

To: Development Services Committee

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

Report Number: DS-19-27

Date of Report: February 20, 2019

Date of Meeting: February 25, 2019

Subject: Proposed City-initiated Amendments to the Oshawa Official  
Plan and Zoning By-law 60-94 for part of the Northwood  
Business Park

File: B-3200-1310

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## 1.0 Purpose

The purpose of this report is to provide background information for the Planning Act public meeting to consider various proposed City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 for part of the Northwood Business Park.

On September 24, 2018 Council authorized this Department to initiate the public process that will allow Council to consider City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 for part of the Northwood Business Park.

Attachment 1 shows the location of the portion of the Northwood Business Park affected by the proposed zoning by-law amendments.

Attachment 2 is Map A4 of Schedule “A” to Zoning By-law 60-94 that shows the current zoning on the northern portion of the subject Northwood Business Park area.

Attachment 3 shows proposed Zoning By-law Amendments to Map A4 of Schedule “A” to Zoning By-law 60-94 for the northern portion of the subject Northwood Business Park area.

Attachment 4 is Map A3 of Schedule “A” to Zoning By-law 60-94 that shows the current zoning on the southern portion of the subject Northwood Business Park area.

Attachment 5 shows the proposed Zoning By-law Amendments to Map A3 of Schedule “A” to Zoning By-law 60-94 for the southern portion of the subject Northwood Business Park area.

A notice advertising the public meeting was mailed to all required public bodies. In addition, a notice was published in the Oshawa This Week and Oshawa Express

newspapers. The notice was also posted on the City's website and communicated through its Corporate Twitter and Facebook social media accounts.

## **2.0 Recommendation**

That, the proposed City-initiated amendments to the Oshawa Official Plan and Zoning By-law 60-94 for part of the Northwood Business Park, as generally set out in Report DS-19-27 dated February 20, 2019 (File B-3200-1310), be referred back to the Development Services Department for further review and the preparation of a subsequent report and recommendation. This referral does not constitute or imply any form or degree of approval.

## **3.0 Executive Summary**

Not applicable.

## **4.0 Input from Other Sources**

### **4.1 Other Departments and Agencies**

Other departments and agencies have been circulated the proposed amendments for review and comment as part of the formal amendment process.

## **5.0 Analysis**

### **5.1 Background**

The Northwood Business Park is generally bounded by Taunton Road West to the south, the Oshawa/Whitby boundary to the west, Highway 407 East to the north and the Oshawa Creek to the east. It is a future employment area that is strategically located in proximity to the Oshawa Executive Airport, Highway 407 East and the main campuses of the University of Ontario Institute of Technology (U.O.I.T.) and Durham College.

The Northwood Business Park is an important area to develop in order to advance job creation and assessment growth consistent with the Provincial Growth Plan, Provincial Policy Statement, the Durham Regional Official Plan (D.R.O.P.), the Oshawa Official Plan (O.O.P.) and the Oshawa Strategic Plan.

### **5.2 Relevant Provincial Legislation**

#### **5.2.1 Provincial Growth Plan for the Greater Golden Horseshoe**

The Province of Ontario established the Growth Plan for the Greater Golden Horseshoe (Growth Plan) in 2006. The Growth Plan sets the direction for accommodating growth and development in the Greater Golden Horseshoe and requires municipalities to grow in ways that use land and resources more efficiently. The Growth Plan aims to ensure that there is an adequate supply of land for employment areas and other employment uses in the Greater Golden Horseshoe and encourages preservation of employment areas for future economic opportunities.

## 5.2.2 Provincial Policy Statement

The Provincial Policy Statement (P.P.S.) provides land use planning and development policy direction on matters that are of interest to the Province of Ontario.

The P.P.S. requires that municipalities promote economic development and competitiveness by providing for an appropriate mix of employment uses, providing opportunities for a diversified economic base, planning for, protecting and preserving employment areas for current and future uses and ensuring the necessary infrastructure is provided to support current and forecasted employment needs.

## 5.3 Relevant Municipal Policy and Initiatives

### 5.3.1 Durham Regional Official Plan

The majority of the Northwood Business Park is designated Employment Area in the D.R.O.P. Policy 8C.2.1 of the D.R.O.P. states that:

“Employment Areas, as designated on Schedule ‘A’, 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 may include manufacturing, assembly and processing goods, service industries, research and development facilities, warehousing, offices and *business parks*, hotels, storage of goods and materials, freight transfer and transportation facilities. Such uses shall be directed to appropriate locations by designation in the respective area municipal official plan. Office buildings and *business parks* are encouraged to be located along freeways, Regional Corridors and Local Corridors, adjacent to Type A arterial roads.”

As well, Policy 8C.2.5 of the D.R.O.P. states that:

“It is the intent of this Plan to encourage prestige employment uses with high employment-generating capacity and greater architectural, landscaping and sign controls along Highways 401 and 407, and Regional Corridors. Area municipal official plans shall designate areas for prestige *development* and specify design and landscaping controls for such areas.”

### 5.3.2 Oshawa Official Plan

The City of Oshawa has advanced Official Plan Amendments to allow for future employment use development within the Northwood Business Park. The overall intent of the policies of the City’s Official Plan with respect to industrial uses are consistent with and conform to Provincial and Regional policies while ensuring that there is an adequate amount of industrial land in the right locations and to ensure that the industrial policies support the type of development that is needed in Oshawa.

The portion of the Northwood Business Park that is the subject of this report is designated Industrial and Open Space and Recreation in the Oshawa Official Plan, and is also located within the Major Urban Area.

