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## The Regional Municipality of Durham Report

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To: Planning and Economic Development Committee  
From: Commissioner of Planning and Economic Development  
Report: #2019-P-31  
Date: June 4, 2019

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**Subject:**

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Envision Durham – Growth Management – Urban System Discussion Paper, File D12-01

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**Recommendation:**

That the Planning and Economic Development Committee recommends to Regional Council:

- A) That a copy of Report #2019-P-31 be received for information; and
  - B) That a copy of Report #2019-P-31 be forwarded to Durham's area municipalities; conservation authorities; and the Ministry of Municipal Affairs and Housing for review and comment.
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**Report:**

**1. Purpose**

- 1.1 The purpose of this report is to present the Growth Management – Urban System Discussion Paper which is the third paper in a series to be released as part of Envision Durham, the Municipal Comprehensive Review (MCR) of the Regional Official Plan (ROP) (see Attachment #1).
- 1.2 Comments on this Discussion Paper are requested by September 2, 2019 (90-day commenting period).

**2. Background**

- 2.1 On May 2, 2018, Regional Council authorized staff to proceed with Envision

Durham, as detailed in [Commissioner's Report #2018-COW-93](#).

- 2.2 On February 5, 2019, the Planning Division initiated the first stage ("Discover") of the public engagement program for Envision Durham by launching a project web page and public opinion survey, as detailed in [Commissioner's Report #2019-P-4](#). The Planning Division initiated the second stage ("Discuss") on March 5, 2019, wherein participants are being asked to provide input on various theme-based Discussion Papers, of which the Growth Management – Urban System Paper is the third one.
- 2.3 The Discussion Paper topics are as follows:
- a. Agriculture and Rural System ([Commissioner's Report #2019-P-12](#), released March 5, 2019);
  - b. Climate Change and Sustainability ([Commissioner's Report #2019-P-26](#), released May 7, 2019);
  - c. Growth Management, including but not limited to reports on:
    - The Urban System;
    - Land Needs Assessment (LNA) and related technical studies, i.e. Employment Strategy, Intensification Strategy, Designated Greenfield Area Density Analysis, etc.; and
    - Additional feasibility studies, if required based on the results of the LNA.
  - d. Environment and Greenlands System;
  - e. Transportation System; and
  - f. Housing.
- 2.4 Each Paper will contain discussion questions, with a supplemental workbook, to help facilitate discussion and input.

### **3. Growth Management – Urban System Discussion Paper**

- 3.1 The Discussion Paper is the first report to be released as part of the Growth Management Study for Envision Durham. This Paper provides an overview of the Region's Urban System and the current Regional Official Plan policy framework. The Paper also discusses many of the issues and requirements affecting growth that the Region must consider. This includes:
- a. Provincial policies, plans, and requirements that the Region's Official Plan must be consistent with and conform to, including recent amendments. Staff will continue to monitor the ongoing changes to Provincial policy and address any updated requirements through Envision Durham;

- b. The components and land use designations that comprise the Region's Urban System;
  - c. Important statistics, trends, and patterns in population and employment growth occurring in the Region;
  - d. The proposed approach to identifying and delineating Strategic Growth Areas (areas where growth should be directed and focused) in the Regional Official Plan;
  - e. The proposed approach to identifying and delineating Major Transit Station Areas, including the four existing and four proposed GO Train Stations on the existing/future Lakeshore East GO rail line<sup>1</sup>;
  - f. The process and studies that make up the Land Needs Assessment;
  - g. The proposed process for assessing employment area conversions and settlement boundary expansions; and
  - h. Other growth management and policy topics that will be considered.
- 3.2 In 2016, approximately 92% of the region's residents resided within the Urban System<sup>2</sup>. It was also home to roughly 94% of the region's jobs. The Urban System is also where the vast majority of future growth will occur.
- 3.3 The Discussion Paper serves as a starting point for stakeholder input and discussion. Following public input on the Urban System Discussion Paper, the next phase of the Growth Management Study will include the completion of a Land Needs Assessment (LNA) and related studies. The LNA is a comprehensive review of the Region's existing land supply and its ability to accommodate forecasted growth. Several related studies, including an Employment Strategy, Intensification Analysis, Designated Greenfield Analysis and Housing Analysis, must be completed to inform the LNA.
- 3.4 The LNA will determine whether any additional land is required to accommodate the Region's forecasted population and employment growth. Once a determination has been made on land needs (whether any is required, and at what quantum), the Growth Management Study may proceed to determine the most appropriate locations. During the feasibility assessment stage of the study, an evaluation process will be used to determine the most suitable locations for any required settlement boundary expansion(s) and/or employment area conversion(s).

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1. The Discussion Paper and background work was completed prior to Metrolinx revealing alternative options to extend rail service to Bowmanville. The four station locations along the CP Rail line north of Highway 401 are based on the previously approved environmental assessment.

2. The Urban System includes lands within the Urban Area Boundary (Urban Areas) that will accommodate the majority of the Region's forecasted employment and population growth.

- 3.5 At its meeting on April 24, 2019, Regional Council awarded Urban Strategies Inc. and consultant team a contract to provide consulting and related services to assist the Region in the completion of the Growth Management Study.
- 3.6 This Discussion Paper was prepared by Regional planning staff in consultation with Regional staff from the Office of the CAO, Economic Development and Tourism Division, Corporate Services – Legal Services Division, Works Department, Finance Department, Envision Durham's Area Municipal Working Group, and Provincial staff from the Ministry of Municipal Affairs and Housing.
- 3.7 The Discussion Papers do not present positions on potential changes that may be part of the ROP, but rather provide information and pose questions for consideration.

#### **4. Next Steps**

- 4.1 Each of the Discussion Papers will be posted to the project web page at [durham.ca/EnvisionDurham](http://durham.ca/EnvisionDurham) for public input. Interested parties are encouraged to subscribe for project updates and email notifications through this web page. The Discussion Papers will be announced by way of:
  - a. News releases and public service announcements;
  - b. Social media platforms, including Facebook, Twitter and LinkedIn;
  - c. Email notifications;
  - d. Publications in internal and external newsletters; and
  - e. Materials published online.
- 4.2 Comments on the Growth Management – Urban System Discussion Paper are requested by September 2, 2019 (90-day commenting period). Regional staff will report to Committee on the results of the Discussion Papers through future Policy Proposal Reports during the next stage of the public engagement process.
- 4.3 It is recommended that a copy of this report be forwarded to Regional Council for information and be forwarded to Durham's area municipalities, conservation authorities and the Ministry of Municipal Affairs and Housing for review and comment. In addition, the Building Industry and Land Development Association (BILD – Durham Chapter) and Durham Region Home Builders Association (DRHBA), as well as local Chambers of Commerce and Boards of Trade will be notified of this Discussion Paper's release.

**5. Attachments**

Attachment #1: Growth Management – Urban System Discussion Paper

Respectfully submitted,

Original signed by

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Brian Bridgeman, MCIP, RPP  
Commissioner of Planning and  
Economic Development

Recommended for Presentation to Committee

Original signed by

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Elaine C. Baxter-Trahair  
Chief Administrative Officer

A blue-toned photograph of a construction site. In the foreground, a worker stands on a platform lift, silhouetted against a bright sky. Behind them is a tall metal lattice tower, likely a crane or mast. To the left, several vertical rebar rods stand upright. In the background, there are more construction structures and a bridge under construction.

# Growth Management

Urban System - Discussion Paper



**June 2019**

Durham Region  
Planning and Economic  
Development Department

This Discussion Paper is published for public and agency comment as part of Envision Durham, the Municipal Comprehensive Review of the Regional Official Plan.

Report contents, discussion questions, and proposed directions, where applicable, do not necessarily represent the position of Regional Council on changes that may be considered to the Regional Official Plan.

All information reported and/or collected through this Discussion Paper will help inform, and be used as part of the Municipal Comprehensive Review.

**Please provide your comments on this Growth Management–Urban System Discussion Paper by September 2, 2019.**

# Growth Management

## About Durham Region

Durham Region is the eastern anchor of the Greater Toronto Area, in the Greater Golden Horseshoe area of Ontario. At over 2,590 square kilometres, Durham offers a variety of landscapes and communities, with a mix of rural, urban and natural areas. The southern lakeshore communities of Pickering, Ajax, Whitby, Oshawa and Clarington provide urban areas and a diverse employment base. The northern townships of Scugog, Uxbridge and Brock are predominantly rural, with a thriving agricultural sector. The Region is the home of the Mississaugas of Scugog Island First Nation and spans a portion of the territories covered by the Williams Treaties of 1923.<sup>1</sup>

Over 80 per cent of the Region lies within the provincially designated Greenbelt, which also contains the environmentally significant Oak Ridges Moraine. With access to ample green space and lakes, rivers and urban amenities, Durham Region offers a high quality of life for both city and rural residents.

Today, Durham is home to just under 700,000 people. By the year 2041, our population is expected to grow to 1.2 million people, with over 430,000 jobs. Our vision is to create healthy and complete, sustainable communities, shaping Durham into a great place to live, work, play, grow and invest.

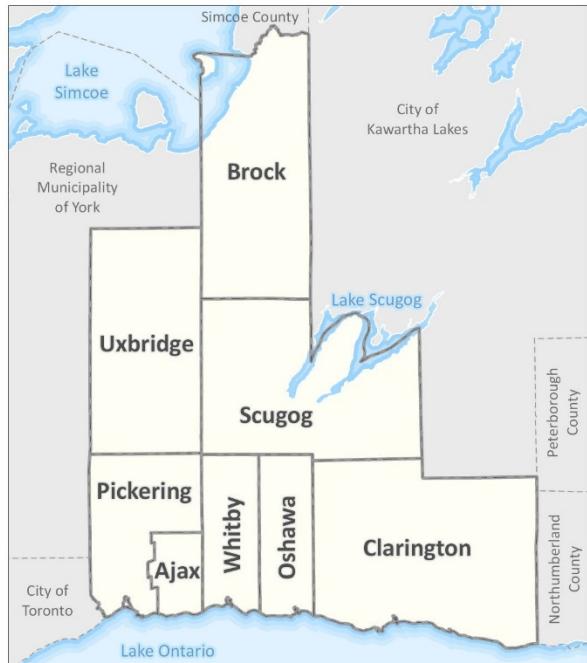


Figure 1: Map of the Region of Durham.

## About Envision Durham

Envision Durham, the Municipal Comprehensive Review (MCR) of the Regional Official Plan (ROP), is an opportunity to plan for fundamental change, by replacing the current ROP and establishing a progressive and forward-looking planning vision for the Region to 2041.

Over the next few years, the Region is undertaking Envision Durham to review:

- How and where our cities and towns may grow.
- How to use and protect our land and resources.

<sup>1</sup> The Williams Treaties include traditional territories of seven First Nations, including the Chippewas of Beausoleil, Georgina Island and Rama and the

Mississaugas of Alderville, Curve Lake, Hiawatha, and Scugog Island.

- What housing types and job opportunities are needed for our residents.
- How people and goods move within, across and beyond our region.

We're planning for an attractive place to live, work, play, grow and invest – and we're asking for your help.

## Why review the Official Plan?

The ROP guides decisions on long-term growth, infrastructure investment and development – providing policies to ensure an improved quality of life – to secure the health, safety, convenience and well-being of present and future residents of Durham.

Under the Planning Act, there is a legislative requirement to review the existing ROP every five years. Since the approval of the last ROP update (January 2013), the Province of Ontario has completed several significant Provincial policy initiatives, including the co-ordinated review and update to the following provincial plans:

- The Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan), which was replaced by A Place to Grow: Growth Plan for the Greater Golden Horseshoe (A Place to Grow) in May, 2019.
- The Greenbelt Plan, 2017.
- The Oak Ridges Moraine Conservation Plan, 2017 (ORMCP).

The Planning Act requires the Region to complete a Provincial Plan conformity exercise, to amend the ROP, to ensure that it:

- Conforms with provincial plans or does not conflict with them.
- Has regard to matters of Provincial interest.
- Is consistent with Provincial Policy Statements.

Envision Durham constitutes Durham's Provincial Plan conformity exercise and its five-year review of the ROP, thus satisfying these legislative requirements.

## How to get involved

Public input is integral to the success of Envision Durham—we want to hear from you!

Please use this opportunity to share your vision for Durham—tell us your thoughts and opinions on the key Discussion Questions raised throughout this document (Appendix A).

Join the conversation by visiting [durham.ca/EnvisionDurham](http://durham.ca/EnvisionDurham) to submit your comments.

To receive timely notifications on the Envision Durham process, please visit [durham.ca/EnvisionDurham](http://durham.ca/EnvisionDurham) to subscribe for project updates.

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## Executive summary

The Urban System Discussion Paper is the first in a series of planned reports to be released as part of the Growth Management Study of Envision Durham. This Paper provides an overview of the Region's Urban System and the current Regional Official Plan (ROP) policy framework. It also discusses relevant changes to Provincial policies; helps visualize what future growth could look like; and reviews trends in demographic, economic, and development patterns. Finally, the paper outlines preliminary approaches to updating the Region's Urban System and poses a series of questions for discussion and feedback.

Durham's Urban System (refer to Urban System Map, page 20) is comprised of the following designations:

- Urban Growth Centres: focal points for intensive urban development and the main concentrations of urban activity.
- Regional Centres: the main concentrations of urban activity, but at a smaller scale than Urban Growth Centres.
- Regional Corridors: form key connections between Centres along certain Regional roads.
- Waterfront Places: focal points along the Lake Ontario waterfront.

- Living Areas: areas used predominately for housing purposes, including a diverse range of housing sizes, types and tenures.
- Employment Areas: lands set aside for businesses and industries that require separation from sensitive uses such as schools, churches and residential uses.

In 2016, approximately 92 per cent of the region's residents resided within the Urban System. It was also home to roughly 94 per cent<sup>2</sup> of the region's jobs, and is where the vast majority of the region's forecasted population and employment growth will occur.

This paper is intended to serve as a starting point for stakeholder input and discussion. Subsequent phases of the Growth Management Study for Envision Durham will include a detailed and comprehensive assessment of the region's current urban land supply. It will determine whether there is sufficient land to accommodate the 2041 population and employment forecast at the prescribed densities, and if not, how much additional urban land may be required.

The Region is committed to working collaboratively with all stakeholders, including Durham's area municipalities, conservation authorities, the Ontario Ministry of Municipal Affairs, the development community, other key stakeholders, and the public.

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<sup>2</sup> The reported figure includes the Darlington Nuclear Generating Station, located in an employment related area outside of the Urban Boundary.

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## How to get involved

Public input is integral to the success of Envision Durham—we want to hear from you!

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## 1.0 Introduction

The Urban System Discussion Paper is the first in a series of planned reports as part of the Growth Management Study for Envision Durham. This paper provides an overview of many of the issues affecting the growth of our Region and includes an overview of:

- Land use planning in Ontario.
- Provincial policies and plans that the Region's Official Plan must be consistent with and conform to.
- The components and land use designations that comprise the Region's Urban System.
- Statistics, trends and patterns in population and employment growth.
- Proposed approaches to delineating Strategic Growth Areas, including Major Transit Station Areas.
- The various studies that make up the Land Needs Assessment.
- The proposed process for assessing employment area conversions and settlement boundary expansions.

- Other growth management and policy topics that will be considered.

Staff will report to Regional Council and share the results of key milestones throughout the Growth Management Study, as anticipated in Figure 2 below.

Following public input on this Discussion Paper, the next phase of the Growth Management Study will include a Land Needs Assessment (LNA). Following the LNA, the Growth Management Study will recommend the most suitable locations for settlement boundary expansions and/or employment area conversions, if any are required.

**Land Needs Assessment (LNA):** the comprehensive assessment of existing land supply to accommodate forecasted growth. The completed LNA will determine if any additional land is required to accommodate forecasted residential and employment growth to the year 2041.

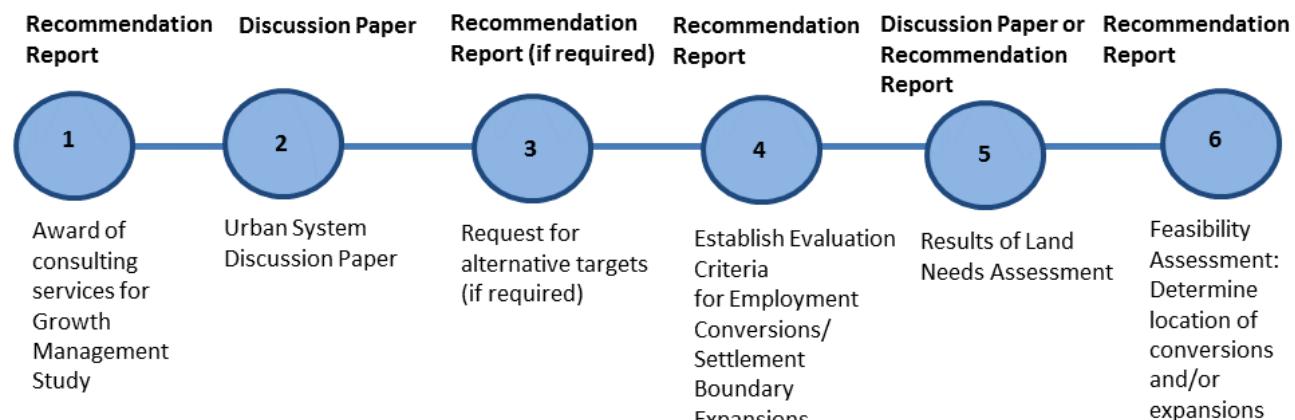


Figure 2: Anticipated reports as part of the Growth Management Study.

