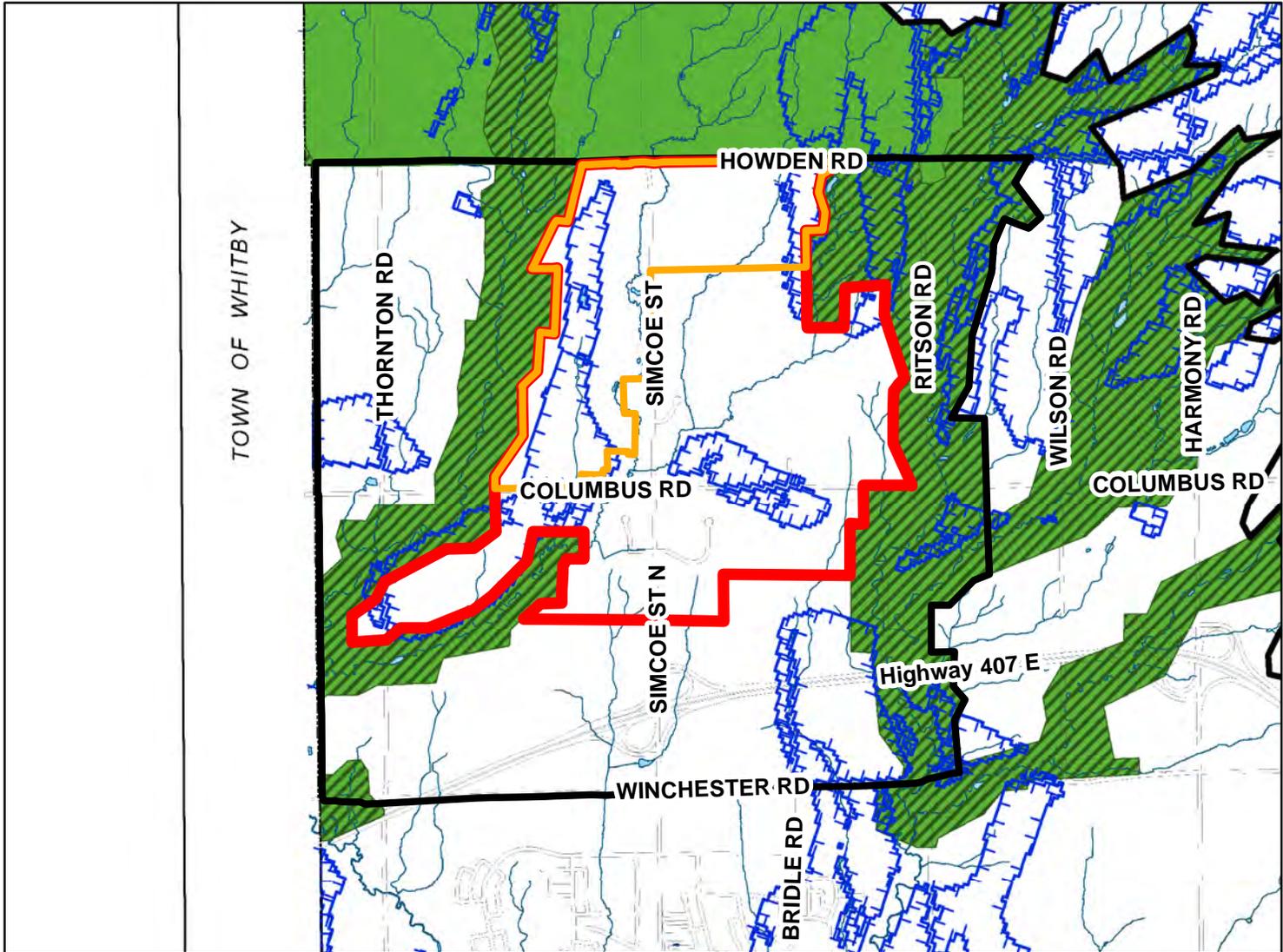
-  Columbus Study Area Boundary
-  Part II Planning Area Boundary
-  Part II Planning Area
-  Limits of Approved Highway 407 Corridor
-  Deferred by Regional Council

FIGURE A-13  
 Excerpt from:  
 City of Oshawa Official Plan  
 Schedule F-1A - Natural Heritage System Components North Half



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary
- Natural Cover Regeneration/Restoration Areas
- Key Natural Heritage Features and Key Hydrologic Features - Policy 5.1.2(h) & (i)
- Provincially Significant Wetland\*
- Greenbelt Protected Countryside Area Boundary
- Oak Ridges Moraine Boundary
- Areas of Natural and Scientific Interest (Life Science)\*
- Riparian Corridors
- Waterbody
- Watercourse