The following policies of the Oshawa Official Plan are relevant to this exercise:

- Policy 2.4.1.2

“Industrial areas, as designated on Schedule “A”, are intended for uses whose nature and/or business needs may require access to highway, rail and/or shipping facilities, separation from sensitive land uses, or which benefit from locating in proximity to similar uses. A classification of industrial areas is provided in Table 3. The provisions of Table 3 shall serve as a general guideline in the *development* of industrial areas and in the preparation of zoning by-laws.

Areas designated as Industrial shall generally be used for manufacturing, warehousing and storage, assembly, processing including reclaiming and recycling, research and *development* facilities, corporate offices, utility functions and transportation terminals, subject to the relevant policies of this Plan. In addition, subject to the inclusion of appropriate provisions in the zoning by-law, the following land uses may also be permitted in appropriate locations in areas designated as Industrial: industrially oriented sales, service and office operations such as truck and machinery operations, equipment repair, merchandise service shops and building or contracting yards; community and recreational uses such as facilities for day care and recreation that are municipally owned and operated; vehicle fuel stations; and, on a limited basis in accordance with Policy 2.4.1.6, certain commercial, community and recreational uses such as banks, offices other than corporate or industrially oriented offices, restaurants, banquet facilities, personal service and retail uses, fraternal organizations and athletic clubs provided that such uses are compatible with industrial uses in the area.

- Policy 2.4.2.1

“Within the Major Urban Area, lands designated for Industrial purposes shall be developed in a manner that significantly contributes to achieving the employment forecasts identified in Policy 1.9, to ensure that employment growth remains balanced. Accordingly, at least 50% of all forecast employment is to be accommodated on lands designated for Industrial purposes within the Major Urban Area.”

- Policy 2.4.5.6

“Notwithstanding any locational criteria for Special Industrial uses as specified in Table 3 Classification of Industrial Areas, as referenced in Policy 2.4.1.2 of this Plan, to the contrary, Special Industrial uses may be permitted in areas designated as Industrial in the Northwood Business Park which is generally bounded by Taunton Road West on the south, the Oshawa-Whitby municipal boundary on the west, Conlin Road West on the north and the Oshawa Creek on the east, as an exception, provided that such uses are compatible with other proposed land uses in the area and that such uses are not located on lands adjacent to Type “A” or Type “B” arterial roads and subject to the inclusion of appropriate provisions in the zoning by-law.”

- Between Taunton Road West and Conlin Road West, Stevenson Road North is designated as a Type “C” Arterial Road on Schedule 6 “B” Road Network North Half.

- Between Taunton Road West and Conlin Road West, Thornton Road North is designated at a Type “B” Arterial Road on Scheduled “B” Road Network North Half.
- A future Type “C” Arterial Road extends from Stevenson Road North, over Thornton Road North, to the Oshawa-Whitby municipal boundary.

### **5.3.3 Oshawa Industrial Land Inventory Monitoring Report**

The Northwood Business Park is comprised of approximately 260 hectares (642.5 ac.) of Industrially designated land. This total excludes both the environmentally sensitive lands and the residential subdivision centered around Bickle Drive and Roselawn and Winifred Avenues. The Oshawa Industrial Land Inventory Monitoring Report was prepared in 2014 and identified that the majority of properties in the Northwood Business Park are being used for residential and/or agricultural uses as an interim use. Other parcels sit vacant. This is largely due to a lack of services, including sanitary sewers and water supply. In addition, fractional ownership is prevalent in the Northwood Business Park. Consolidation of land parcels will be necessary in order to accommodate larger industrial developments.

Since 2014, the City of Oshawa has taken initiatives to promote and make improvements to the Northwood Business Park to facilitate development. The following have been completed:

- Stormwater Management Study in 2016;
- Improvements to Conlin Road West, including the reconstruction of bridge and creek realignment and the construction of a roundabout at the intersection of Thornton Road North and Conlin Road West in 2016; and,
- Municipal Class Environmental Assessment for road improvements to Thornton Road North including the reconstruction of the road in 2016 that included installation of a Regional sanitary sewer and a water main as part of this road project.

In the Council approved 2019 budget there is funding for a Municipal Class Environmental Assessment for both the reconstruction of Stevenson Road North between Conlin Road West and Taunton Road West and for the construction of a new mid-block east-west Type “C” Arterial Road from Stevenson Road North to the Oshawa-Whitby municipal boundary.

### **5.3.4 Northwood Industrial Park Concept Plan**

On April 16, 1992 City Council approved the Northwood Industrial Park Concept Plan as a guide for development in the Northwood Business Park. For the purposes of the Concept Plan, the Northwood Business Park was generally bounded by Taunton Road West, the Oshawa-Whitby boundary, Conlin Road West and the Oshawa Creek.

This Concept Plan is out of date and should be rescinded as part of this amendment process. For example, the Concept Plan does not address the sensitive Natural Heritage System that is now reflected on Schedule “A” to the Oshawa Official Plan.

### 5.3.5 Northwood Business Park Master Stormwater Management Plan

In order to advance the development of the Northwood Business Park, the City and the Central Lake Ontario Conservation Authority (C.L.O.C.A.) required a Master Stormwater Management Study to be completed. The City retained Greck and Associates Limited, a specialized water resources consulting firm, to undertake a Master Stormwater Management Plan Study (Study) for the City for the Northwood Business Park.

