

To: Development Services Committee

From: Paul D. Ralph, BES, RPP, MCIP, Commissioner,
Development Services Department

Report Number: DS-17-125

Date of Report: June 15, 2017

Date of Meeting: June 19, 2017

Subject: Integrated Study under the Planning Act and Municipal Class
Environmental Assessment Act to Develop a Part II Plan for the
Columbus Planning Area and to Assess Transportation
Infrastructure Requirements Within and in the Vicinity of the
Columbus Planning Area

File: B-2100-0103

1.0 Purpose

The purpose of this report is to recommend a study process for the preparation of an Integrated Study for the Columbus Planning Area. Specifically, the study process will integrate the requirements of the Planning Act with respect to the development of a Part II Plan for the Columbus Planning Area with the requirements of the Municipal Class Environmental Assessment Act (Class E.A. Act).

A number of landowners (i.e. the Columbus Landowners' Group) within and in the vicinity of the Columbus Planning Area approached City staff to initiate the process to prepare a Part II Plan for the Columbus Planning Area. It is appropriate that Terms of Reference be prepared and the study be conducted in accordance with the relevant provisions of the Planning Act and Section A.2.9 of the Class EA Act. Section A.2.9 allows municipalities to integrate the processing of Official Plan amendments including new Part II Plans adopted as an Official Plan amendment with the requirements for environmental assessment, including Class E.A. processes to assess transportation infrastructure requirements such as new arterial and/or collector roads and improvements to existing arterial and/or collector roads. This integrated approach assists in streamlining the review and approvals process for land use and transportation infrastructure planning.

Attachment 1 is a map showing the location of the Columbus Study Area Boundary and the Columbus Planning Area.

Attachment 2 is a map showing the alignments of existing arterial roads and the conceptual alignments of future arterial roads inside the Columbus Study Area Boundary, as identified in the Oshawa Official Plan.

Attachment 3 is a map showing proposed active transportation facilities inside the Columbus Study Area Boundary, as identified in the City's approved Active Transportation Master Plan.

Attachment 4 is a letter dated June 7, 2017 from GHD identifying the composition of the Columbus Landowners' Group and advising that with respect to timing, the group considers it appropriate to commence work to undertake the development of a Part II Plan for the Columbus Planning Area, to be fully funded by the landowners' group.

2.0 Recommendation

That the Development Services Committee recommend to City Council:

1. That, pursuant to Report DS-17-125 dated June 15, 2017, the Commissioner of Development Services be authorized to approve appropriate Terms of Reference in a form and content satisfactory to said Commissioner to complete the Columbus Part II Plan Integrated Study, with the scope of work generally based on the analytical components described in said Report.
2. That the Mayor and City Clerk be authorized to execute an agreement in a form and content satisfactory to the Commissioner of Development Services and the City Solicitor with all members of the Columbus Landowners' Group and to retain the services of consultant(s) to implement the Terms of Reference for the Columbus Part II Plan Integrated Study, to be fully paid for by the Columbus Landowners' Group.

3.0 Executive Summary

Not applicable.

4.0 Input From Other Sources

The draft Terms of Reference for the Columbus Part II Plan Integrated Study (the Study) will be circulated to other departments and agencies including the Region of Durham, the Central Lake Ontario Conservation Authority (CLOCA) and to the Columbus Landowners' Group (C.L.G.) for review and comments before they are finalized.

In addition, external agencies such as the Region of Durham, CLOCA and the Town of Whitby, together with other stakeholders, the C.L.G. and other City departments, will be involved and provided the opportunity for comments and input during the study process itself.

5.0 Analysis

5.1 Background Information

5.1.1 Amendment 128 to the Durham Regional Official Plan (R.O.P.A. 128)

The Region of Durham, through R.O.P.A. 128, expanded Oshawa's Major Urban Area boundary to include additional lands for both Living Areas and Employment Areas north of

Highway 407 East in the Hamlet of Columbus area. The majority of the Living Area expansion in the Columbus area was ultimately approved by the Ontario Municipal Board (O.M.B.) on January 9, 2013. However, a portion of the proposed Living Areas expansion remains before the O.M.B. and is subject to Policy 14.13.7 of the Durham Region Official Plan (D.R.O.P.).