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## 2.0 Ontario's planning hierarchy

Land use planning deals with how the use of land is managed and regulated. It allows communities to set goals, policies and approaches on how to grow and develop in an orderly manner. This includes directing where growth should occur, as well protecting areas where growth should not occur.

In the Province of Ontario, land use planning occurs within the hierarchy of provincial and municipal levels of government, with each level exercising a different degree of control and regulation. As a general rule, planning decisions must be consistent with and/or conform with the policy directions and plans set out by the province.

### 2.1 Provincial planning regime

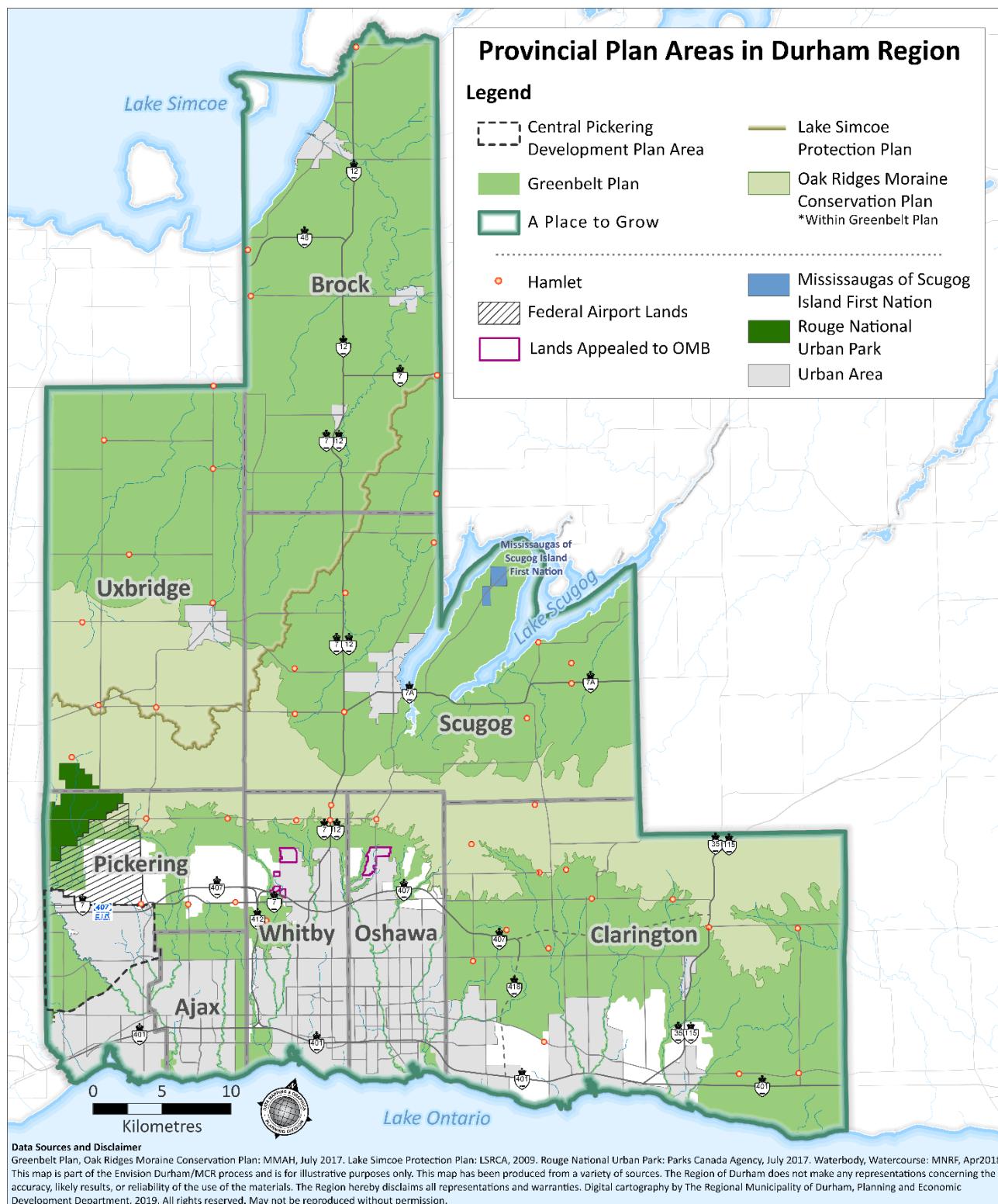
The basis for all municipal land use planning starts with the Planning Act. This provincial legislation sets out the ground rules for land use planning, including how land uses may be controlled, who may control them, as well as the approval process that must be followed. The province denotes its interest in land use

planning by issuing provincial policy statements and by preparing provincial plans. Provincial policy statements set province-wide direction on land use planning matters, whereas provincial plans prescribe policies for specific geographic areas of Ontario. There are five provincial plans that apply to Durham Region, including:

- The Oak Ridges Moraine Conservation Plan (2002, updated 2017).
- The Greenbelt Plan (2005, updated 2017).
- The Growth Plan for the Greater Golden Horseshoe (2006, updated 2017, replaced by A Place to Grow: Growth Plan for the Greater Golden Horseshoe in May, 2019).
- The Central Pickering Development Plan (2006, updated 2012).
- The Lake Simcoe Protection Plan (2009).

Ongoing changes to provincial policy will be monitored and addressed through the Growth Management Study, to ensure that the Region conforms with any new or amended provincial policy.

The areas of the region to which provincial plans apply is shown in Figure 3 on page 10.



**Figure 3: Provincial Plan Areas in Durham Region.**

# Growth Management

## 2.2 Provincial policy that impacts growth management

Ontario's provincial policy statement and its provincial plans provide the framework of where and how growth should occur. They set a broad vision for municipalities to be strong, complete, and healthy communities; and also set specific and measurable requirements, such as the achievement of density and intensification targets.

Where lands are to be protected – for environmental or agricultural significance or other reasons – provincial policy may limit or even prohibit growth, directing it to more appropriate areas.

### 2.2.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) sets the policy foundation for land use planning across Ontario.

The PPS contains three major policy areas of: Building Strong and Healthy Communities, the Wise Management of Resources, and Protecting Public Health and Safety.

The PPS provides direction on development and land use patterns. This includes placing importance on urban and rural settlement areas as focal points for population and employment growth, while minimizing land consumption. An overarching theme of the PPS is to align growth in a manner that maximizes the efficient use of infrastructure and public service facilities.

### 2.2.2 Oak Ridges Moraine Conservation Plan, Greenbelt Plan and the Lake Simcoe Protection Plan

The Greenbelt Plan and Oak Ridges Moraine Conservation Plan (ORMCP) apply to landscapes that have agricultural and/or ecological significance. Together, these plans cover over 80 per cent of the Region's land base. In the context of growth management, the Greenbelt Plan and ORCMP protect these areas from urbanization and development.

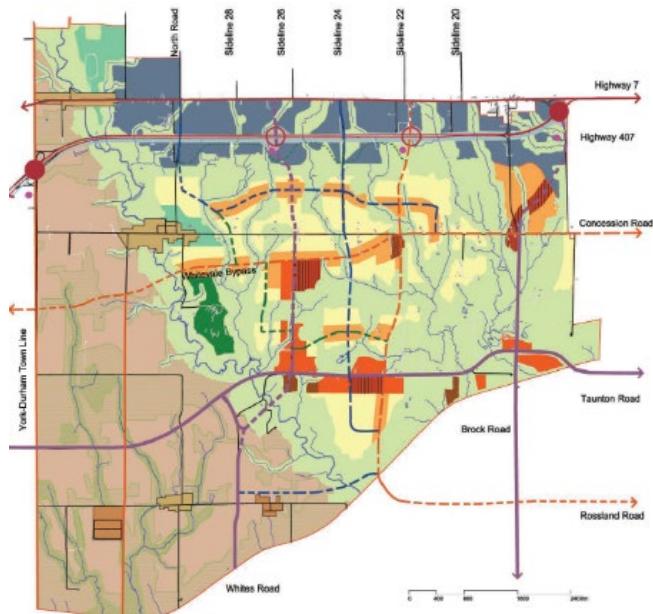
The Lake Simcoe Protection Plan (LSPP) applies to lands within the Lake Simcoe watershed boundary. This accounts for roughly one third of the Region's geographic area, including parts of Brock, Scugog, and Uxbridge. The LSPP seeks to improve water quality, protect the watershed's natural heritage, and manage the effects of climate change.

The LSPP impacts growth by applying increased setbacks for development along the Lake Simcoe shoreline, regulates phosphorous loading caused by development, and restricts the establishment of new water pollution control plants within the Lake Simcoe watershed.

### 2.2.3 Central Pickering Development Plan

The Central Pickering Development Plan (CPDP) is a provincial land use plan for the Seaton community and Duffins Rouge Agricultural Preserve located in northwest Pickering. The CPDP includes planning, transportation, and design policies to accommodate a population of 61,000 residents and 30,500 jobs by 2031; and up to 70,000 residents and 35,000 jobs through

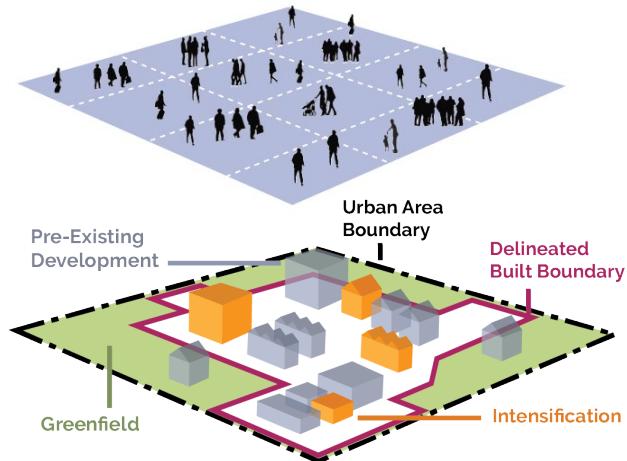
long-term intensification, while protecting the existing agricultural community and Natural Heritage System.



**Figure 4:** Land Use Schedule, Central Pickering Development Plan.

## 2.2.4 A Place to Grow

The Growth Plan is a provincial plan that establishes the long-term direction for where and how communities in the Greater Golden Horseshoe will grow. This includes allocating population and employment growth forecasts to the year 2041 that each of the upper- and single-tier municipalities must plan to accommodate, as well as specifying density and intensification targets.



**Figure 5:** The Growth Plan outlines requirements that municipalities must meet when planning to accommodate growth. Two key measurements are density targets, measured in residents and jobs per hectares (top image); and intensification, measured by the rate at which development occurs within the delineated built boundary (bottom image).

The Growth Plan emphasizes the importance of intensification. Policy direction is to optimize the existing urban land supply through infill and redevelopment before considering further settlement area boundary expansions. Municipalities may only consider a settlement area boundary expansion once a Land Needs Assessment (LNA) has been completed.

Following a consultation process on proposed amendments to the Growth Plan, 2017, the Province released *A Place to Grow: Growth Plan for the Greater Golden Horseshoe* on May 2, 2019, effective May 16, 2019. *A Place to Grow, 2019*, includes a number of policy changes that will affect the Region's Growth Management Study – both in how it is to be conducted and the potential outcome. This includes revisions to key intensification and density targets that the

# Growth Management

Region must plan to achieve, as summarized in Table 1 below.

**Table 1:** Updated intensification and density targets<sup>3</sup>.

Requirement	<b>Growth Plan, 2006 (currently reflected in the ROP)</b>	<b>Growth Plan, 2017</b>	<b>A Place to Grow, 2019</b>
Population Allocation	960,000 (by 2031)	1,190,000 (by 2041)	1,190,000 (by 2041)
Employment Allocation	350,000 (by 2031)	430,000 (by 2041)	430,000 (by 2041)
Minimum Intensification Target	40%	Phased in over time at 50% and 60%	50%
Minimum Greenfield Density Target	50 residents and jobs per hectare	Phased in over time at 50, 60 and 80 residents and jobs per hectare	50 residents and jobs per hectare
Minimum Density Target: Urban Growth Centres	200 residents and jobs per hectare	200 residents and jobs per hectare	200 residents and jobs per hectare
Minimum Density Target: Major Transit Station Areas on Priority Transit Corridors served by Go Transit	N/A	150 residents and jobs per hectare	150 residents and jobs per hectare

Source: Durham Region Official Plan; Growth Plan, 2006; Growth Plan, 2017; A Place to Grow, 2019.

<sup>3</sup> Municipalities may request alternate targets (with the exception of Urban Growth Centres), subject to demonstration that the prescribed Provincial target is not achievable.

## 2.3 Guidance documents

To support implementation of municipal growth management requirements, the Province released several guidance documents and resources.

### 2.3.1 Land Needs Assessment Methodology for the Greater Golden Horseshoe

A Place to Grow requires the completion of a Land Needs Assessment (LNA) to manage and plan for the Region's share of population and employment growth in the GGH to the year 2041. To provide guidance and achieve a consistent approach across the GGH for upper- and single-tier LNA exercises, the Province drafted a standardized methodology.

The LNA methodology outlines the series of steps required to mathematically determine the amount of land needed to accommodate forecasted growth. The methodology identifies the necessary steps, the variables, data, assumptions and related studies to evaluate intensification areas, employment areas, and designated greenfield areas. Only at the end of the LNA can the Region determine whether there is sufficient land within existing settlement areas to accommodate the 2041 forecast, or alternatively, if additional lands are required.

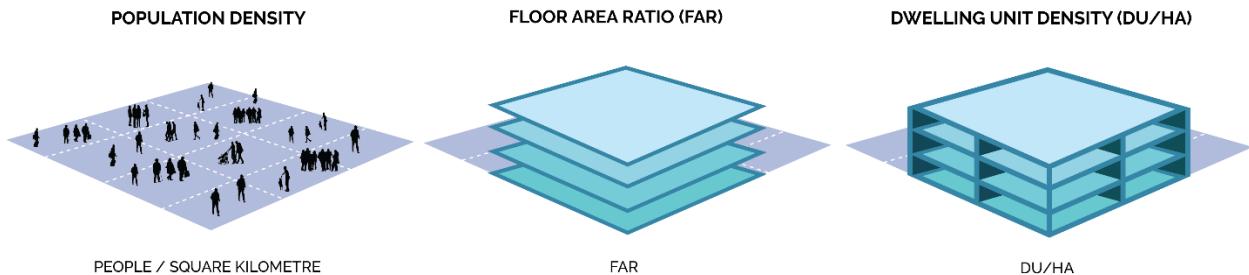
The Land Needs Assessment Methodology for the Greater Golden Horseshoe was released on May 4, 2018.

### 2.3.2 Application of the Intensification and Density Targets (draft, March 2018)

In March 2018, the Province released draft guidance materials to assist with the interpretation and application of certain policies related to growth management. This draft guidance document provides additional information and proposed directions specific to:

- The type and range of density and intensification targets, and the geographic areas to which they apply.
- The eligibility and criteria for requesting an alternative to minimum density and intensification targets.
- How to assess areas where multiple targets may apply and overlap.
- How to calculate the various targets.
- Identifies features that can be excluded from density calculations.
- Guidance on how to develop an Employment Area density target.
- Guidance on how to delineate Major Transit Station Areas (MTSAs).

# Growth Management



**Figure 6:** There are several ways to measure density. The three examples above are used in the current Regional Official Plan, which includes: the total number of residents and jobs per hectare (left image); the ratio of total floor area to land area (centre image); and the total number of dwelling units per hectare (right image).

At the same time, the Province also released a guidance document entitled The Municipal Comprehensive Review Process, which provides information on the sequencing and staging of an Official Plan Review. However, at the time of writing this paper, the draft Targets and MCR guidance documents have not been finalized by the Province. Other guidance materials that may have an effect on the LNA process will also be considered, including the draft Watershed Planning in Ontario and Agricultural Impact Assessments documents.

## 2.4 How upper-tier and lower-tier governments implement Provincial planning requirements

Within the Greater Golden Horseshoe, most municipalities in Ontario are organized into

Two-tier systems. Upper-tier municipalities, such as the Region of Durham, are comprised of several lower-tier municipalities. The role of regional government is to address issues and concerns that apply to broader geographic areas; crossing the borders of lower-tier municipalities.

For land use planning, regional government's primary planning tool is a Regional Official Plan (ROP). The ROP implements the requirements of any relevant provincial legislation, provincial plans, and the PPS. Area municipalities develop their own, more detailed Official Plans (and may include more detailed secondary plans, Part II Plans, or tertiary plans as the case may be), as well as implementing zoning by-laws. While the ROP is required to implement provincial policy, area municipal planning tools are required to conform with both Regional and provincial policy.



Figure 7: Ontario's land use planning hierarchy.

### 3.0 Evolution of the Durham Regional Official Plan

The first ROP was adopted by Regional Council in July 1976 and subsequently approved by the Province in March 1978. The 1978 ROP established a structural framework of Settlement Areas, Agricultural Areas, a Major Open Space System, a Transportation System, and essential utilities and services. To a large degree, the basis of the 1978 Regional Structure remains intact to this day.

The original ROP was repealed and replaced by a new Regional Official Plan in June 1991, which was subsequently approved by the Province in November 1993. The 1993 ROP applied a 30-year planning horizon to accommodate growth through urban area expansion, as well as through some intensification of existing Settlement Areas.