The Study has confirmed that future industrial development within the Northwood Business Park will have various degrees of impact on both the Oshawa Creek and Goodman Creek Watersheds. This Study will help the City to protect the environment of both the Goodman Creek and Oshawa Creek watersheds from all the identified impacts and to enhance the environment when the opportunities are available.

Given that the Northwood Business Park consists of fragmented ownership of properties and with a distribution of open space areas, it would be difficult for the Northwood Business Park area to utilize a traditional large centralized flood control facility to help manage stormwater. The Study calls for the implementation of a different form of stormwater management control approach which requires lot control on each individual development site in the Northwood Business Park.

The Master Stormwater Management Plan Study was finalized in 2016. The finalization of the Study has allowed the City the opportunity to advance zoning in the Northwood Business Park to implement the D.R.O.P. and O.O.P.

On June 27, 2016 City Council passed the following resolution:

- “1. That Report DS-16-117 dated June 16, 2016 regarding the Northwood Business Park Master Stormwater Management Plan Study prepared by Greck and Associates Limited dated May 2016 be received for information; and,
2. That pursuant to Report DS-16-117 dated June 16, 2016 the Northwood Business Park Stormwater Management Plan Study be used as a resource document in considering future development applications/issues within the Northwood Business Park and during the preparation of the City’s annual budgets; and,
3. That the Northwood Business Park Stormwater Management Plan Study and a copy of Report DS-16-117 dated June 16, 2016 and related Council resolution be forwarded to Central Lake Ontario Conservation Authority, the Town of Whitby and Region of Durham.”

### 5.3.6 Current Zoning By-law 60-94 in the subject portion of the Northwood Business Park

Current Zoning in the subject portion of the Northwood Business Park:

- **UR (Urban Reserve):** Majority of the lands are currently zoned UR (Urban Reserve), which does not permit industrial or commercial development. An UR Zone permits

agricultural uses, existing uses (located in existing buildings or structures) and outdoor recreational uses without any buildings or structures.

- **UR(2) (Urban Reserve):** A site at 2102 Thornton Road North is zoned as UR(2). The special condition for UR(2) includes zoning regulations related to existing accessory buildings related to a single detached home on the property.
- **SPI(2) (Special Industrial):** Certain sites east of Thornton Road North both north and south of the TransNorthern pipeline are zoned as SPI(2) which permits a recycling establishment and/or transfer station in addition to the other uses permitted by the SPI (Special Industrial) Zone.
- **GI(5) (General Industrial):** A site on the north side of the TransNorthern pipeline and east of Thornton Road North is zoned GI(5) which permits a recycling establishment and/or transfer station in addition to other uses permitted by the GI (General Industrial) Zone.
- **CIN (Community Institutional Zone):** Two sites at 1490 (vacant site) and 1551 (General Sikoriski Hall) Stevenson Road North are zoned as CIN (Community Institutional) which permits institutional uses such as assembly halls and places of worship.
- **Other Zones:** Certain areas are zoned as OSH (Hazard Lands Open Space).
- **Holding Symbols:** In addition, there are certain sites in the subject area that contain holding “h” symbols, which are used in conjunction with a zoning designation when the proposed uses for certain lands are considered premature or inappropriate for development at a certain time, or until a land developer has met certain conditions or requirements. Currently the following holding symbols are established on certain lands.
  - **Holding symbol “h-7”:** The purpose of the “h-7” Zone located at 1565 Thornton Road North is to ensure that the owner prepares and submits to the City for approval a feasibility alignment study for the east/west Type “C” arterial road designated in the Durham Regional Official Plan and further, that any required lands for this future arterial road are conveyed to the City. Permitted Interim uses include all uses permitted in a UR Zone.
  - **Holding symbol “h-8”:** The purpose of the “h-8” Zone located at 1565 Thornton Road North is to ensure that the owner prepares and submits to the City for approval a stormwater management plan based on the Oshawa Creek Watershed Study findings. Permitted Interim uses include all uses permitted in a UR Zone.

Attachments 2 and 4 detail the current zoning in the subject area of the Northwood Business Park.

#### 5.4 Proposed Official Plan and Zoning By-law Amendments

The majority of the subject area is currently zoned Urban Reserve. Amendments to the Zoning By-law 60-94 are appropriate to permit employment type development in this area,

to implement the D.R.O.P. and O.O.P., to take advantage of services installed on Thornton Road North south of Conlin Road West and to protect the Natural Heritage System (e.g. woodlots, Goodman Creek, wetlands).

#### **5.4.1 Proposed Official Plan Amendments**

Policy 2.4.5.6 of the Oshawa Official Plan is an enabling policy which permits Special Industrial uses such as bulk liquid and material storage and concrete and paving establishments in part of the Northwood Business Park by means of a notwithstanding clause. Policy 2.4.5.6 acknowledges that the subject area of this report does not meet the intent of the locational criteria established by the Oshawa Official Plan.

Special Industrial uses are not appropriate now given the area's proximity to Durham College, U.O.I.T., Highway 407 East and the Oshawa Executive Airport. On that basis, it is appropriate to consider deleting the policy that enables Special Industrial uses in Northwood.

In addition, a new enabling policy to permit a hospital centered around the north portion of the intersection of Conlin Road West and Thornton Road North is recommended. A hospital campus is considered compatible with Business Park type uses and an appropriate land use adjacent to U.O.I.T. and Durham College.