Policy 14.13.7, as it applies to certain lands in the Columbus area in Oshawa (see Attachment 1), requires the City of Oshawa to complete a comprehensive review of its Official Plan before the O.M.B. resumes its consideration of the proposed Living Areas expansion. In this regard, it is intended that Oshawa's municipal comprehensive review provide the analysis to justify the proposed Living Areas expansion, for further consideration by the O.M.B.

As discussed in Section 5.1.2 below, the Oshawa Official Plan was amended to conform to the D.R.O.P and R.O.P.A. 128 through Official Plan Amendment 179 (O.P.A. 179). O.P.A. 179 serves as the City's comprehensive review for the purposes of D.R.O.P. Policy 14.13.7. Staff anticipate that the matter of the Columbus expansion area subject to Policy 14.13.7 will be dealt with by the O.M.B. in 2017.

5.1.2 Amendment 179 to the Oshawa Official Plan (O.P.A. 179)

On February 1, 2016 O.P.A. 179 was adopted by City Council. 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 such 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 O.M.B pending resolution of D.R.O.P. Policy 14.13.7 (see Attachment 1).

As noted by the Region in its decision regarding O.P.A. 179, using Howden Road as the Urban Area boundary is not consistent with the Regional Official Plan currently in effect. A decision by the O.M.B. is required before confirmation of the location of the urban boundary. As such, it was necessary for the Region to defer the urban boundary location and proposed designation of certain lands located south of Howden Road, east and west of Simcoe Street North, as Residential and Open Space and Recreation (i.e. the same lands subject to D.R.O.P. Policy 14.13.7).

Section 8.2.2 of the Oshawa Official Plan directs that a Part II Plan shall be prepared for the Columbus Planning Area. The C.L.G. approached the City to initiate the process to prepare a Part II Plan for the Columbus Planning Area (see Attachments 1 and 4).

To assist in streamlining the review and approvals process, it is appropriate to integrate the processing of a new Part II Plan for the Columbus Planning Area with the requirements of the Class E.A. process to assess transportation infrastructure requirements, such as new arterial and/or collector roads and improvements to existing arterial and/or collector roads. Since development within the Columbus Planning Area will impact matters such as transportation and servicing infrastructure not only within the Planning Area itself but also in the surrounding area, it is appropriate that the actual study area extend beyond the limits of the Columbus Planning Area.

Accordingly, the Columbus Study Area is generally bounded by Howden Road to the north, the easterly branch of the Oshawa Creek and associated Greenbelt Natural Heritage System to the east, Winchester Road to the south and Thornton Road North and the Oshawa-Whitby boundary to the west (see Attachment 1).

The Columbus Study Area encompasses the lands comprising the Columbus Planning Area (including the area subject to certain deferrals to OPA 179) and also includes lands extending beyond the boundary of the Columbus Planning Area. As noted above, this is to ensure that the study process includes an appropriate environmental assessment of transportation infrastructure requirements in and around the Columbus Planning Area under the Class E.A. Act. In this regard, Attachment 2 shows the existing and future arterial road network within and surrounding the Columbus Planning Area, and Attachment 3 shows the proposed active transportation facilities within and surrounding the Columbus Planning Area. This information provides useful references with respect to identifying elements of the transportation network to be assessed.

Part II Plans have been prepared for the Eastdale, Pinecrest, Taunton, Windfields and Kedron Part II Planning Areas. Part II Plans provide the detailed land use designations and policies that establish the framework for the development of communities in Oshawa. It is appropriate to initiate the Columbus Part II Plan Integrated Study in consideration of the following:

- Development of the Columbus Planning Area represents the next step in the sequential growth of Oshawa pursuant to development phasing policy 8.1.5 in the Oshawa Official Plan, in order to provide for an additional supply of residential lands in the City and allow for choice in a range of housing types;
- The Columbus Planning Area is required to meet the City's forecasted housing needs to the year 2031; and
- It will also serve to indicate to the Region the need to plan and advance services to this area of north Oshawa.