Through a series of amendments, the 1993 ROP was updated over time to incorporate the various provincial planning requirements. The Region's last Municipal Comprehensive Review (MCR) of the ROP took place in two parts – from early 2000 to 2013 – and resulted in two major amendments (Regional Official Plan Amendments #114 and #128). The current ROP reflects the requirements of the 2002 Oak Ridges Moraine Conservation Plan, the 2005 Provincial Policy Statement, the 2005 Greenbelt Plan, the 2006 Growth Plan, and the 2012 Central Pickering Development Plan.

Since the last MCR of the ROP, there have been substantial changes to provincial plans and policies. Following the Region's adoption of ROPA 128 in 2009, the Province released changes to the following plans and policy documents:

# Growth Management

- The Lake Simcoe Protection Plan, which applies to a significant portion of northern Durham, in 2009.
- An updated PPS in 2014.
- Four Source Protection Plans that apply to Durham in 2015.
- An updated Growth Plan, Greenbelt Plan, and ORMCP in 2017.
- A Place to Grow (replacing the 2017 Growth Plan) in May 2019.

Amendments to the ROP are required to implement updated provincial planning policy and requirements. In May 2018, Regional Council authorized staff to proceed with a Municipal Comprehensive Review (MCR) of the ROP. More than just a conformity exercise to update the existing Plan, Envision Durham will result in a new ROP that charts a vision and framework for how Durham will grow over the next 20 years.

## 3.1 Durham's regional structure

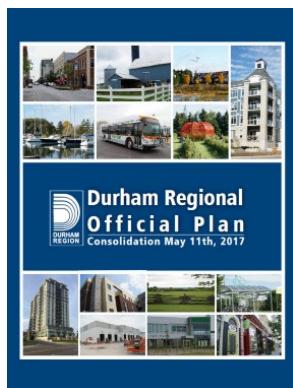


Figure 8: The Durham Region Official Plan.

The current ROP can be characterized as a structural plan comprised of Urban, Rural, Greenlands and Transportation Systems.

The **Urban System** includes lands within the Urban Area Boundary (Urban Areas) that will accommodate the majority of the Region's forecasted employment and population growth. The Urban System includes a hierarchy of areas and designations, intended to evolve into healthy and complete communities that are compact and efficient.



Figure 9: Most of the region's employment and population are planned to locate within the Urban System.

The **Rural System** supports and protects areas of the region with existing rural character (Rural Areas) and traditional rural industries, such as agriculture and aggregate extraction. Development within the Rural System is focused within existing Rural Settlements. A fundamental principle of the ROP is the distinction between the Urban and Rural System.



Figure 10: Durham's Rural System includes a vibrant Agricultural Sector.

The **Greenlands System** follows natural features and functions that weave through and between the Urban and Rural Systems. Lands within the Greenlands Systems are generally meant to be preserved for their ecological and environmental benefits; providing opportunities for recreational activities where appropriate.



**Figure 11:** The Greenlands System follows natural features, such as watercourses.

The **Transportation System** also crosses the Urban and Rural Systems, providing access and connections across the region. The Transportation System is comprised of roads; active transportation networks (pedestrian routes, cycle paths and trails); transit priority networks; strategic goods movement networks, as well as other transportation-related infrastructure, such as airports, railways and ports.



**Figure 12:** The Transportation System provides connections through and across Durham Region.

## 3.2 The Urban System

The Urban System includes lands within the Urban Boundary that are planned to accommodate the vast majority of the Region's population and jobs. These Urban Areas range in size and function, and are organized as follows:

- The Whitby/Oshawa/Courtice Urban Area as the central anchor.
- The Bowmanville/Newcastle Village Urban Area as the eastern anchor.
- The Pickering/Ajax Urban Area as the western anchor.
- The smaller Urban Areas of Beaverton, Cannington, Sunderland, Uxbridge, Port Perry and Orono.

# Growth Management



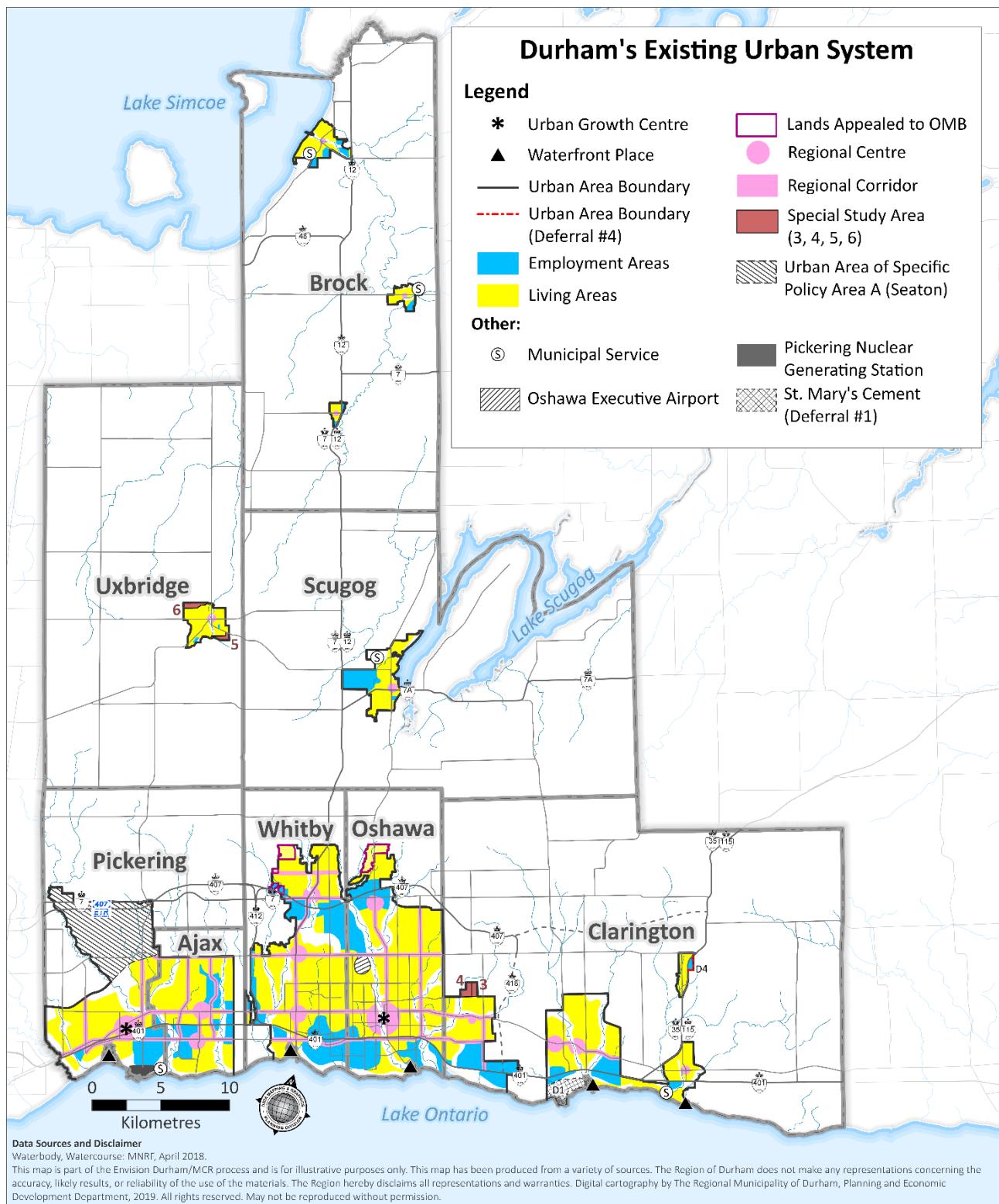
**Figure 13:** The Regional Official Plan recognizes the differing form and function of the Region's Urban Areas. Pictured above is Downtown Oshawa (Source: David Sappleton).



**Figure 14:** The Regional Official Plan recognizes the differing form and function of the Region's Urban Areas. Pictured above is Downtown Cannington in the Township of Brock.

The Urban System (see page 20) is intended to create distinct Urban Areas, balance population and employment growth, and function as healthy and complete communities. The Urban System designations generally separate incompatible uses; provide for focal points and concentrations of urban activities; and plan for essential connections. The land use designations that make up the Urban System are:

- **Living Areas:** areas used predominately for housing purposes, including a diverse range of housing sizes, types and tenures. Living areas also permit additional non-residential uses where such uses are compatible with their surroundings.
- **Employment Areas:** lands set aside for businesses and industries that require separation from sensitive uses, such as schools and residential uses. Employment Areas are characterized by their need to have access to highway, rail, and/or shipping facilities.
- **Urban Growth Centres:** focal points for intensive urban development and the main concentrations of institutional, public services, major office, commercial, recreational, residential, entertainment, and cultural land uses, and also serve as major employment centres.
- **Regional Centres:** the main concentrations of urban activity, but at a smaller scale than Urban Growth Centres, providing a fully integrated array of institutional, commercial, major retail, residential, recreational, cultural, entertainment, and major office uses.
- **Regional Corridors:** form key connections; provide for the movement of people and goods between Centres; and support public transit through mixed use development at higher densities.
- **Waterfront Places:** focal points along the Lake Ontario waterfront that integrate a range of residential, commercial, and recreational uses with the surrounding Greenlands System.



**Figure 15:** Durham Region's Existing Urban System.

# Growth Management

## Discussion Question:

**Is the Urban System achieving the Regional Official Plan vision of creating distinct Urban Areas, balancing population and employment growth, and achieving healthy and complete communities?**

The current ROP goals for the Urban System are:

- To establish an Urban System of distinct Urban Areas that are adaptable and able to evolve into healthy and complete sustainable communities that balance population growth with employment growth.
- To create distinct Urban Areas that relate to each other within the Region.
- To provide diverse Urban Areas to meet the various needs of present and future residents of the Region.
- To develop people-oriented Urban Areas that create a sense of community, promote social interaction, and remain aesthetically pleasing.
- To provide compact, efficient and accessible Urban Areas comprised of mixed uses.
- To protect key natural heritage or hydrologic features and functions located within or outside of Urban Areas from the impacts of urbanization.
- To integrate nature into the urban fabric of the Region.
- To provide convenient access to fresh locally grown produce and other healthy food from sources such as farm markets, community gardens and grocery stores.

Additional goals are also set out for the various components/designations of the Urban System, including Centres, Corridors, Waterfront Places, Living Areas and Employment Areas.

## Discussion Question:

**Are there any additional goals for the Urban System that should be included in the Regional Official Plan?**

## 4.0 Demographic, development and employment trends in Durham Region

Key indicators can measure how a community is performing. The following sections examine a series of population and employment indicators, providing insight of how Durham Region is growing and evolving.

Demographic, development and employment trends reported in this paper use a variety of data sources. Statistics Canada provides extensive information on population and employment trends. The most recent Census occurred in May 2016. Other data sources, including Durham's annual Employment Survey (or Business Count), Municipal Property Assessment Corporation (MPAC) data, the Region's building permit database and subdivision activity reports, have also been considered.

Further Analysis of population and employment trends will take place through the Land Needs Assessment and its related studies, as described in Section 8.1 of this paper.

## 4.1 Population trends

Durham's population has increased significantly from 247,473 in 1976 to 645,862<sup>4</sup> in 2016. Growth was highest during the period from 1986 to 1991, when the population increased by over 25 per cent. As of May 2019, it is estimated that 697,800 people live in Durham, occupying 238,220 households<sup>5</sup>. Oshawa continues to be the largest municipality by population, followed by Whitby and Ajax.

The focus of growth in Durham has been predominately in Urban Settlement Areas, with the greatest concentration of population in the lakeshore municipalities of Pickering, Ajax, Whitby, Oshawa, and Clarington as shown in Figure 17 on page 23. Low-density (specifically single-detached) housing continues to be the most common form of housing, but there has been a clear shift towards more medium- and high-density forms of housing in recent years, including townhouses and apartments.

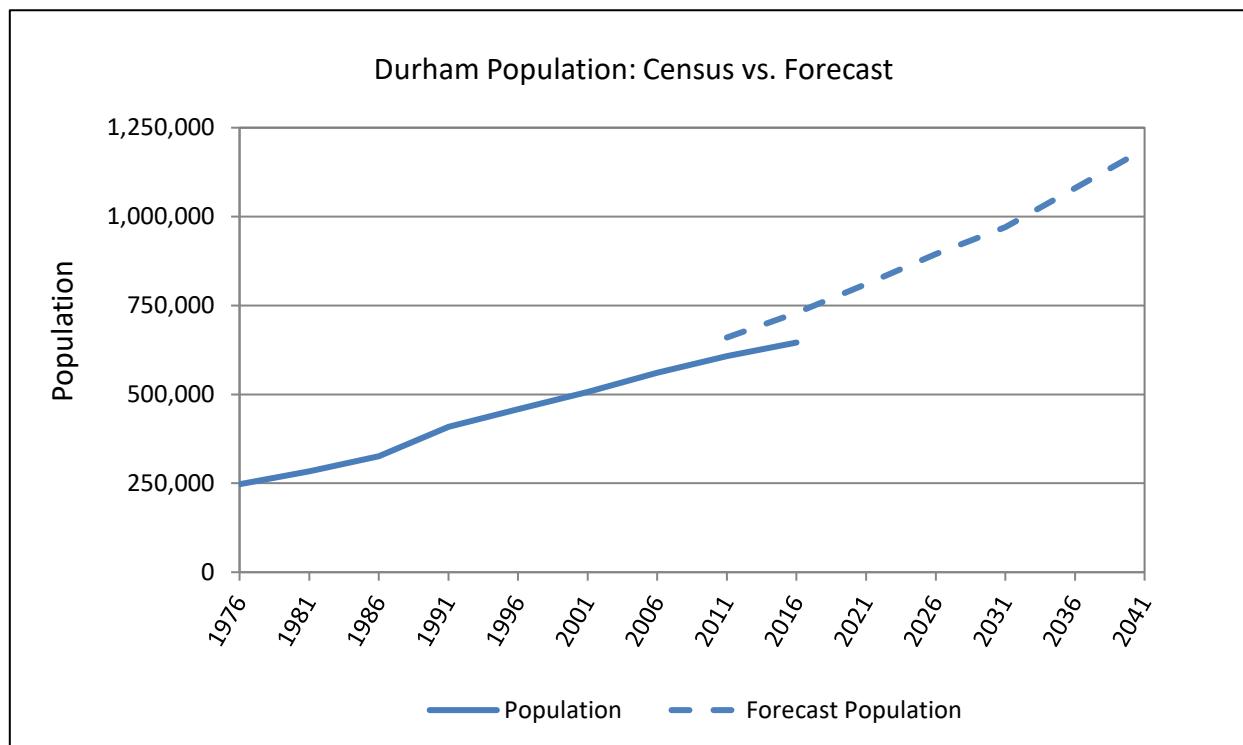


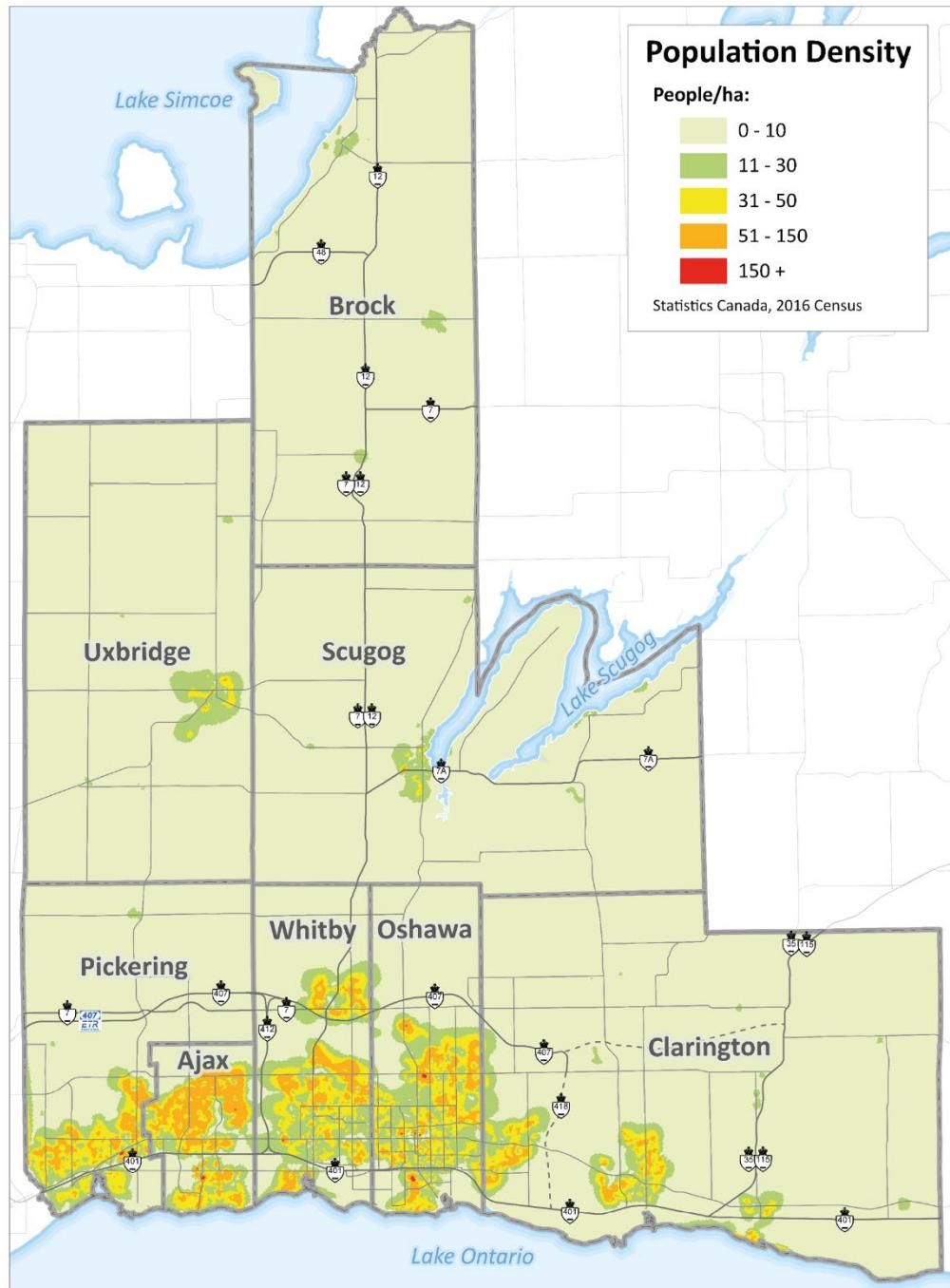
Figure 16: Historical growth and forecasted growth in Durham (source: Statistics Canada and A Place to Grow, 2019).