#### **5.4.2 Proposed Zoning By-law Amendments**

The following proposed Zoning By-law amendments have been developed for consideration at the Planning Act public meeting:

1. Revise the zoning from UR (Urban Reserve), UR(2) (Urban Reserve), GI(5) (General Industrial), SPI(2) (Special Industrial) and CIN (Community Institutional) on Zoning By-law 60-94 Maps A3 and A4 to SI-A(15) (Select Industrial), SI-A(16) (Select Industrial) and GI(4) (General Industrial).
2. Introduce a new SI-A(15) (Select Industrial) Zone to certain areas which would permit the following uses:
  - (a) Assembly Hall
  - (b) Auction establishment
  - (c) Banquet Hall
  - (d) Brew your own operation
  - (e) Call centre
  - (f) Club
  - (g) Commercial school or training centre
  - (h) Data processing centre
  - (i) Day care centre
  - (j) Financial institution
  - (k) Food preparation plant
  - (l) Light industrial uses including light manufacturing, processing of semi-manufactured goods or assembly of manufactured goods
  - (m) Merchandise service shop



- (n) Office
  - (o) Outdoor storage accessory to any permitted use in the SI-A(15) Zone
  - (p) Personal Service establishment
  - (q) Plumbing electrical or building supply shop
  - (r) Printing establishment
  - (s) Recreational Use
  - (t) Research and development establishment
  - (u) Restaurant
  - (v) Sales outlet
  - (w) Self-serve storage building
  - (x) Service industry
  - (y) Studio
  - (z) Taxi establishment
  - (aa) Television or radio broadcasting station or studio
  - (bb) Theatre
  - (cc) Warehouse for semi-manufactured or manufactured goods
  - (dd) Wholesale distribution centre
3. Introduce a new SI-A(16) (Select Industrial) Zone for lands generally at northwest and northeast corners of Conlin Road West and Thornton Road North, up to the future Britannia Avenue West extension to include the following uses to be permitted;
- (a) Any use permitted in a SI-A(15) Zone
  - (b) Hospital
4. Introduce OSE(1) (Environmentally Sensitive Open Space) zoning in appropriate areas. The OSE(1) Zone permits both outdoor recreational uses and parks both without buildings and structures.
5. Revise the zoning of certain lands zoned as Urban Reserve (UR) to:
- OSH (Hazard Lands Open Space)
  - OSP (Park Open Space)
6. The “h-7” and “h-8” holding symbols would be deleted and three (3) new Holding Zones as “h-65”, “h-66”, “h-67” would be introduced for various sites to fulfil the obligations outlined in various studies required or completed for the redevelopment of lands in this area. It is appropriate to add the Holding symbols onto subject lands to ensure that stormwater management, environmental and other matters are addressed for any new development.

The new Holding zones are:

- **Holding symbol “h-65”:** The purpose of the “h-65” Zone is to ensure:
  - Site plan approval is obtained.
  - The owner shall prepare and submit to the City for approval a stormwater management plan based on the results of the Master Stormwater Management Plan

Study for the Northwood Business Park prepared by Greck and Associates Limited dated August 2016 to the satisfaction of the City and Central Lake Ontario Conservation Authority (C.L.O.C.A.).

- Appropriate arrangements are made for municipal servicing, including sanitary/water and stormwater management matters, to the satisfaction of the City, the Region and C.L.O.C.A.
- Ensure appropriate engineering and environmental studies are prepared to address any potential environmental impacts of the proposed development on Natural Heritage System to the satisfaction of the City and the C.L.O.C.A.
- **Holding symbol “h-66”:** The purpose of the “h-66” Zone is to ensure appropriate arrangements are made for the acquisition of the lands by the City required from the subject lands for construction of the Britannia Avenue West extension to the satisfaction of the City.
- **Holding symbol “h-67”:** The purpose of the “h-67” Zone is to ensure appropriate arrangements are made for the acquisition of the lands by the City required from the subject lands for construction of the east-west Type C Arterial Road between Stevenson Road North and the Oshawa-Whitby boundary north of the Trans-Northern Pipeline to the satisfaction of the City and that a Municipal Class Environmental Assessment is undertaken to determine the alignment of the Type C Arterial Road.

## **6.0 Financial Implications**

In the Council approved 2019 budget there is funding for a Municipal Class Environmental Assessment for both the reconstruction of Stevenson Road North between Conlin Road West and Taunton Road West and for the construction of a new mid-block east-west Type ‘C’ Arterial road from Stevenson Road North to the Oshawa-Whitby municipal boundary.

## **7.0 Relationship to the Oshawa Strategic Plan**

Holding a public meeting on proposed City-initiated Amendments to planning documents advances the Accountable Leadership Goal of the Oshawa Strategic Plan.