5.2 Proposed Part II Plan Integrated Study

5.2.1 Current Situation

The C.L.G., represented by GHD, has approached the City concerning the initiation of a process to prepare a Part II Plan Integrated Study for the Columbus Planning Area. In a letter dated June 7, 2017, GHD has identified the current membership of the C.L.G. (see Attachment 4). Based on information provided by the C.L.G., the group controls over 60 percent of the land within the Columbus Planning Area located outside of the hamlet (see Attachment 4).

As per the C.L.G.'s June 7, 2017 letter (see Attachment 4), the group has agreed to fund the necessary studies leading to and including the adoption of a Part II Plan. In discussion with staff, the C.L.G. has suggested a model for the preparation of a Part II Plan similar to that followed for the preparation of the Kedron Part II Plan. This would involve the engagement of independent consultants by the City, at the expense of the C.L.G., to

address land use, environment, transportation (including roads and active transportation), functional servicing (including storm water management), commercial analysis, sustainable development, archaeological and heritage resources and other matters.

In consultation with City staff and the CLOCA, the C.L.G. has already initiated work to prepare a subwatershed plan to inform the preparation of a new Part II Plan for the Columbus Planning Area. Pursuant to Policy 5.2.5 of the Oshawa Official Plan, a subwatershed plan must be prepared in advance of or concurrently with a new Part II Plan, and must be completed prior to Council's adoption of the new Part II Plan so as to meaningfully inform the preparation of the Part II Plan.

In response to the representations of the C.L.G., it is recommended that the process to prepare a Columbus Part II Plan begin in 2017 using the process generally followed for the preparation of the Kedron Part II Plan. Specific details of any financial arrangements with the C.L.G. will need to be established and a process for liaising with property owners, including any other Columbus property owners that are not part of the C.L.G., will need to be developed.

As an appropriate first step, staff recommends that the Commissioner of Development Services be authorized to approve appropriate Terms of Reference for the conduct of the Columbus Part II Plan Integrated Study, with the scope of work generally based on the analytical components described in Section 5.2.2 below. These Terms of Reference shall only be finalized once other stakeholders such as (e.g. the Region of Durham and CLOCA) and the C.L.G. have been provided an opportunity to review and provide comments.

In addition, it is recommended that the Mayor and City Clerk be authorized to execute an appropriate agreement between the City and the members of the C.L.G. to retain the services of consultant(s) to implement the Terms of Reference for the Columbus Part II Plan Integrated Study, which shall be fully paid for by the C.L.G.

Should City Council adopt the Recommendation in this report, the process to develop appropriate Terms of Reference will follow, with opportunities provided to other City departments, external agencies and the C.L.G. to review and comment on the draft Terms of Reference before they are finalized and approved by the Commissioner of Development Services. Once approved, staff will issue a Request for Proposals from qualified consultant teams. Once the consulting team has been engaged, staff will report back to the Development Services Committee regarding the study work program and anticipated timeframe.

5.2.2 Terms of Reference Framework

The purpose of the Study is to prepare a variety of land use alternatives for a Columbus Part II Plan, assess and evaluate each alternative according to appropriate criteria (e.g. environmental, transportation, density and sustainability criteria), and identify a recommended land use alternative with input from other departments and agencies, the C.L.G. and the public.

The Terms of Reference shall ensure that the Study addresses the relevant requirements of both the Planning Act and Section A.2.9 of the Class E.A. Act. Section A.2.9 gives

municipalities the ability to concurrently process new Part II Plans and address the requirements for environmental assessments relating to transportation infrastructure. As such, the Terms of Reference will reflect an integrated approach that combines numerous steps from both the Planning Act and the Class E.A. Act into one streamlined process, thereby shortening timelines and minimizing costs.