<sup>4</sup> For the purpose of comparison with historical population, this 2016 population figure does not include an undercount adjustment (Census population may be adjusted to account for the number of

Canadian residents that are not recorded/missed during the Statistics Canada Census).

<sup>5</sup> 2018-INFO-149, Monitoring of Growth Trends (November 16, 2018).

# Growth Management



## Durham Region by the Numbers

### Key Statistics

2019 population<sup>1</sup>

**697,800**



Population by 2041<sup>2</sup>

**1,190,000**



Population increase of

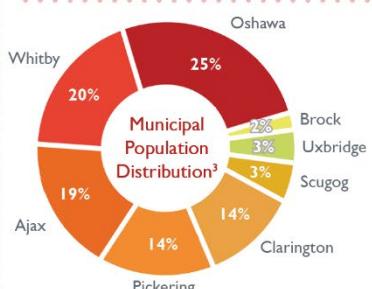
**492,200**



### Proportion of dwelling units by density type<sup>3</sup>



### Population by area<sup>3</sup>



1. 2018-INFO-149 Monitoring of Growth Trends.

2. Growth Plan Schedule 3.

3. Statistics Canada 2016 Census

### Disclaimer

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**Figure 17:** Highlighted trends in population growth, concentration and distribution, 2016.

## 4.2 Actual and forecasted population growth

The Greater Toronto and Hamilton Area (GTHA) will need to grow by 1.6 per cent per year between July 2018<sup>6</sup> and 2021 to meet their population forecasts<sup>7</sup>. By comparison, the rate of population growth in the GTHA

was approximately 1.2 per cent per year between 2011 and 2016. Among all GTHA municipalities, Durham will require the greatest rate of population growth, at 5.8 per cent per year, to meet the 2021 forecast that was allocated to the Region. The focus of population growth will be within the Region's Urban System.

**Table 2:** Required growth to achieve forecasted 2021 population targets for the GTHA.

Municipality	2018 estimated population (Statistics Canada)	2021 allocated population	Percentage of 2021 growth forecast achieved by 2018
Durham	683,604	810,000	84.4%
Halton	580,014	650,000	89.2%
Peel	1,477,196	1,490,000	99.1%
Toronto	2,956,024	2,930,000	100.9%
York	1,150,596	1,300,000	88.5%
Hamilton	567,979	590,000	96.3%
GTHA Total	7,415,773	7,770,000	95.4%

Sources: Statistics Canada Annual Demographics Estimates; A Place to Grow, 2019.

<sup>6</sup> Statistics Canada Annual Demographics Estimates: Subprovincial Areas, July 1, 2018.

<sup>7</sup> Growth Plan for the Greater Golden Horseshoe, 2006.

# Growth Management

Although Durham has not kept pace with the Growth Plan forecasts, some local municipalities are likely to meet and exceed their allocated population forecasts set out in the ROP. According to the Region's short-term growth forecasts<sup>8</sup> – based on monitoring of development application activity, housing completions, and building permit activity – both Ajax and Oshawa should exceed their 2021 population forecasts; while Brock, Clarington, and Scugog are close to meeting their forecast.

Slower than expected growth in Pickering (in particular the timing of development in Seaton) is the primary reason for a slower rate of growth regionally.

However, the pace of growth in Pickering has increased significantly in recent years and will continue due to developments in its Urban Growth Centre, the Duffin Heights neighbourhood, and the Seaton community.

**Table 3:** Short-term population estimate versus ROP population forecast for 2021.

Municipality	ROP 2021 forecast Population	Estimated actual population by 2021	Population Difference	Percentage Difference
Ajax	132,325	133,800	1,475	1.1%
Brock	12,810	12,400	-410	-3.3%
Clarington	108,100	107,800	-300	-0.3%
Oshawa	174,695	178,400	3,705	2.1%
Pickering	177,915	111,600	-66,315	-59.4%
Scugog	23,415	22,900	-515	-2.2%
Uxbridge	23,740	22,400	-1,340	-6.0%
Whitby	156,915	144,800	-12,115	-8.4%
Durham	809,990	734,000	-75,990	-10.4%

Sources: 2018-INFO-149, Monitoring of Growth Trends (November 16, 2018).

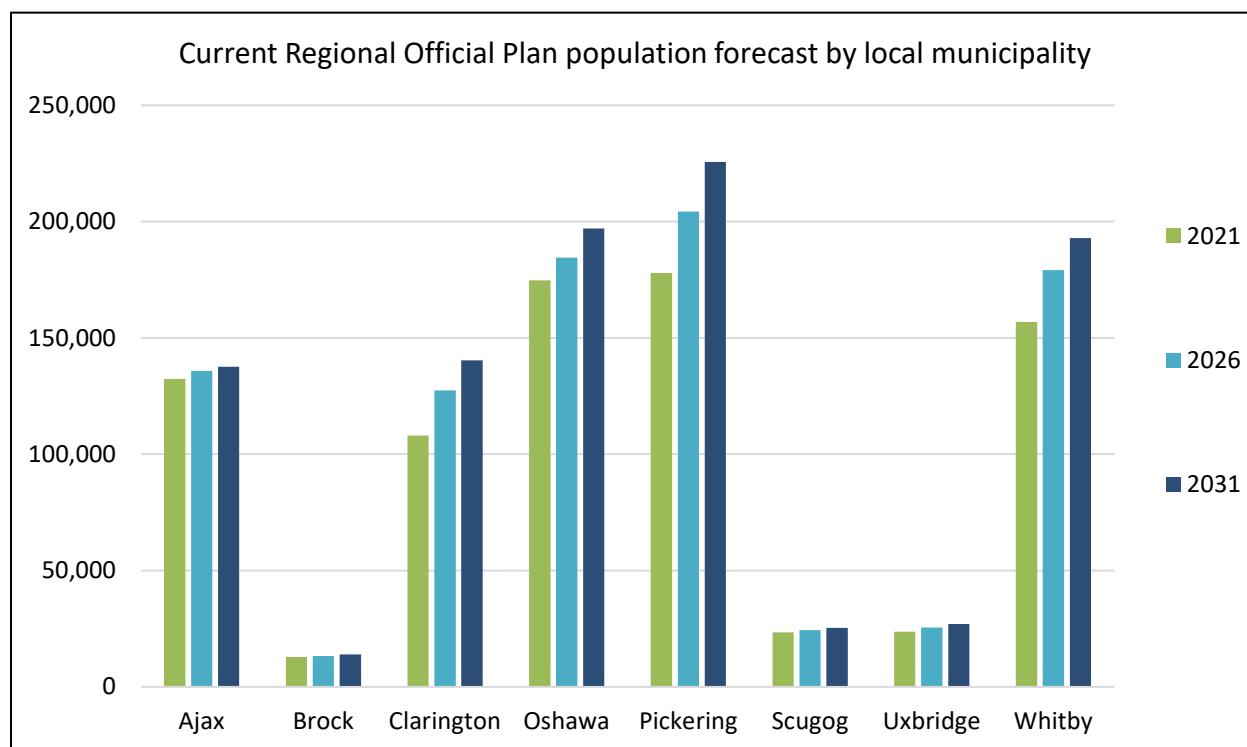
<sup>8</sup> 2018-INFO-149, Monitoring of Growth Trends (November 16, 2018).

### 4.3 Regional Official Plan 2031 Forecast

The current ROP includes forecasted growth by area municipality to the year 2031. By 2031, the ROP forecasts that the population of Pickering will increase to 225,670, becoming the most populated municipality in the Region. Within the same timeframe, Oshawa is forecast to have the second largest population, followed by Whitby and

Clarington. More modest rates of growth are forecasted for Ajax, as well as in Durham's northern municipalities of Brock, Scugog, and Uxbridge.

A Place to Grow requires the Region to plan and allocate population growth to the planning horizon of 2041. Through Envision Durham, the Region will review and update population allocations among the area municipalities.



**Figure 18:** Forecasted area municipal population growth (source: Durham Regional Official Plan).

# Growth Management

## 4.4 Household size (people per unit) and housing mix

Over time, there has been a growing trend toward fewer people living within households. In 2016, there were approximately the same number of one and two-person households (113,925) in Durham compared with those occupied by three or more people (113,975). Over time, the average household size has steadily decreased from 3.5 persons in 1976 to less than three people per household in 2016.

Historically, the most common form of housing in Durham has been single-detached dwellings with multiple bedrooms. The existing supply of housing in Durham remains predominantly low-density, specifically in the form of single-detached dwellings. However, the recent trend for new home construction has shifted toward more townhomes and apartment units. Given the trend towards households with fewer people, many households can now be accommodated in smaller units within higher-density housing developments.

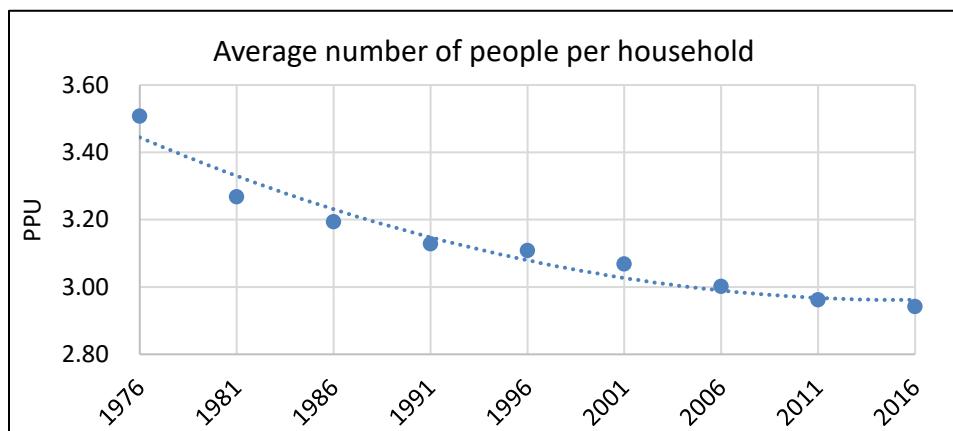


Figure 19: Trends in population per household in Durham (source: Statistics Canada).

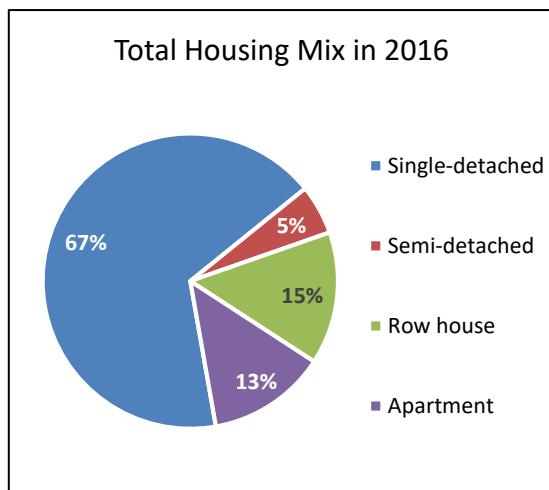


Figure 20: Total Housing Mix in 2016 (source: Statistics Canada).

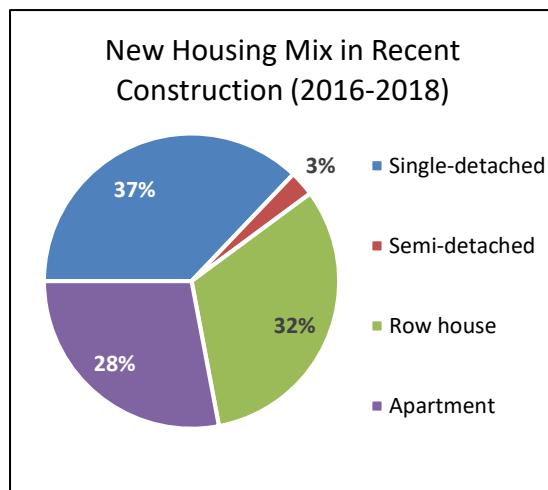


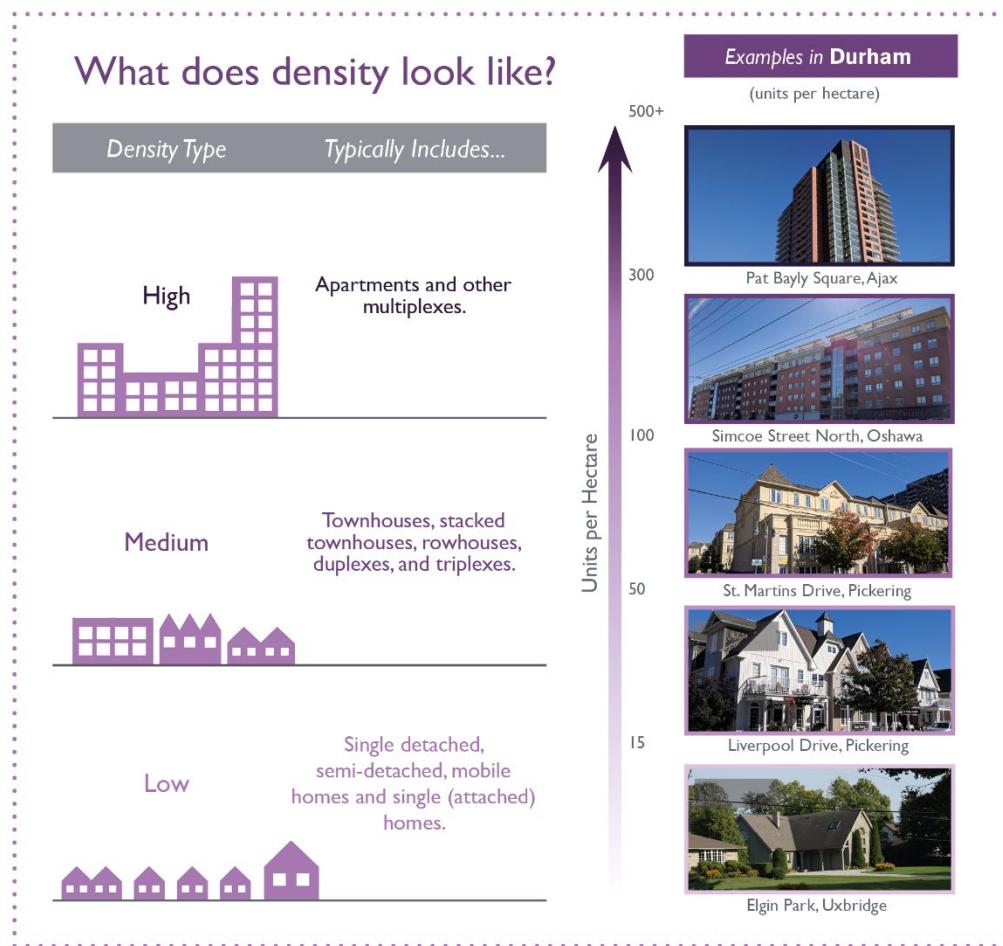
Figure 21: New Housing Mix (source: Durham Planning Division).