Warren Munro, HBA, Director,  
Planning Services

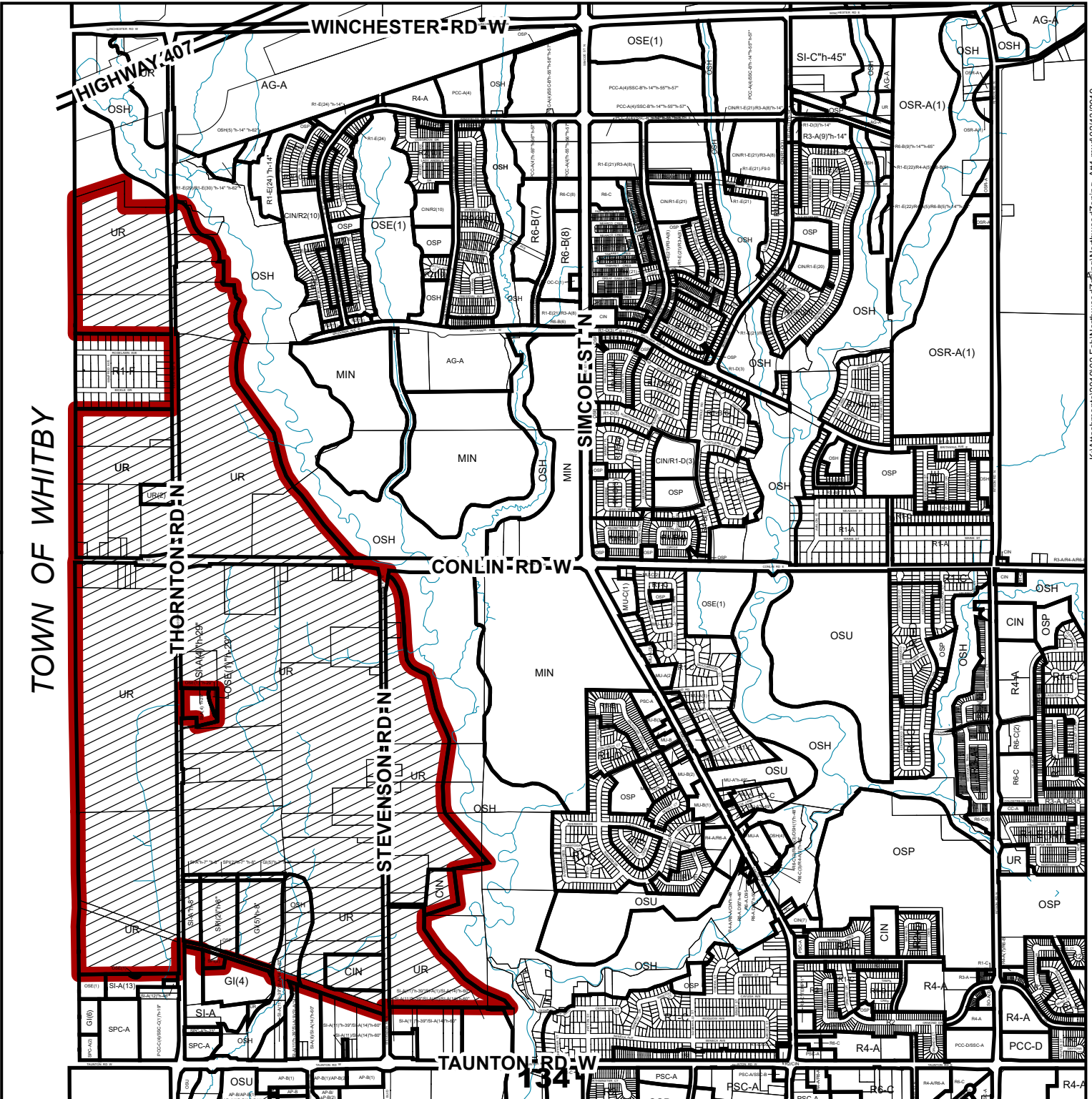
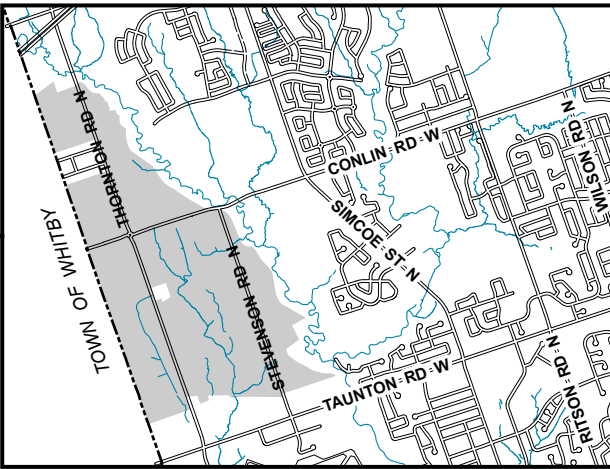


Paul D. Ralph, BES, RPP, MCIP, Commissioner,  
Development Services Department

Subject: Proposed City-initiated Amendments to the  
Oshawa Official Plan and Zoning By-law 60-94  
Address: Northwood Business Park  
File: B-3200-1310



Area of Northwood Business Park Subject to  
Proposed Official Plan and Zoning By-law Amendments