The Terms of Reference will include an overview of the guiding policy framework including the Growth Plan for the Greater Golden Horseshoe (2017), Greenbelt Plan (2017), Oak Ridges Moraine Conservation Plan (2017), the D.R.O.P. and the Oshawa Official Plan. In addition, the Terms of Reference will outline detailed requirements for a work plan for the Study that includes, but is not limited to, the following analytical components:

5.2.2.1 Natural Environment Review

The Natural Environment Review will require the consultant to:

- Review storm water management studies;
- Define the natural heritage characteristics, vegetation limits, existing woodlots, creek crossings for the various development alternatives and confirm locations where site-specific investigations should occur; and
- Assess vegetative communities, plants, wildlife species, geomorphology and restoration possibilities.

5.2.2.2 Transportation Assessment and Justification

The Transportation Assessment and Justification will require the consultant to:

- Prepare a profile of existing transportation conditions;
- Prepare an estimate of future conditions confirmed for the interim and ultimate time horizons;
- Identify the transportation problem(s) and opportunities within the Columbus Study Area; and
- Assess Active Transportation opportunities.

5.2.2.3 Land Use Analysis

The Land Use Analysis will require the consultant to:

- Prepare an inventory of existing and proposed land uses by area and type within and adjacent to the Columbus Study Area;
- Incorporate the findings from the subwatershed study including the lands to be designated as Natural Heritage System;

- Identify any impact that development may have on existing uses within the Columbus Study Area, particularly on the existing residential uses within the Development Plan for the Hamlet of Columbus; and
- Identify locations for future residential densities, schools, parks, places of worship and commercial uses.

5.2.2.4 Functional Servicing Analysis

The Functional Servicing Analysis will require the consultant to:

- Identify and assess the future availability of the provision of water and sanitary sewer services and constraints for lands within the Columbus Study Area;
- Incorporate the results of the Columbus Subwatershed Study and related drainage and water quantity and quality matters into the development of alternatives and ultimately a recommended Part II Plan; and
- Prepare a servicing plan illustrating the general provision of water services, sanitary sewer services and storm water drainage and associated facilities for lands within the Columbus Study Area, including a phasing and costing schedule.

5.2.2.5 Archaeological and Heritage Analysis

The Archaeological and Heritage Analysis will require the consultant to:

- Analyze archaeological potential; and
- Prepare a cultural heritage resource analysis which will include a review of Heritage Oshawa's Inventory of City of Oshawa Heritage Properties.

5.2.2.6 Commercial Analysis

The Commercial Analysis will require the consultant to:

- Review all available commercial background information from the City and the Region including the existing inventory of retail space;
- Identify the need for neighbourhood and/or community-based commercial uses based on a residual demand analysis; and
- Identify the need for commercial uses to serve a broader geographical area, including potential higher-order uses (e.g. hotel, office, etc.).

5.2.2.7 Sustainable Development Analysis

The Sustainable Development Analysis will require the consultant to:

- Identify and assess sustainable development principles and practices; and

- Prepare a set of guiding principles for sustainable development, including a development pattern that encourages and supports transit usage and active transportation, is adaptable over time, provides healthy lifestyle choices, and offers a mix of housing and other uses which help to create a complete, vibrant community.

5.2.2.8 Opportunities and Constraints Analysis/Background and Analysis Report

The consultant shall prepare a review and assessment of the various development opportunities and constraints to inform a Background and Analysis Report (e.g. environmental constraints, cultural heritage constraints, opportunities for views and vistas, and transportation issues). The Background and Analysis Report, in turn, will summarize the results of the various analyses required under the Terms of Reference.

The initial phase of the study process involving the preparation of the Background and Analysis Report for Council will be followed by the development of a variety of land use alternatives for a Columbus Part II Plan, for comments and input. After reporting on the land use alternatives, a final recommended alternative will be prepared on the basis of input from City departments, external agencies, the C.L.G. and the public for consideration by Council.