**Figure 22:** Recently constructed single-detached dwellings.



**Figure 23:** Recently constructed townhomes.



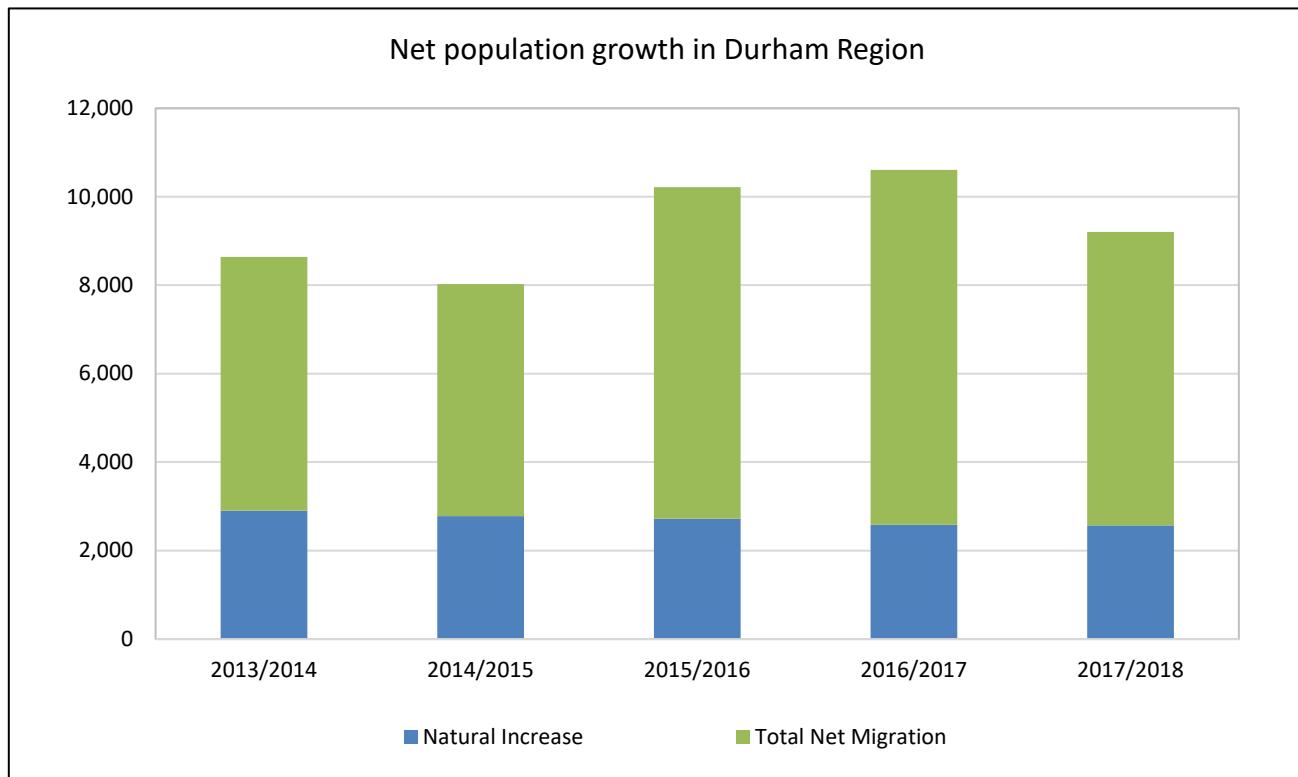
**Figure 24:** Examples of low, medium and high-density homes, based on classifications contained in Durham Regional Development Charge Background Study, 2018.

# Growth Management

## 4.5 Net migration

Migration continues to be a significant contributor to growth in the GTHA. In Durham, over two-thirds of population growth, in the last five years, has been in the

form of migration from foreign countries or from other areas of Ontario and Canada. In the five years from July 2013 to July 2018, over 33,000 people migrated to Durham. The role of migration on population growth will be further considered as part of Envision Durham and the LNA.



**Figure 25:** Migration versus natural population increase in Durham from 2013 to 2018 (source: Statistics Canada Annual Demographics Estimates: Subprovincial Areas, July 1, 2018).

## 4.6 Age structure

Another significant demographic trend occurring in Durham is that of an aging population. Since 2001, the percentage of seniors (aged 65 years and older) has risen from 9.8 per cent to 14.4 per cent of the Region's total population. This trend is expected to continue, with the Ministry of Finance projecting that by 2041, nearly a quarter of Durham's population will be 65 years old or older (23.8 per cent)<sup>9</sup>.

The Region has taken a proactive approach to planning for an aging population. This

includes developing its [Age-Friendly Durham Strategy and Action Plan \(April 2017\)](#). The strategy provides a series of actions intended to respond to the needs of older adults. Through Envision Durham, the Region will consider policies that support an aging population.

### Discussion Question:

**How can Regional Official Plan Policies support the needs of an aging population?**

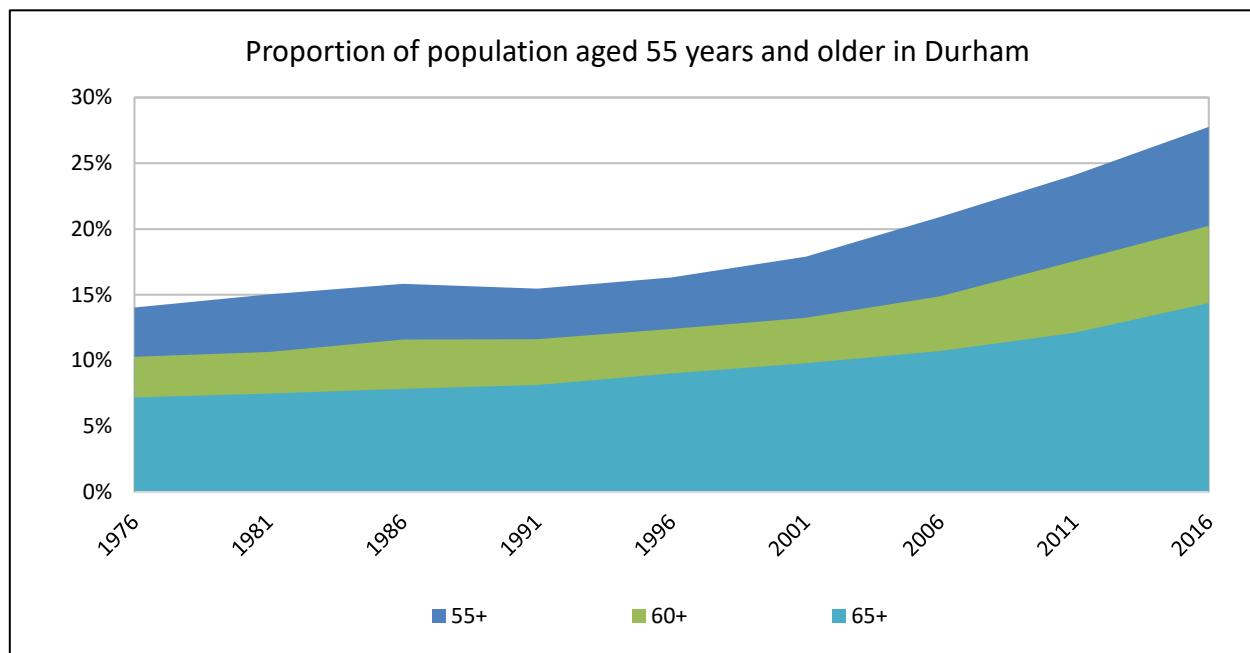


Figure 26: Trends in average age in Durham (source: Statistics Canada).

<sup>9</sup> Ministry of Finance, Ontario's Population Projection Update – Spring 2018.

# Growth Management

## 4.7 Current and forecasted employment growth

The 2016 Census reported a total of 236,760 jobs<sup>10</sup> in Durham. Durham has experienced steady employment growth over the past 15 years. The most pronounced period of employment growth occurred between 2001 and 2006, which resulted in 23,795 additional jobs, or an increase of 12 per cent. The Region saw more modest growth of 4,320 jobs (two per cent) between 2006 and 2011 and 13,640 jobs (six per cent) from 2011 to 2016.

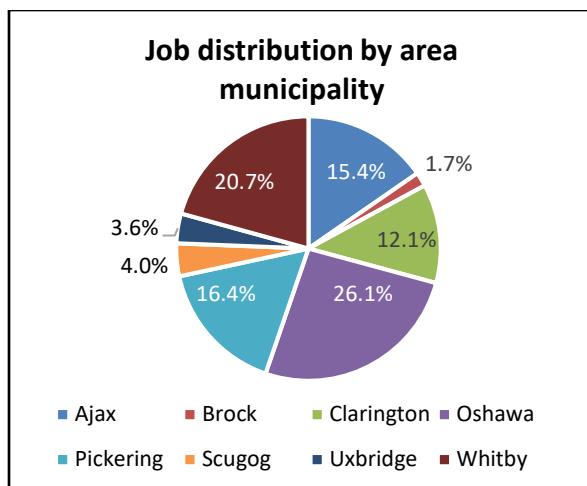


Figure 27: Job distribution by area municipality (source: Statistics Canada).

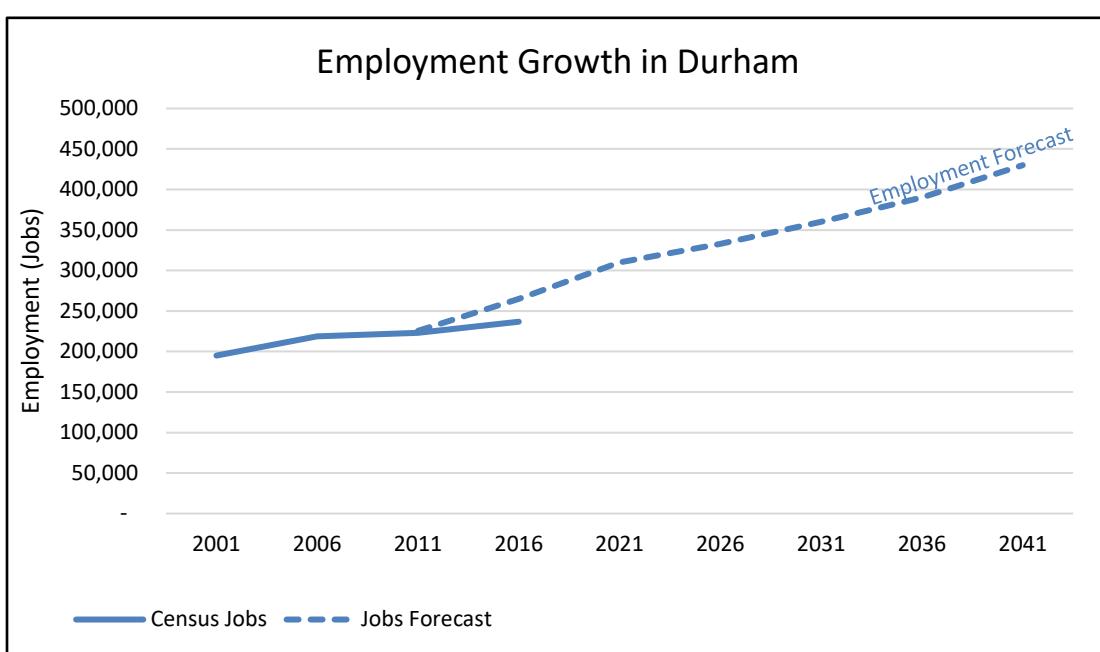


Figure 28: Durham employment growth from 2001 to 2016 and forecasted growth to the year 2041 (sources: Statistics Canada, Durham Regional Official Plan, A Place to Grow, 2019).

<sup>10</sup> The Census measurement of jobs applies to the portion of the Durham population that is 15 years and older.

Although there has been steady employment growth in Durham, job creation has not kept pace with the employment forecast contained in the current ROP (based on the Growth Plan, 2006). For example, the ROP forecasted that by 2016 there would be a total of 265,115<sup>11</sup> jobs in Durham. The actual number of jobs in 2016 was 236,760, equating to a shortfall of 28,355 jobs (approximately 11 per cent).

Significant job creation in Durham is required to catch up and achieve the employment forecast. Notably, an additional 73,220 jobs are required to meet the 2021 forecast, an

increase of 31 per cent. Over the longer term, a total of 193,240 additional jobs are required to achieve the 2041 employment forecast contained in A Place to Grow. This would require annual growth of roughly 7,730 jobs to achieve.

Approximately 85 per cent of survey respondents think that increasing job opportunities in Durham is "very" to "extremely important."

*(Based on the Envision Durham public opinion survey results, 391 respondents).*

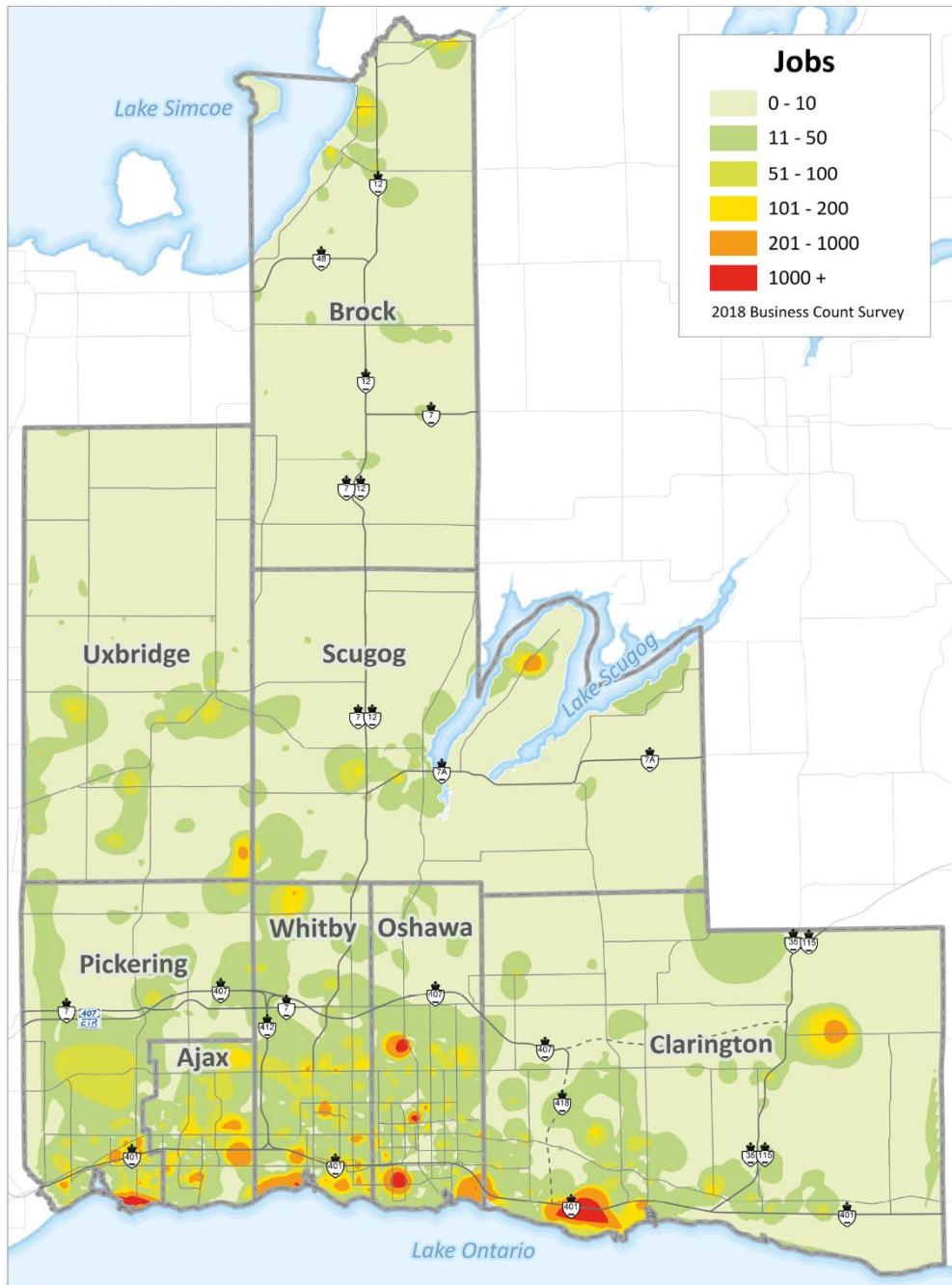
**Table 4:** Required job creation to achieve forecasted employment growth.

Year	Forecasted Employment (Jobs)	Required Growth (total jobs)	Required Growth (percentage increase)
2021	309,980	73,220	30.9%
2026	332,915	22,935	6.9%
2031	360,000	27,085	7.5%
2036	390,000	30,000	7.7%
2041	430,000	40,000	9.3%

Sources: Durham Regional Official Plan, A Place to Grow, 2019.

<sup>11</sup> Region of Durham Official Plan.

# Growth Management



## Durham Region by the Numbers

### Key Statistics

2016 Employment<sup>1</sup>  
**236,760**

Employment by 2041<sup>2</sup>  
**430,000** x1.8

An increase of  
**193,240**

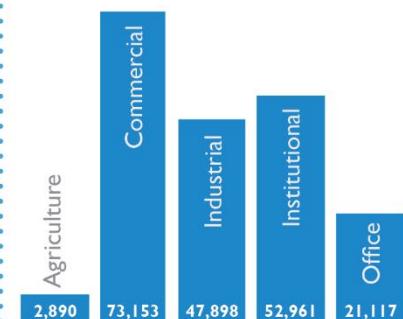
2016 jobs to people  
**1: 2.831**

2016 total businesses<sup>3</sup>  
**13,994**

### Jobs by Policy Area<sup>3</sup>



### Total jobs by key employment sector<sup>3</sup>



#### Disclaimer

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1. Census 2016, Statistics Canada  
2. Schedule 3, Growth Plan (May 2017), page 95  
3. Durham Business Count 2018

Figure 29: Highlighted trends in employment growth, concentration, and distribution.

## 4.8 Jobs to population ratio

The ratio of jobs to population speaks to a Regional objective to achieve a more balanced rate of employment growth relative to population growth. There are three job-to-population policies that currently apply in Durham Region:

- The 2041 forecast of roughly one job for every 2.77 persons contained in A Place to Grow.
- Section 7.3.3 of the ROP, which forecasts one job for every 2.77 persons to 2031 and is in keeping with the 2006 Growth Plan.
- Section 3.2.2 of the ROP, which indicates that Regional Council has established a target of one job for every two persons (50 per cent).