Title: Current Map A4 of Schedule "A" to Zoning By-law 60-94

Subject: Proposed City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94

Address: Northwood Business Park

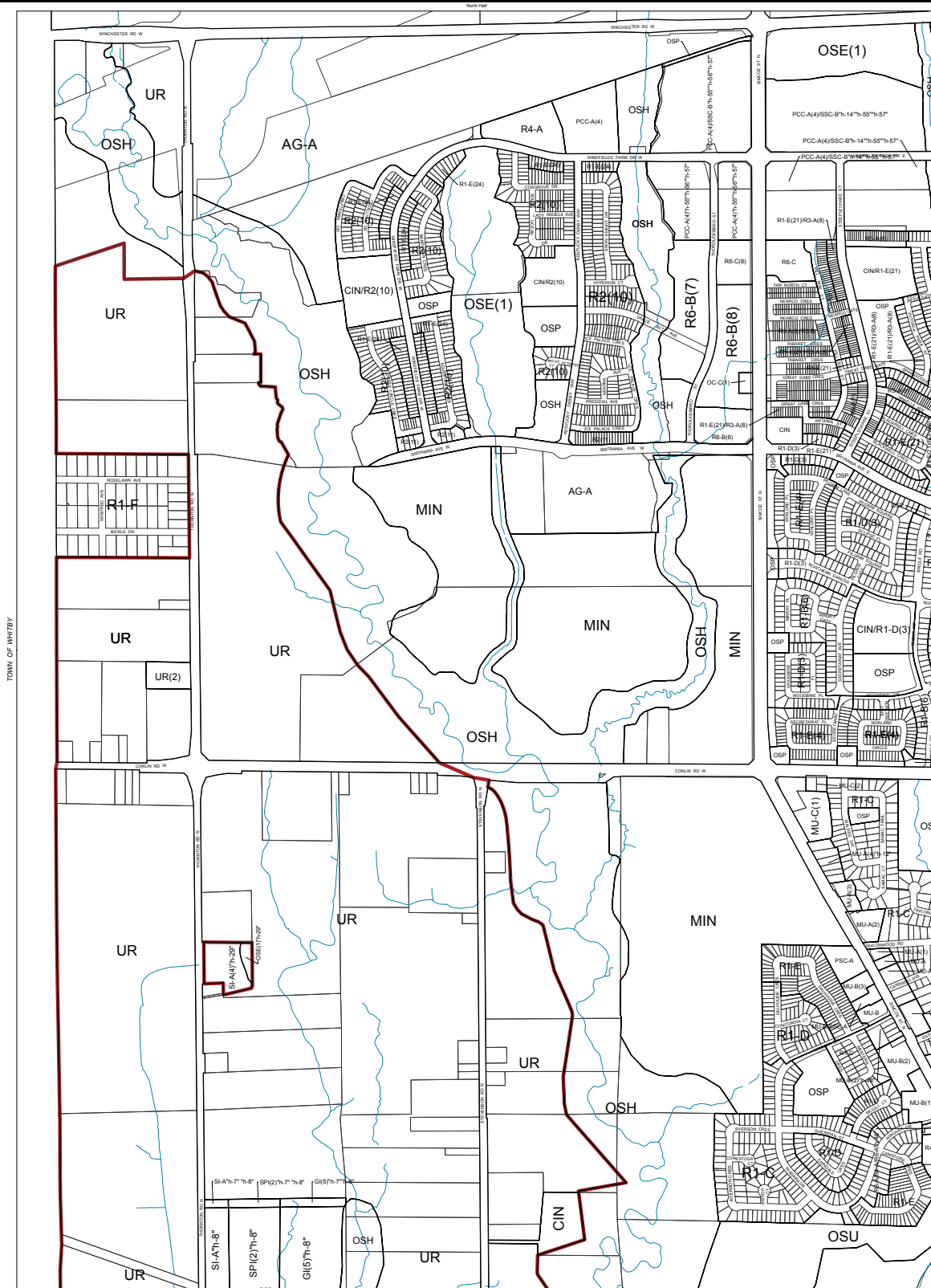
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City of Oshawa  
Development Services Department



Area of Northwood Business Park Subject to  
Proposed Official Plan and Zoning By-law Amendments



**MAP A4** Zoning By-Law Number 60-94, as amended  
Schedule "A"

0 50 100 200 400 500 Meters  
**135**

Updated July 2018  
City of Oshawa  
Development Services Department

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Title: Proposed Zoning By-law Amendments to Map A4 of Schedule "A" to Zoning By-law 60-94