5.2.3 Public Consultation

An important part of the preparation of the Study will be an extensive public participation process which blends the public consultation requirements of both the Planning Act and Class E.A. Act through statutory Planning Act Public Meetings and Public Information Centres. In addition, the public and community outreach program will extend beyond the legislated minimum requirements and may include such matters as:

- Public Correspondence Review
- Public Information Centres
- Study Webpage
- Community Advisory Committee
- Technical Agency Advisory Committee
- Development Services Committee Meetings (including a Statutory Public Meeting and status reports to Council)
- Notice of Study Completion

A key component of the public consultation process will include a visioning exercise for the community of Columbus. In this regard, on May 24, 2011 Council approved the following recommendation pursuant to Report DS-11-173:

“That a separate City-initiated Visioning Exercise for the Community of Columbus not be advanced by the City at this time and that property owners in Columbus be invited to provide any visioning comments to the City as part of the update to the Development Plan for the Hamlet of Columbus.”

The Columbus Part II Plan Integrated Study is intended to result in a new Part II Plan for the Columbus Planning Area, which will effectively replace the existing Development Plan for the Hamlet of Columbus with updated policies to guide future land use and development. Accordingly, the subject Study serves as an appropriate vehicle to

undertake the visioning exercise for the community of Columbus as per Council's previous direction.

Staff will advise Council of any public information or public meeting dates. Staff will also report on the status of the Study as necessary.

6.0 Financial Implications

The C.L.G. intends to fund the cost of consultants for the full Columbus Part II Plan Integrated Study including the preparation of a Part II Plan for the Columbus Planning Area.

Staff time assigned to the project will be funded from the approved Operating Budget.

7.0 Relationship to the Oshawa Strategic Plan

The recommendation advances the Accountable Leadership, Economic Prosperity and Financial Stewardship, Environmental Responsibility, Social Equality and Cultural Vitality goals in the Oshawa Strategic Plan.