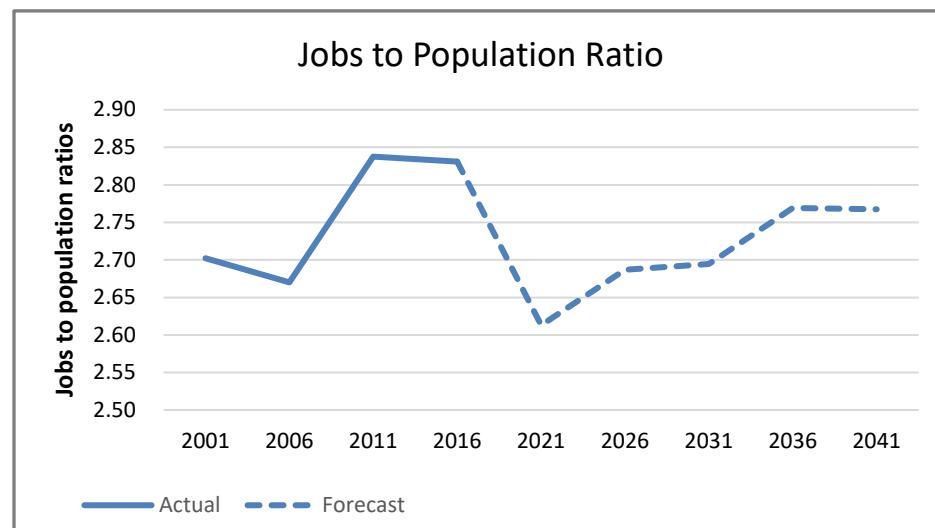
Over 80 per cent of survey respondents think that promoting a balance of jobs and population in Durham is "very" to "extremely important."

*(Based on the Envision Durham public opinion survey results, 389 of 391 respondents).*

Durham's actual job-to-population ratio has fluctuated over the past 15 years. In 2016, the Region's job to population ratio was one job for every 2.83 persons. This is approaching the forecast of one job for every 2.77 persons contained in A Place to Grow but falls far short of achieving Council's target of one job for every two persons.

### Discussion Question:

**Are there specific policies or other measures that are needed to enable the achievement of employment forecasts and/or the Regional Council target of one job for every two persons?**



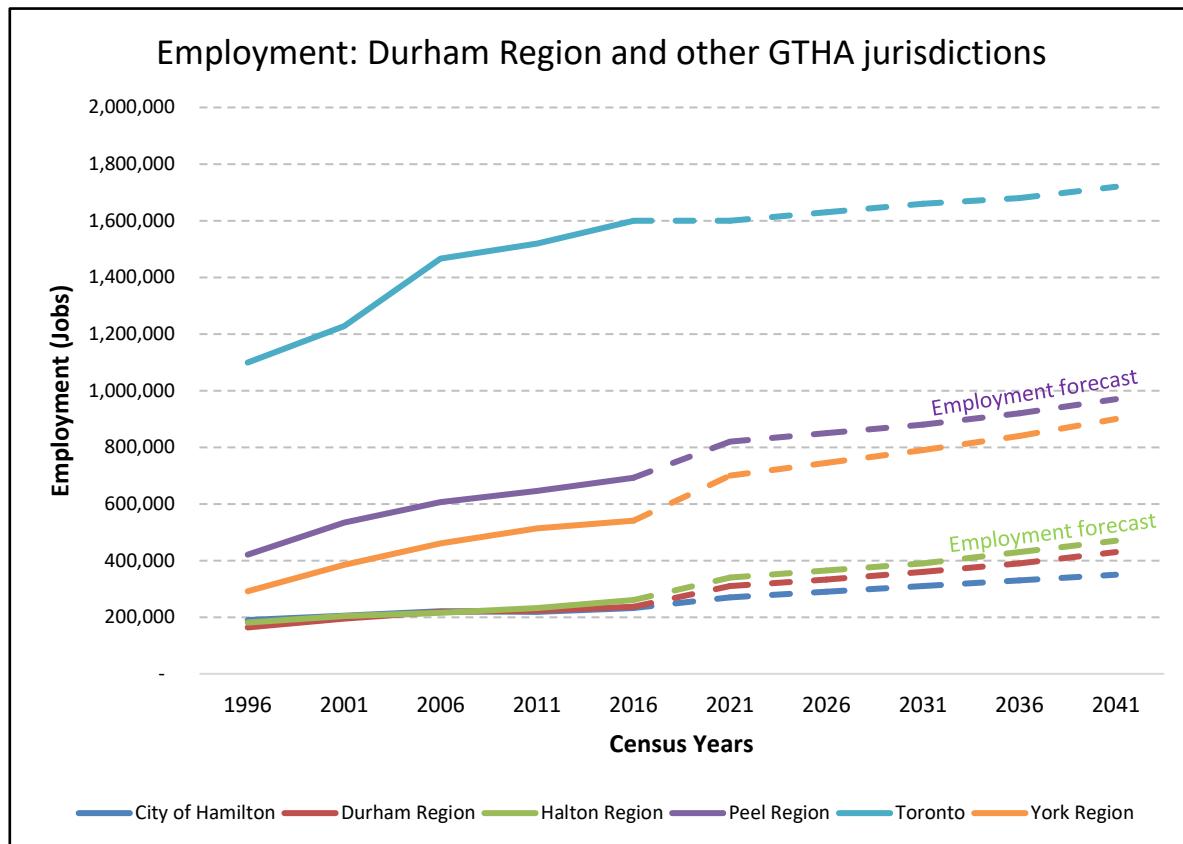
**Figure 30:** Historic trends (2001 to 2016) and forecasted job to population ratio in Durham (sources: Statistics Canada, and A Place to Grow, 2019).

# Growth Management

## 4.9 Durham employment in the Greater Toronto and Hamilton Area context

In 1996, the Region of Durham had a total of 163,850 jobs, representing seven per cent of the GTHA job market. Since then, Durham

has experienced steady job growth, comparable to Halton Region. In 2016, there were a total of 236,760 jobs in Durham, maintaining approximately seven per cent of the total GTHA job market. A Place to Grow forecasts that Durham's share of the GTHA job market will increase from seven per cent to nine per cent during the period from 2031 to 2041.



**Figure 31:** Durham Region's employment (job) growth within the Greater Toronto and Hamilton Area context (sources: Statistics Canada, A Place to Grow, 2019).

## 4.10 Durham employment by type

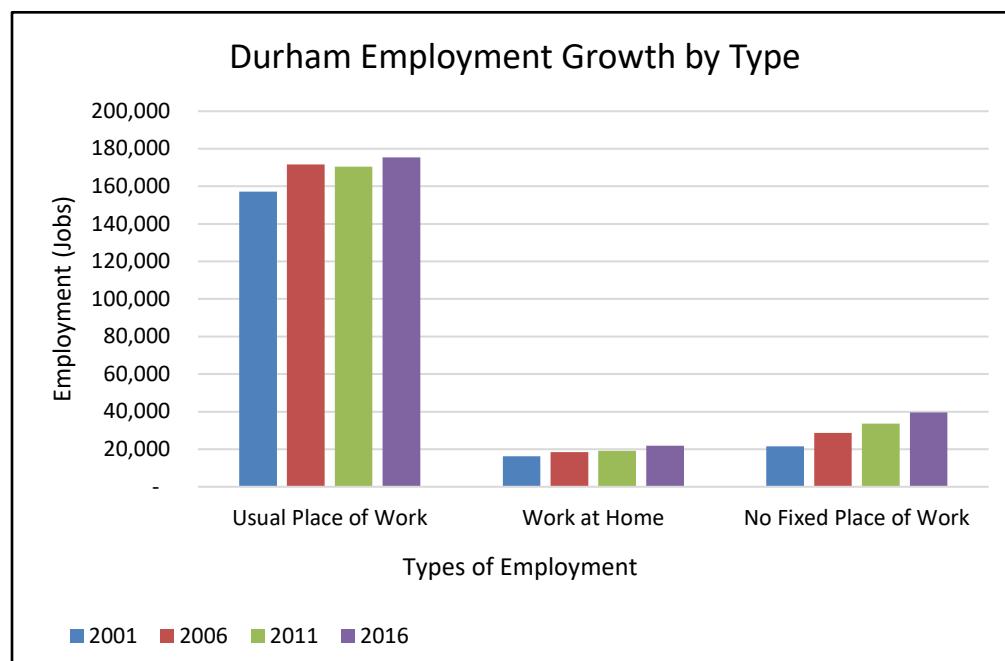
Durham's total employment can be further assessed by Census categories. The categories are usual place of work, those who work at home (such as farmers and teleworkers), and those with no fixed place of work (such as contractors, travelling sales people, and truck drivers).

All three employment categories have experienced growth during the last 10 years. However, there is a shift occurring in the proportional share among the three categories:

- Those with a usual place of work, which accounted for 78 per cent of jobs in 2006, decreased to 74 per cent by 2016.
- Overall, those who work at home has remained relatively stable at roughly nine per cent.
- Those with no fixed place of work has seen the greatest increase from 13 percent in 2006, to nearly 17 per cent in 2016.

### Discussion Question:

**How can Regional Official Plan policies recognize and support the changing pattern of where and how people work?**

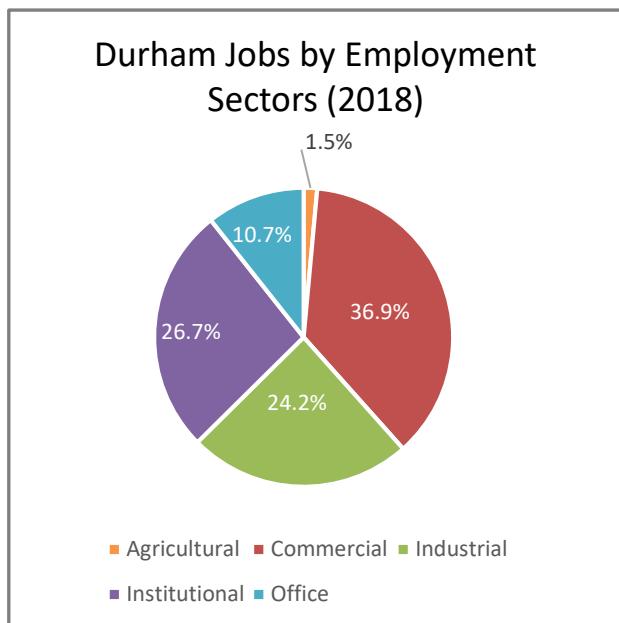


**Figure 32:** Durham Employment by type: usual place of work, work at home, no fixed place of work (source: Statistics Canada).

# Growth Management

## 4.11 Jobs and businesses by sector

Durham's jobs fall into five general categories: agricultural, commercial, industrial, institutional and office. In 2018, the Region's Business Count reported that the largest share of jobs were in the commercial sector. Durham's jobs can be further broken down by sub-category, as provided in Figure 34.

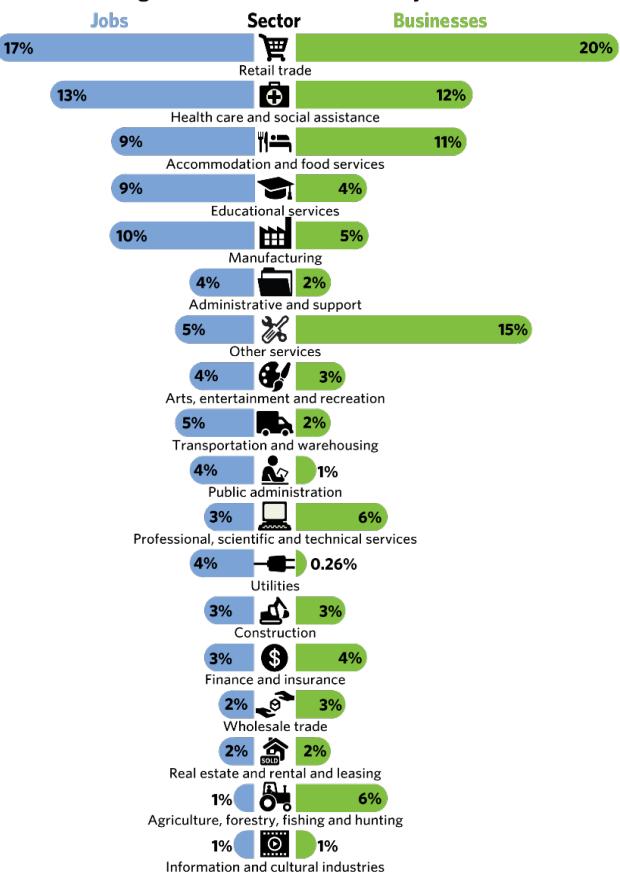


**Figure 33:** The classification of jobs in Durham Region by major sector (source: Durham Region Business Count, 2018).

Over 70 per cent of survey respondents think that diversifying the region's employment base is "very" to "extremely important."

(Based on the Envision Durham public opinion survey results, 389 of 391 respondents).

Percentage of Jobs and Businesses by Sector\*



**Figure 34:** Durham jobs classification by NAICS codes (source: Durham Region Business Count, 2018).

#### 4.12 Durham's large employers

top 17 employers provide nearly 25 per cent of all jobs in Durham

There are 17 employers in Durham that provide 1,000 or more jobs in the region. The

**Table 5:** Durham's Largest Employers in 2018.

Employer / Company	Total Business Locations	Total Jobs
Ontario Power Generation (OPG)	13	9,133
Durham District School Board	125	7,001
Lakeridge Health	12	6,715
Regional Municipality of Durham	58	4,370
General Motors of Canada <sup>12</sup>	3	3,723
Tim Hortons	67	2,417
Durham Catholic District School Board	49	2,222
Ontario Tech University (formerly UOIT)	2	2,203
McDonalds	24	2,004
Durham College	2	1,996
Walmart	7	1,733
Municipality of Clarington	22	1,334
City of Oshawa	25	1,285
Concentrix	1	1,222
Town of Ajax	17	1,059
Metro	8	1,054
Ministry of Finance	1	1,000

<sup>12</sup> Further details related to the status of the General Motors Assembly Plant in Oshawa can be found in section 9.8.

# Growth Management

Source: Durham Region Business Count, 2018

## 4.13 Job distribution by area

Durham's job distribution is split between community areas, employment areas, employment related areas, rural employment areas, and rural areas.

Policy 7.3.9 c) of the ROP requires that the region "accommodate a minimum of 50 per cent of all forecast employment in designated Employment Areas." In 2018, the Business Count reported that 31 per cent of all jobs were located within designated Employment Areas. In addition, four per cent of jobs are located within Employment Related Areas, such as the Pickering and Darlington<sup>13</sup> nuclear generating stations, and the Oshawa Airport. Community Areas, comprised of the Region's Urban Growth Centres, Regional Centres, Regional Corridors, Waterfront Places and Living Areas designations, accommodate 59 per cent of all jobs. The remaining six per cent of jobs are located within the Rural System.

**Policy Areas:** The following areas are used for assessing job distribution.

**Employment Areas (Urban):** lands inside the Urban Area Boundary that are designated as Employment Areas.

**Community Areas:** lands inside the Urban Area Boundary, other than Employment Areas, that may be used for residential, commercial purposes and/or other purposes.

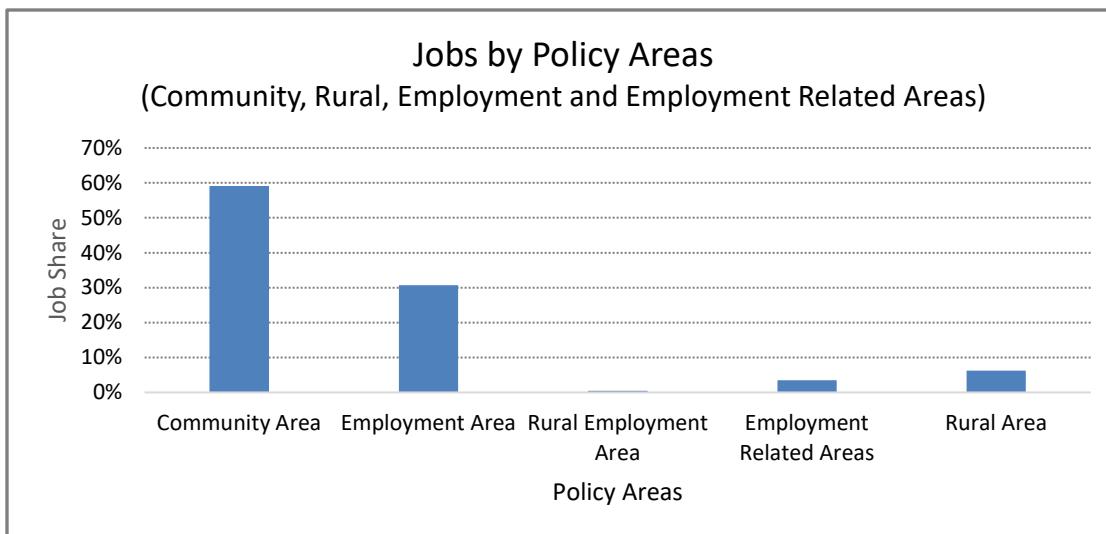
**Employment Related Areas:** employment generators that are uniquely identified on Schedule "A" of the Regional Official Plan. This includes the Pickering and Darlington nuclear generating stations and the Oshawa Airport.

**Rural Employment Areas:** areas within the Rural System that are designated as Rural Employment Areas. There are three designated Rural Employment Areas in Durham (two in Uxbridge and one in Brock).

**Rural Areas:** lands located outside Urban Area Boundary. Includes Prime Agricultural Areas (farms) and Rural Settlement Areas, such as hamlets.