DS-19-27  
Attachment 3

Subject: Proposed City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94

Address: Northwood Business Park

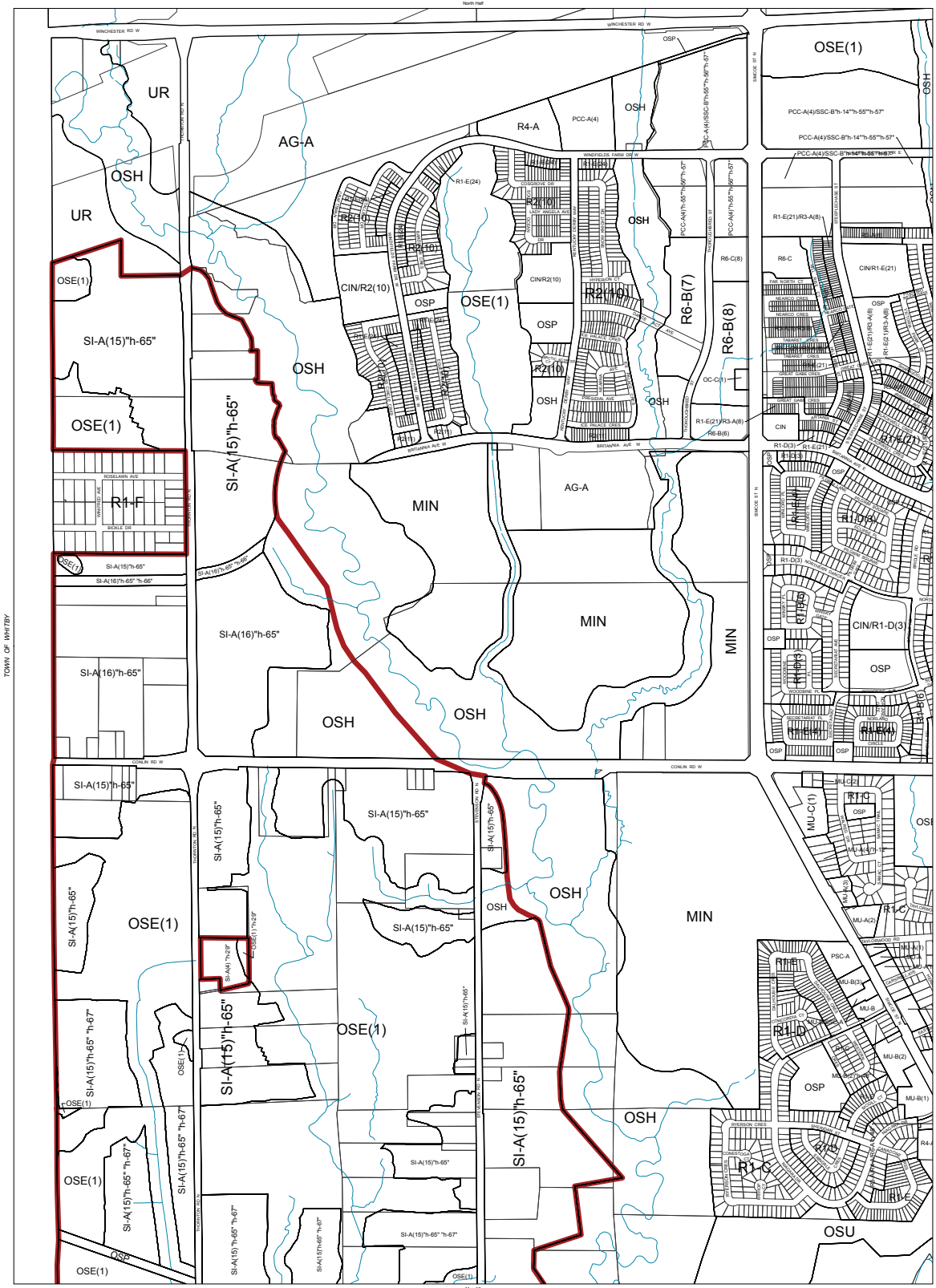
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 Area of Northwood Business Park Subject to Proposed Official Plan and Zoning By-law Amendments

City of Oshawa

Development Services Department



**MAP A4** Zoning By-Law Number 60-94, as amended  
Schedule "A"



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Title: Current Map A3 of Schedule "A" to Zoning By-law 60-94  
 Subject: Proposed City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94  
 Address: Northwood Business Park  
 File: B-3200-1310