Warren Munro, HBA, Director,
Planning Services

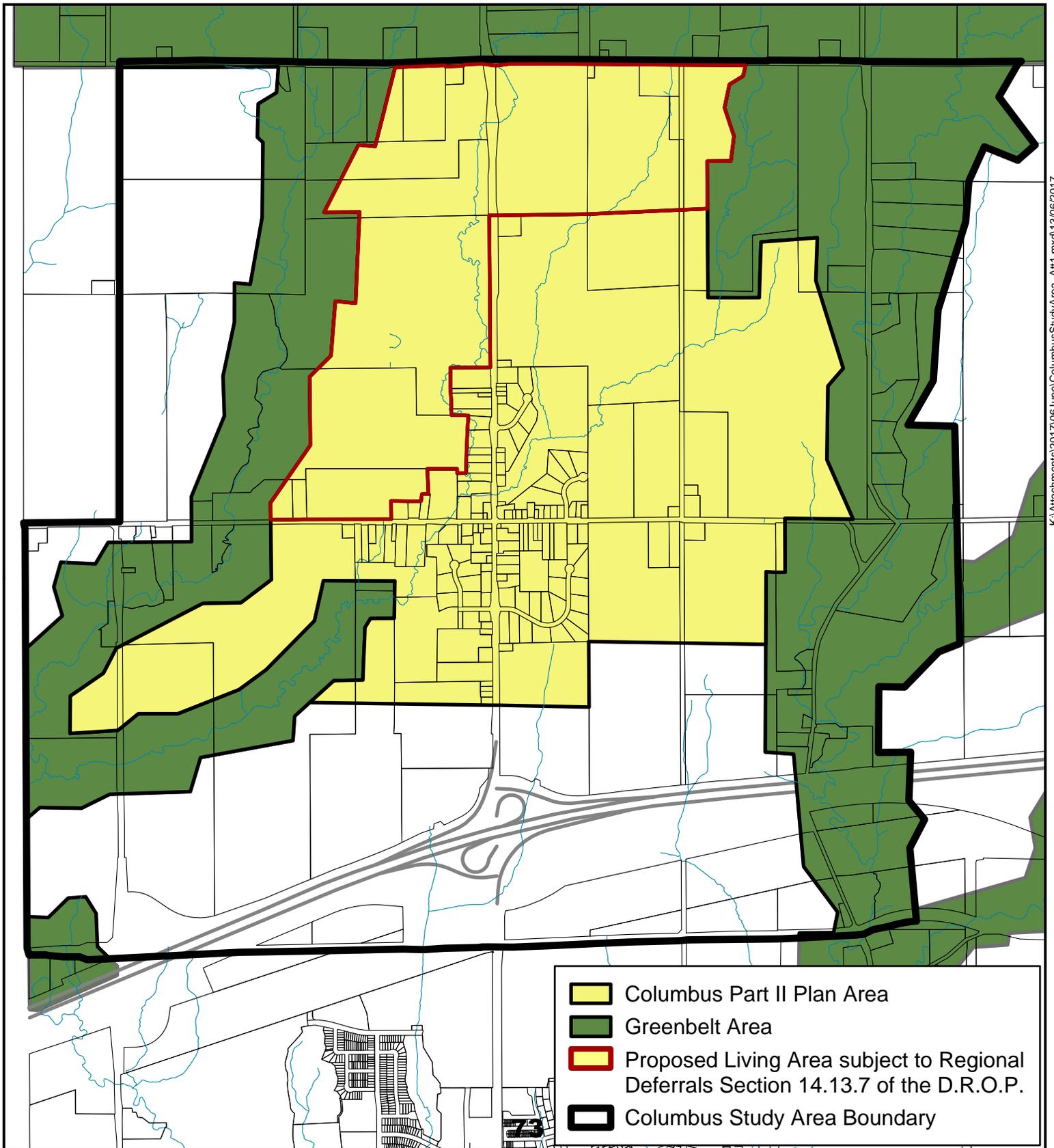


Paul D. Ralph, BES, RPP, MCIP, Commissioner,
Development Services Department

Subject: Integrated Study under the Planning Act and Municipal Class Environmental Assessment Act to Develop a Part II Plan for the Columbus Planning Area and to Assess Transportation Infrastructure Requirements Within and in the Vicinity of the Columbus Planning Area