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<sup>13</sup> The Darlington Nuclear Generating Station is located within an employment related area outside of the Urban Area Boundary.



**Figure 35:** The location of jobs in Durham Region by Policy Areas (source: Durham Region Business Count).

**Discussion Question:**

**What Regional policies and approaches could assist in achieving the Regional Official Plan target that 50 per cent of all jobs be in designated Employment Areas?**

#### **4.14 Designated employment areas**

A Place to Grow and ROP policy requires the Region to maintain a sufficient supply of employment lands, in appropriate locations, to accommodate forecasted employment growth. In 2018, there were 6,252 hectares of land designated as Employment Area within the Urban System. In addition, there were 116 hectares of rural employment area (part of the Rural System), and 871 hectares of employment-related areas.

# Growth Management

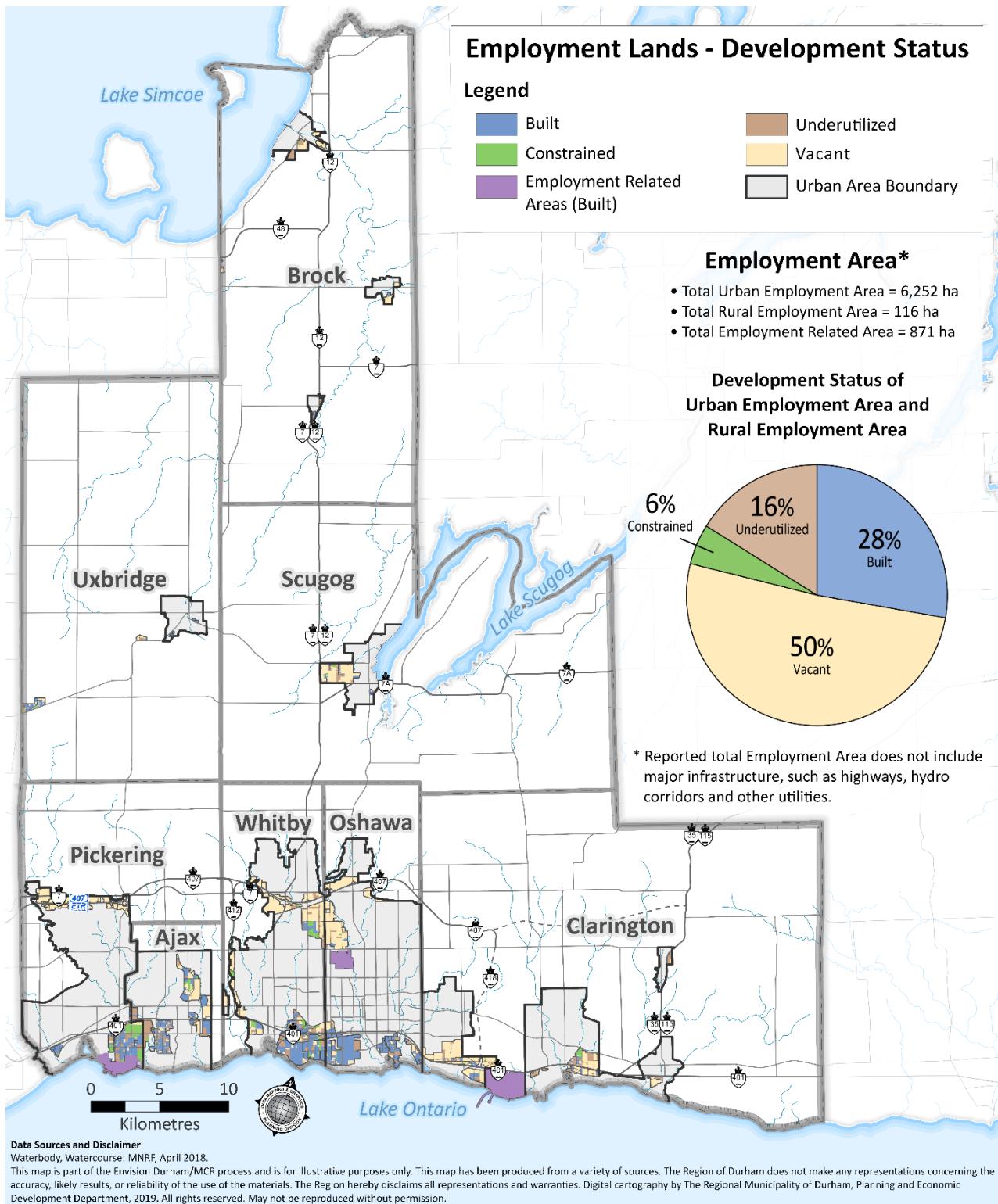


Figure 36: Status of Employment Area Lands.

## 4.15 State of designated employment areas

Durham's Employment Areas can be classified as either built, vacant, underutilized or constrained and are distributed as follows:

**Table 6:** Development status of Employment Areas.

Urban and Rural Employment Area Status	Total Land Area <sup>14</sup> (Hectares)	Percentage
Built	1,696.5	28.1%
Constrained	339.3	5.6%
Underutilized	963.5	16.0%
Vacant	3,039.9	50.3%

Source: Employment Land Inventory (ELI), 2018 updated by the Durham Regional Planning Division in collaboration with area municipalities.

### Employment Area Classifications:

**Built:** the property is occupied by a constructed building, with no obvious opportunity for further development.

**Constrained:** refers to situations where the development of the property is limited due to factors such as environmental features and protection.

**Underutilized:** the property has the opportunity for further development. This may include properties with no structures but are used for employment uses (such as truck parking, parking lots and outdoor storage); properties that are designated for employment uses but are currently occupied by non-conforming uses (such as a residential dwelling); or properties that are partially built but remain suitable for additional development

**Vacant:** properties that have not yet been developed.

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<sup>14</sup> Employment Area reported in this table does not include local roads (329 hectares).

# Growth Management

The ROP requires the Region to ensure that “an adequate supply of vacant, serviced land is maintained within designated Employment Areas to achieve the employment forecasts”

(Policy 8C.1.4). The supply of vacant and underutilized employment lands that may be suitable for development is summarized as follows:

**Table 7:** Servicing status of Urban Employment Areas.

<b>Employment Area Development Status</b>	<b>Fully Serviced</b> (water and sewage services are available at the property)	<b>Potentially Serviceable</b> (water and sewer services within 500 metres of the property)	<b>Potentially Serviceable (water only)</b> (water service within 500 metres of the property)	<b>Not Serviced</b> (water and sewage services are not within 500 metres of the property)
Underutilized	624.9 ha (66.3%)	10.8 ha (1.1%)	101.2 ha (10.7%)	206.1 ha (21.9%)
Vacant	1022.1 ha (34.4%)	161.1 ha (5.4%)	162.2 ha (5.4%)	1,289.3 ha <sup>15</sup> (42.9%)

Source: Employment Land Inventory, 2018 updated by the Durham Regional Planning Division, in collaboration with area municipalities and the Durham Region Works Department.

## What will growth look like?



**Figure 37:** An example of an employment development proposal for 1121 & 1147 Thornton Road South. It includes 99,440 square metres of warehouse space in three buildings (Source: Battaglia Architect Inc., courtesy of the City of Oshawa).

<sup>15</sup> 370 hectares of employment land in Seaton has been excluded from this figure, due to rapidly evolving servicing status.

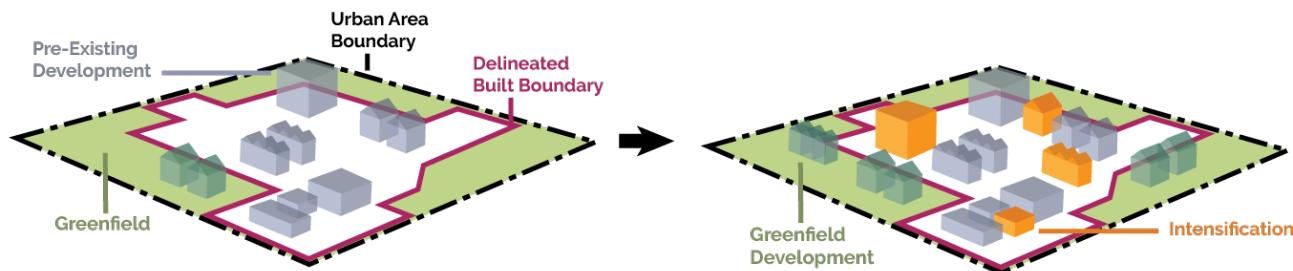
## 5.0 Where to grow

Growth within the Urban System may occur either through intensification or through the development of greenfield areas.

Intensification refers to the infilling and redevelopment of existing urban areas.  
Greenfield development refers to

development taking place outside of the delineated built boundary, and is commonly associated with the development of new subdivision communities.

Reducing "urban sprawl" was specifically identified in the public opinion survey as one of the most important land use planning issues in Durham Region today.



**Figure 38:** Intensification is measured by the rate of residential unit construction occurring within the existing delineated built boundary. Any development taking place outside of the delineated built boundary is considered greenfield development.

# Growth Management

## 5.1 Intensification

Intensification is measured by the rate of residential development that occurs within the delineated built boundary. Both A Place to Grow and the ROP provide direction on where and how intensification should occur, including a region-wide intensification target. Currently, the ROP requires that a minimum of 40 per cent of annual residential development be through intensification.

Intensification generally results in higher densities than what currently exists. There are varying scales and degrees in which intensification may occur, including:

- Modest intensification through the addition of secondary suites to existing dwellings.
- Infill development, which may include severing or subdividing larger lots in existing communities for additional ground related housing at higher densities.
- The addition of new residential development on vacant or underutilized sites.
- High-density development on vacant lands.
- Redevelopment of brownfield sites.

Over the last five years, roughly 1,000 **secondary suites** have been created in Durham Region.

Intensification involving multiple units typically entails the detailed evaluation of sites, building placement, parking, site layout, engineering and design elements through the site plan approval process. Related planning

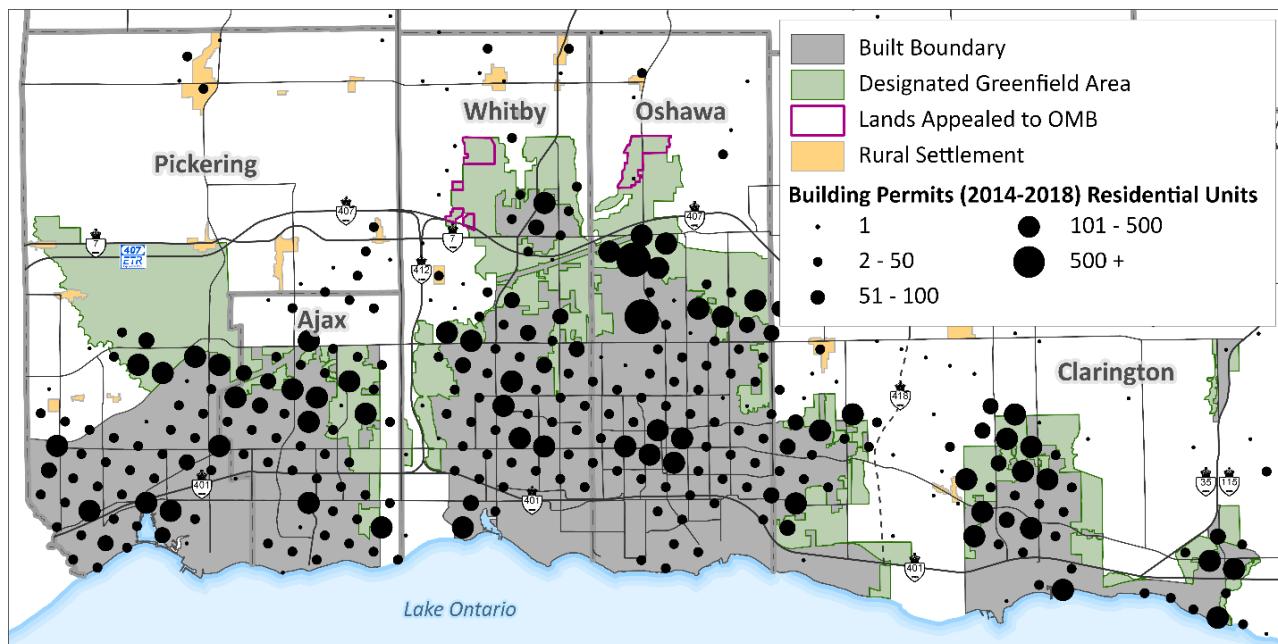
processes for these types of proposals may include official plan amendments, zoning by-law amendments and draft plans of condominium.

### What will growth look like?



**Figure 39:** An example of an intensification project, Douglas Crossings, retirement residence consisting of 150 units, Uxbridge (Source: PDS Design Studio, courtesy of the Township of Uxbridge).

Rates of intensification have varied across the region and its area municipalities. Since 2014, the Region (as a whole) has exceeded its current minimum intensification requirement of 40 per cent as prescribed by the 2006 Growth Plan and current ROP policy. Intensification has been most pronounced in the region's southern municipalities and in the Township of Uxbridge.



**Figure 40:** Approximate location of 2014 to 2018 building permit activity across Durham's southern municipalities (source: Durham Region Planning Division).

**Table 8:** Region and area municipal intensification rates based on Durham Region Building Permit Data.

Municipality	2014	2015	2016	2017	2018	5-year average	Table "E9" of ROP
Ajax	26.8%	13.8%	65.7%	28.8%	89.8%	49.3%	54.0%
Brock	10.7%	23.8%	14.3%	2.3%	46.2%	21.5%	23.0%
Clarington	10.2%	36.2%	40.2%	53.8%	48.1%	39.3%	32.0%
Oshawa	29.6%	35.5%	15.8%	35.5%	54.2%	35.7%	39.0%
Pickering	98.0%	95.8%	97.7%	62.0%	50.6%	67.9%	40.0%
Scugog	15.4%	38.9%	14.3%	20.8%	14.6%	19.5%	30.0%
Uxbridge	29.0%	62.0%	30.1%	14.8%	25.0%	39.6%	36.0%
Whitby	77.5%	69.9%	84.4%	91.9%	30.7%	69.1%	45.0%
Durham	37.3%	44.7%	52.2%	48.0%	52.3%	47.8%	40.0%

# Growth Management

## 5.2 Greenfield development

Any urban area development that takes place outside of the delineated built boundary, but within the urban boundary, is considered greenfield development. Greenfield development often involves larger tracts of land, where planning and engineering takes place across multiple properties before development can occur.

Greenfield development often proceeds through planning processes that can include secondary plans and background studies, such as Master Environmental Servicing Plans, sub-watershed plans, and associated studies and plans.



**Figure 41:** Greenfield development often occurs over large tracts of land.

Greenfield development generally involves the creation of new neighbourhoods and infrastructure, usually at lower densities than what would occur through intensification. Greenfield development can include:

- New lots or blocks to accommodate ground related forms of development, such as single-detached, semi-detached

and townhouse dwellings, and may accommodate higher density forms of residential development.

- New roads and related works.
- New commercial sites and/or places of employment.
- New parks, schools or other public services and amenities.
- New stormwater management ponds, or related drainage improvements for multiple properties.
- The extension of linear public infrastructure including watermains and sanitary sewers.

### What will growth look like?



**Figure 42:** An example of a greenfield development proposal, consisting of 150 units on Cemetery Road, Uxbridge (Source: Stamp & Hamer, courtesy of the Township of Uxbridge).

As previously noted, greenfield development occurs following a series of planning approval processes, which may include municipally initiated secondary plans (for areas over 20 hectares) and draft plans of subdivision and/or condominium. There are several large secondary plan areas across Durham that are either in process, or recently completed. These areas will contribute to the Region's long-term greenfield housing supply.

For example, in 2018, the City of Oshawa initiated an integrated Part II Plan (Secondary

Plan) study and Municipal Class Environmental Assessment for the Columbus area. The study area is bounded by Howden Road to the north, the Oshawa-Whitby boundary to the west, Winchester Road to the south, and the east branch of the Oshawa Creek to the east. The secondary plan includes the employment area along Highway 407 and greenfield residential north of the employment area.

A new Clarington Official Plan was adopted by Council (November 2016) and subsequently approved on June 19, 2017 by the Region. Since that time, Clarington has been working to implement the newly adopted plan through new and updated secondary plans in Courtice, Bowmanville and Newcastle. There are currently 20 secondary plans being prepared or updated. These include:

- Seven new residential secondary plans.
- Seven existing secondary plans to be updated to conform to the new Official Plan (including Employment Area secondary plans).
- Six existing neighbourhood design plans to be converted to secondary plans.

The Town of Whitby has recently completed a Brooklin Community secondary plan, which was substantially approved by the Region in 2018. This provides urban land use designations and policies for the expanded

Brooklin Urban Area, including the new employment lands along Highway 407 and the new residential neighbourhood at Conlin Road and Anderson Street.



**Figure 43:** Land preparation taking place in the West Whitby Secondary Plan Area.

As approval of secondary plans advance, detailed draft plans of subdivision and condominium typically follow.

The majority of Durham's greenfield residential development that is currently in the subdivision and condominium approval process is occurring in the southern municipalities. This includes significant growth approved and underway for Seaton (Pickering), West Whitby, Kedron (Oshawa), and in Bowmanville and Newcastle within Clarington.