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary

Oak Ridges Moraine Boundary

Greenbelt Protected Countryside Area

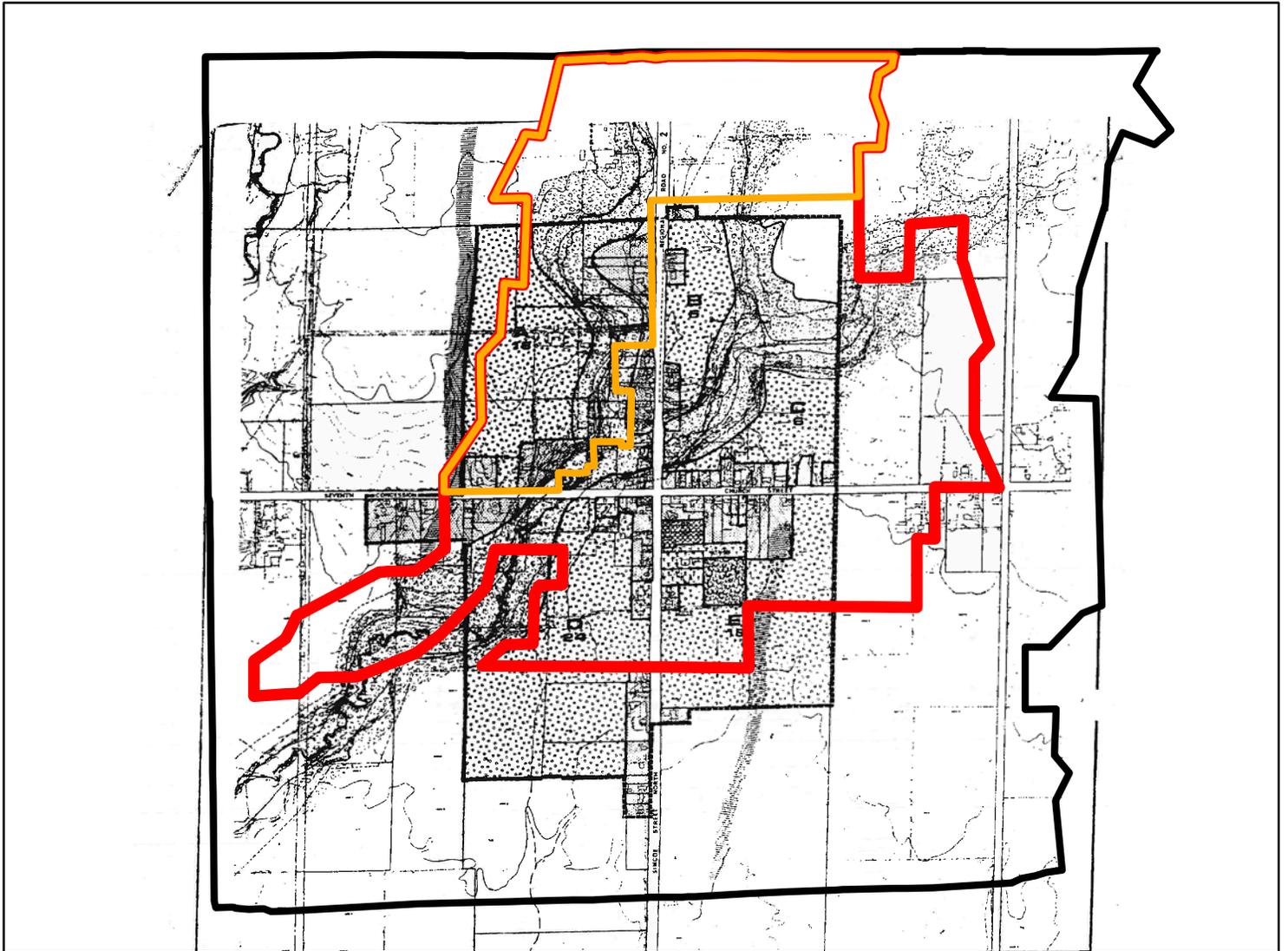
Greenbelt Natural Heritage System

High Volume Recharge Areas

Waterbody

Watercourse

FIGURE A-15  
 Excerpt from:  
 Development Plan for the Hamlet of Columbus, 1979  
 Schedule A - Development Plan



**Legend**

- Lands Subject to Regional Deferrals
- Columbus Part II Plan Area
- Columbus Study Area Boundary

LIMIT OF HAMLET PLAN AREA		RESIDENTIAL	
OPEN SPACE		EXISTING,	
CONSERVATION LANDS		AREA PROPOSED FOR DEVELOPMENT.	
INSTITUTIONAL		(Numbers Indicate Maximum Number of Residential Units Permitted)	
COMMERCIAL		INTERMITTENT SURFICIAL DRAINAGE	