File: B-2100-0103

City of Oshawa
Development Services Department

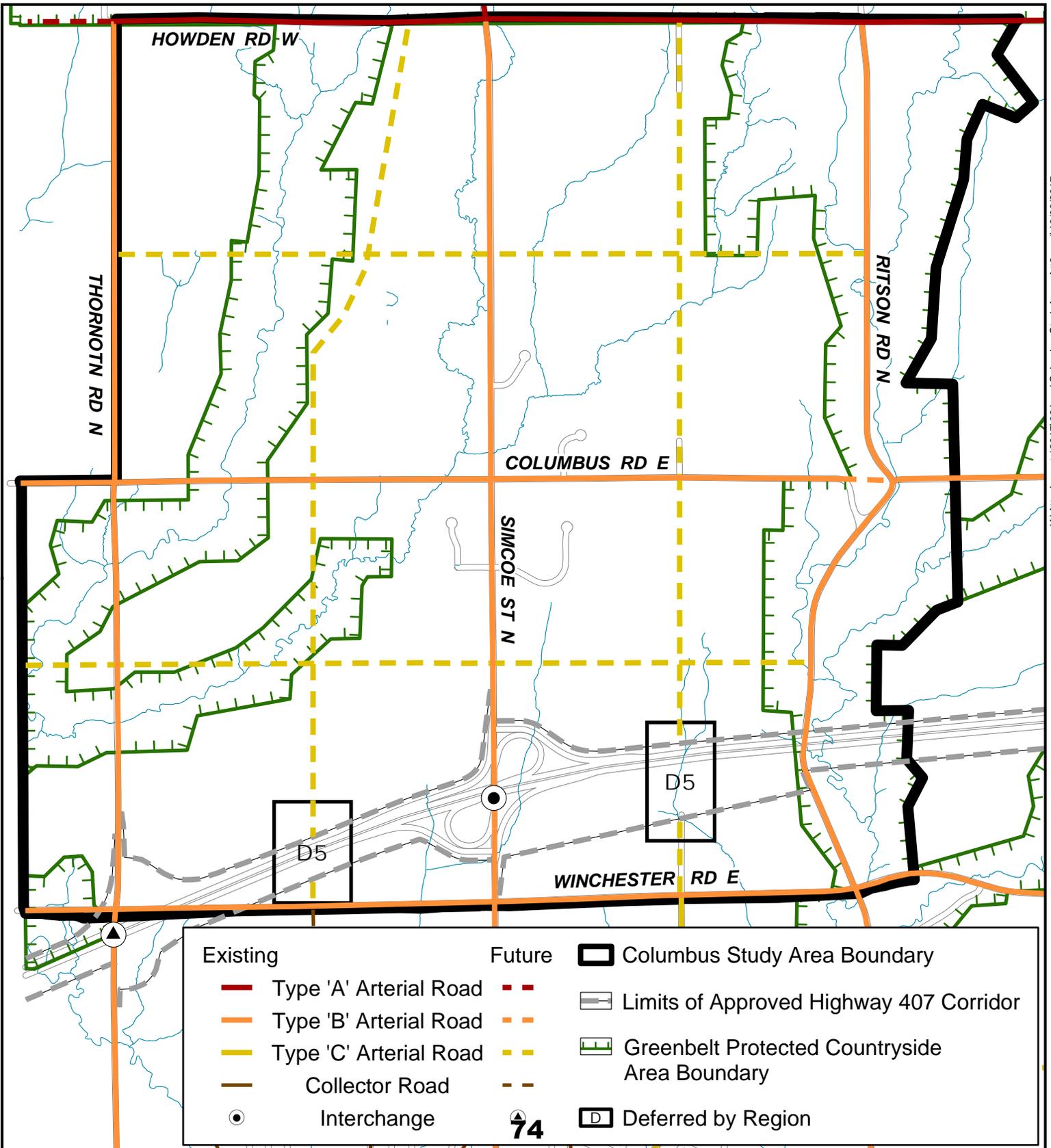


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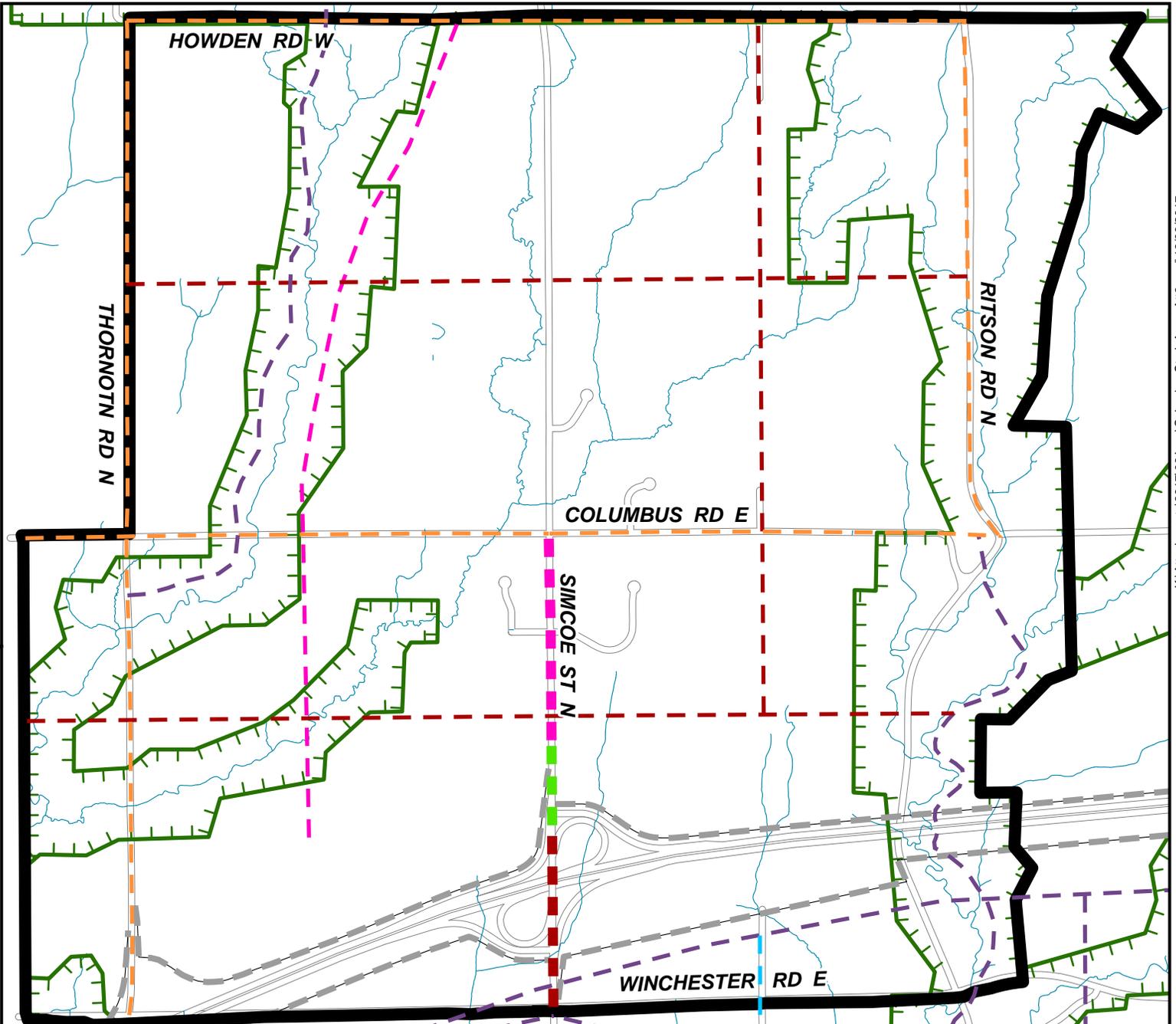