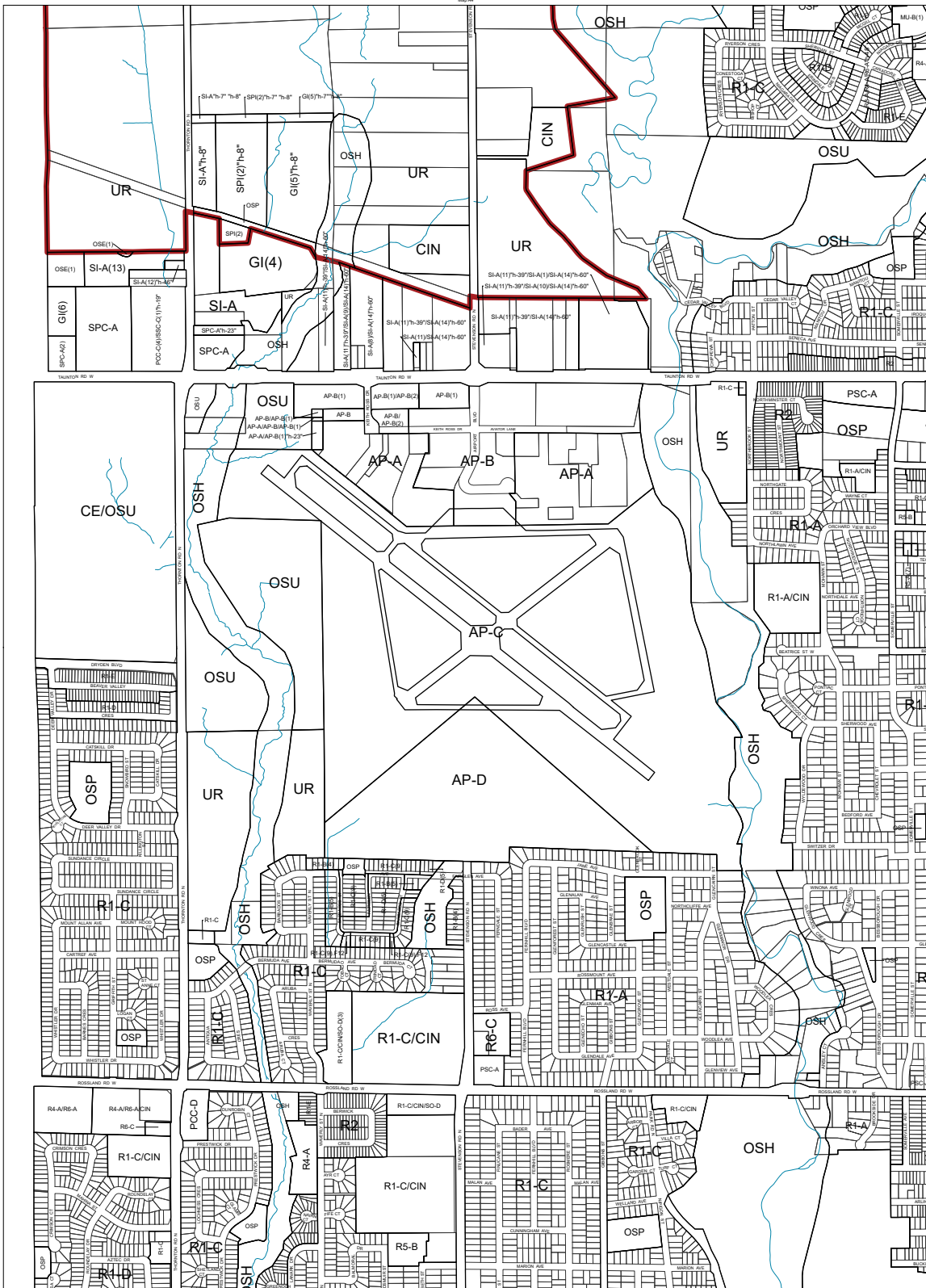


Area of Northwood Business Park Subject to Proposed Official Plan and Zoning By-law Amendments

City of Oshawa



Development Services Department



**MAP A3** Zoning By-Law Number 60-94, as amended  
Schedule "A"

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Title: Proposed Zoning By-law Amendments to Map A3 of  
Schedule "A" to Zoning By-law 60-94

Subject: Proposed City-initiated Amendments to the Oshawa Official Plan and Zoning By-law 60-94

Address: Northwood Business Park

File: B-3200-1310

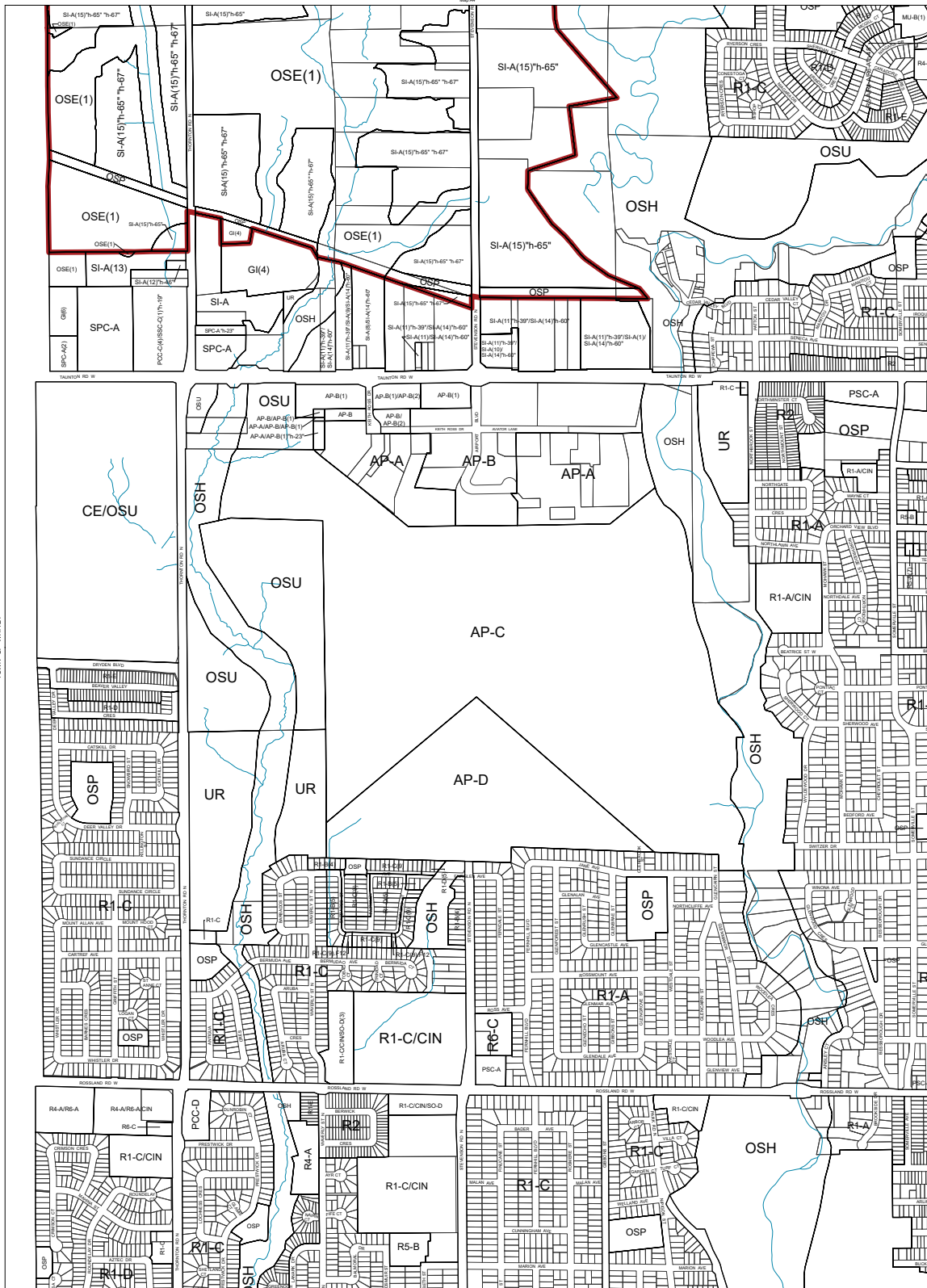


 Area of Northwood Business Park Subject to  
Proposed Official Plan and Zoning By-law Amendments

City of Oshawa



Development Services Department



**MAP A3** Zoning By-Law Number 60-94, as amended  
Schedule "A"



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