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Development Services Department

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Region	City		
— — — —	— — — —	Proposed Off-Road Multi-Use Trail	Columbus Study Area Boundary
— — — —	— — — —	Proposed Separated Bicycle Lane	Limits of Approved Highway 407 Corridor
— — — —	— — — —	Proposed Bicycle Lane	Greenbelt Protected Countryside Area Boundary
— — — —	— — — —	Proposed Urban Paved Shoulder	
— — — —	— — — —	Proposed Rural Paved Shoulder	
— — — —	— — — —	Proposed Signed Only Bicycle Road	



June 7, 2017

Reference No. 8812199

Mr. P. Ralph, MCIP, RPP
Commissioner, Development Services
City of Oshawa
50 Centre Street South
Oshawa ON L1H 3Z7

Dear Sir:

**Re: Part II Official Plan for
Columbus Part II Planning Area
City of Oshawa**

We are the consulting planners for a group of landowners in the Columbus Planning Area which we will refer to as the Columbus Landowner's Group (CLG). The landowner's in this group consist of:

- Sorbara Developments/Tribute Communities Partnership
- Halloway Developments
- Menkes Developments
- G8 Oshawa Investments Limited
- Setcon Investments/Guglietti Brothers Investments

Together these owners hold over 60% of the land within the Columbus Planning Area that is outside the original hamlet. We also expect additional lands to be added to the CLG ownership in the next few months.

The CLG is currently conducting the Columbus Subwatershed Study (SWS) with the guidance of a Steering Committee made up of representatives of the City, the Central Lake Ontario Conservation Authority and the landowners. The study is progressing smoothly and has reached the point where Phase 2 will soon be ready to commence. As we have discussed, it would be an effective and efficient use of resources to now integrate the Subwatershed Study with a Part II Plan study for future development of Columbus. As a result, the CLG believes that it is time to begin the Part II Planning process for Columbus.

As with the Subwatershed Study, the CGL is agreeable to funding the necessary studies leading to and including the adoption of a Part II Plan based upon a mutually agreeable terms of reference to be finalized in the near future with the Commissioner of Development Services. The CLG anticipates that the City will retain consultants to complete the work with funds provided by CLG, under the direction of a Steering Committee similar to that of the Subwatershed Study. Due to the financial commitment of the CLG, the landowners would insist on membership on the Steering Committee and adherence to a strict timeframe, including regularly scheduled meetings of the Steering Committee.



Thank you and your staff for your continued cooperation in this matter.

Sincerely,
GHD

A handwritten signature in blue ink, appearing to read 'Bryce Jordan'.

Bryce Jordan, MCIP, RPP
Planning Manager

BJ/mh

Encl.