# Growth Management

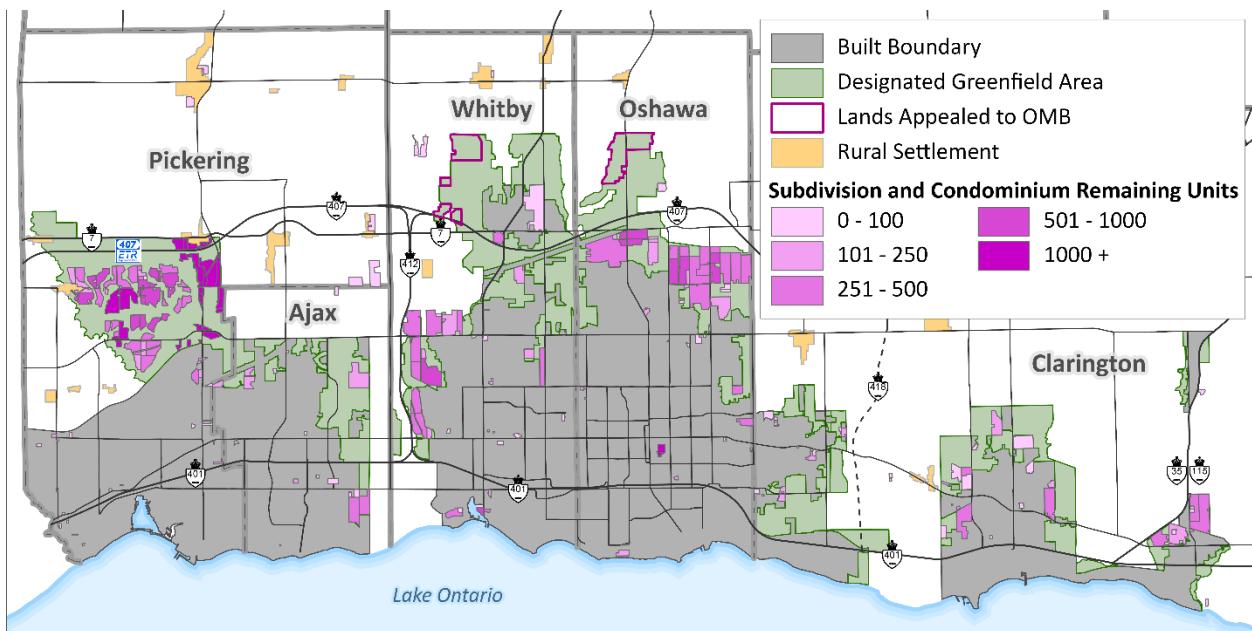


Figure 44: Remaining units in plans of subdivision and condominium (source: Durham Region Planning Division).

Table 9: Remaining unit supply in draft approved plans of subdivision and condominium.

Municipality	Built Boundary	Designated Greenfield Area	Rural Settlements	Rural Area	Total
Ajax	731	586	N/A	7	1,324
Brock	695	236	N/A	N/A	931
Clarington	1,196	2,457	28	34	3,715
Oshawa	868	3,092	N/A	N/A	3,960
Pickering	491	14,081	N/A	14	14,586
Scugog	286	197	66	30	579
Uxbridge	51	72	30	49	202
Whitby	1,172	4,203	N/A	N/A	5,375
Durham	5,490	24,924	124	134	30,672

Source: Durham Region Planning Division.

The Provincial Policy Statement requires that planning authorities maintain a three-year supply of residential units, available through land in draft approved plans, and lands suitably zoned to facilitate residential intensification and redevelopment.

Throughout the region, there are more than 30,000<sup>16</sup> units in draft-approved and registered plans of subdivision and condominium, that have not been built. This does not include pending unit supply occurring through freestanding site plan applications that are approved by area municipalities.

The Region has averaged roughly 4,000 building permits for new residential units for each of the last five years.

Some units in draft approved plans will not be constructed in the next three years, as full buildup for large planning areas will take 10 or more years. Further, some developers can take decades to build approved developments. For example, there are currently 3,834 units remaining in draft approved plans that were originally proposed in the 1980s and 1990s.

### **5.3 Increased Intensification and importance of Strategic Growth Areas in A Place to Grow, 2019**

A Place to Grow supports the better use of land and infrastructure by directing growth to settlement areas and prioritizing

intensification. The Plan places emphasis on optimizing existing urban land and making better use of existing infrastructure and public service facilities, while focusing less on settlement area expansion. Along with an increased intensification rate, A Place to Grow requires more detailed planning be undertaken to focus growth in strategic growth areas (SGAs).

**Strategic growth areas:** within settlement areas, nodes, corridors and other areas that have been identified by municipalities or the province to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. Strategic growth areas include urban growth centres, major transit station areas, and other major opportunities that may include infill, redevelopment, brownfield sites, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned frequent transit service or higher order transit corridors may also be identified as strategic growth areas.

A Place to Grow, 2019

The Urban System is currently illustrated conceptually in the ROP, with further refinement and detail provided in area municipal official plans. To implement the minimum intensification and density targets, A Place to Grow requires that the Region delineate the boundaries of SGAs in the ROP. At a minimum, this includes Urban Growth

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<sup>16</sup> Pending units supply is subject to verification through the Land Needs Assessment.

# Growth Management

Centres, Major Transit Station Areas, and may also include other areas, as identified as appropriate by the Region.

## 6.0 Approach to delineating strategic growth areas

The Region's Urban System includes areas that meet the definition of an SGA and will require delineation in the ROP. This includes Urban Growth Centres and Major Transit Stations Areas. Other areas that may also be appropriate for delineation in the ROP include Regional Centres, Regional Corridors and Waterfront Places (see Figure 15, page 20 for further reference). The ROP currently assigns long-term density targets to these areas as follows:

- Urban Growth Centres: 200 people and jobs per hectare and a minimum floor space index of 3.0.

- Regional Centres: 75 units per gross hectare and a minimum floor space index of 2.5.
- Regional Centres (Brock, Uxbridge and Scugog): 15 units per gross hectare.
- Regional Corridors: 60 units per gross hectare with a minimum floor space index of 2.0.
- Waterfront Places: 60 units per gross hectare with a minimum floor space index of 2.0.

As part of Envision Durham, the current minimum density targets for these areas will be evaluated and updated, as appropriate.

### Discussion Question

**How should density (gross or net) be measured in the Regional Official Plan?**

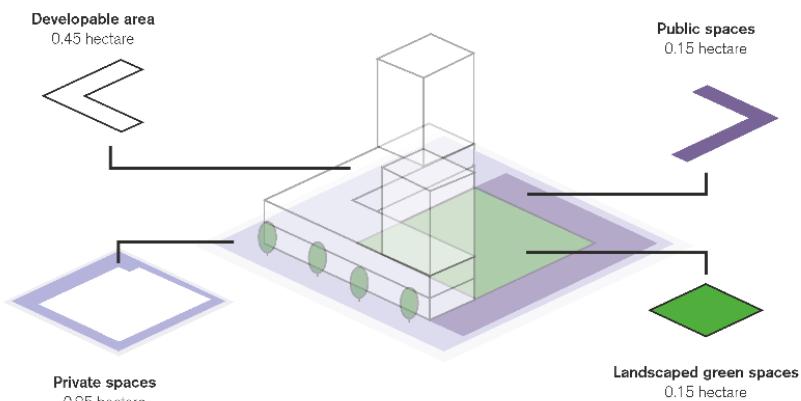
#### GROSS DENSITY: 75 UNITS PER HECTARE

Units-per-hectare for the entire parcel's area

#### NET DENSITY: 166 UNITS PER HECTARE

Units-per-hectare only for the parcel's developable area

#### Land Parcel Breakdown



**Figure 45:** There are different ways to measure density. Gross density generally refers to the measure of the total number of dwelling units over a given land area. Net density typically refers to the total number of dwelling units over land area, after a series of non-developable areas have been excluded. The definition and application of gross and net density varies by jurisdiction.

## 6.1 Urban Growth Centres

There are two Urban Growth Centres (UGCs) in Durham – one in the City of Pickering and one in the City of Oshawa (see Figure 15, page 20). A Place to Grow requires UGCs to achieve a density target of 200 residents and jobs per hectare by 2031, or earlier. The Region is also required to delineate the boundaries of UGCs in the ROP to allow for the implementation and monitoring of the prescribed density target.

The ROP designates UGCs as the dominant centres within the Region. They are planned as focal points for region-wide public services, major office, commercial, recreational, cultural, entertainment and residential uses. UGCs are intended to accommodate significant intensification and achieve a minimum density target of 200 residents and jobs per hectare and a floor space index of 3.0.

### What will growth look like?



**Figure 46:** An example of Urban Growth Centre development – Phase 2 shown, consisting of 234 units and 389 square metres of commercial space, Pickering City Centre (source: Kirkor Architects and Planners, courtesy of the City of Pickering).

The Pickering and Oshawa UGCs are among the highest density locations in the Region (see Table 10, page 53). Recent development activity indicates that there will be significant intensification within UGCs. As part of Envision Durham, the Region will delineate the detailed boundaries of UGCs in the ROP and consider any required policy updates to support the development of these areas.

### What will growth look like?



**Figure 47:** An example of Urban Growth Centre development – Phase 1 shown, consisting of 509 apartment units. Oshawa Urban Growth Centre (source: IBI Group Architects, courtesy of the City of Oshawa).

## 6.2 Regional Centres

The ROP designates Regional Centres as the main concentrations of urban activities in the Region, but generally at a smaller scale than UGCs. Regional Centres are intended to provide a full array of institutional, commercial, major retail, recreational, cultural, major office, residential and entertainment uses.

There are 17 Regional Centres designated in the ROP, including five in northern Durham (see Figure 15, page 20). The ROP requires Regional Centres in southern Durham to achieve a long-term density target of at least 75 residential units per gross hectare and a

# Growth Management

floor space index of 2.5. For Regional Centres in northern Durham, the density target is 15 residential units per gross hectare. Given the planned density and function for Regional Centres, they appear to meet the definition of an SGA and would be suitable for delineation in the ROP.

## What will growth look like?



**Figure 48:** An example of a Regional Centre mixed-use development consisting of 1,606 units and 4,179 square metres of commercial space over three phases – Downtown Ajax Regional Centre (source: IBI Architects, courtesy of the Town of Ajax).

## What will growth look like?



**Figure 49:** An example of a Regional Centre development consisting of 440 units. Clarington Boulevard, Bowmanville West Regional Centre (source: Chamberlain Architect Inc., courtesy of the Municipality of Clarington).

The table below summarizes the existing and planned densities for the Region's Urban Growth Centres and Regional Centres. Further details, including the detailed boundaries of these areas, can be found in Appendix C.

As part of Envision Durham, the Region will delineate the boundaries of Regional Centres in the ROP and consider any required policy updates to support the development of these areas.

**Table 10:** Summary Statistics (estimated) for Urban Growth Centres and Regional Centres in 2016.

Strategic Growth Area Name	Status in Regional Official Plan	Total Area (Hectares)	Current Density (Residents and Jobs per Hectare)	Current Density (Units per Hectare)	Planned Density Target (current ROP)
Ajax - Uptown Regional Centre	Regional Centre	106.4	45	4.2	75 units per gross hectare, FSI 2.5

<b>Strategic Growth Area Name</b>	<b>Status in Regional Official Plan</b>	<b>Total Area (Hectares)</b>	<b>Current Density (Residents and Jobs per Hectare)</b>	<b>Current Density (Units per Hectare)</b>	<b>Planned Density Target (current ROP)</b>
Ajax Downtown Regional Centre	Regional Centre	144.6	68	16.5	75 units per gross hectare, FSI 2.5
Brock - Beaverton Regional Centre	Regional Centre	17.3	33	8.6	15 units per gross hectare
Brock - Cannington Regional Centre	Regional Centre	7.7	45	10.4	15 units per gross hectare
Brock - Sunderland Regional Centre	Regional Centre	11.4	22	6.4	15 units per gross hectare
Clarington - Courtice Urban Centre	Regional Centre	20.0	4	0.8	75 units per gross hectare, FSI 2.5
Clarington - Bowmanville West Urban Centre	Regional Centre	121.4	20	3.0	75 units per gross hectare, FSI 2.5
Clarington - Bowmanville East Urban Centre	Regional Centre	59.9	78	12.0	75 units per gross hectare, FSI 2.5
Clarington - Newcastle Village Centre	Regional Centre	18.5	38	9.1	75 units per gross hectare, FSI 2.5
Oshawa – Downtown Urban Growth Centre	Urban Growth Centre	101.9	105	19.9	200 people and jobs per hectare, FSI 3.0

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<b>Strategic Growth Area Name</b>	<b>Status in Regional Official Plan</b>	<b>Total Area (Hectares)</b>	<b>Current Density (Residents and Jobs per Hectare)</b>	<b>Current Density (Units per Hectare)</b>	<b>Planned Density Target (current ROP)</b>
Oshawa - Downtown Main Central Area	Regional Centre (surrounds the UGC)	296.2	41	11.2	75 units per gross hectare, FSI 2.5
Oshawa - Windfields Main Central Area	Regional Centre	84.2	5	1.7	75 units per gross hectare, FSI 2.5
Pickering - City Centre	Urban Growth Centre (Regional Centre coincides with UGC boundary)	138.6	82	15.4	200 people and jobs per hectare, FSI 3.0
Scugog - Port Perry Main Central Area	Regional Centre	32.8	65	9.8	15 units per gross hectare
Downtown Uxbridge	Regional Centre	61.6	32	8.0	15 units per gross hectare
Whitby - Downtown Whitby Major Central Area	Regional Centre	229.6	46	14.1	75 units per gross hectare, FSI 2.5
Whitby - Brock/Taunton Major Central Area	Regional Centre	129.3	51	5.8	75 units per gross hectare, FSI 2.5

<b>Strategic Growth Area Name</b>	<b>Status in Regional Official Plan</b>	<b>Total Area (Hectares)</b>	<b>Current Density (Residents and Jobs per Hectare)</b>	<b>Current Density (Units per Hectare)</b>	<b>Planned Density Target (current ROP)</b>
Whitby-Baldwin/ Winchester Major Central Area	Regional Centre	79.7	28	5.4	75 units per gross hectare, FSI 2.5

Sources: Area Municipal Official Plans, Statistics Canada, Municipal Property Assessment Corporation, and Durham Region Planning Division.

### 6.3 Regional Corridors

Regional Corridors form key connections between UGCs, Centres and other locations, providing for the movement of people and goods. They are also intended to be higher density mixed-use areas that support higher order transit services and pedestrian-oriented development.

Regional Corridors are represented as an overlay in the ROP, with the relevant policies of the underlying designation remaining applicable. Where appropriate and

implemented in area municipal official plans, portions of Regional Corridors are intended to support an overall, long-term density target of at least 60 residential units per gross hectare and a floor space index of 2.5.

There are 13 Regional Corridors in the ROP (see Figure 50, page 57). Preliminary discussions with staff of the area municipalities indicate that not all Regional Corridors are equal in terms of their ability to accommodate intensification, nor will they share an equal level of current and planned transit service.

# Growth Management

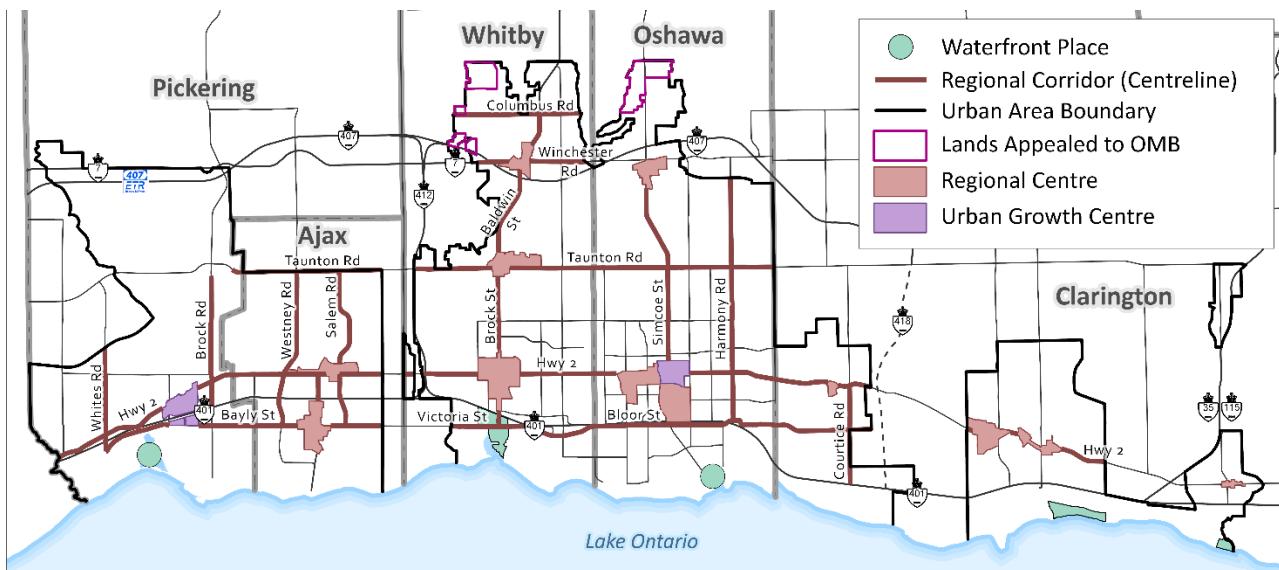


Figure 50: Many Regional Corridors provide connections to, and between, Regional Centres and Urban Growth Centres.

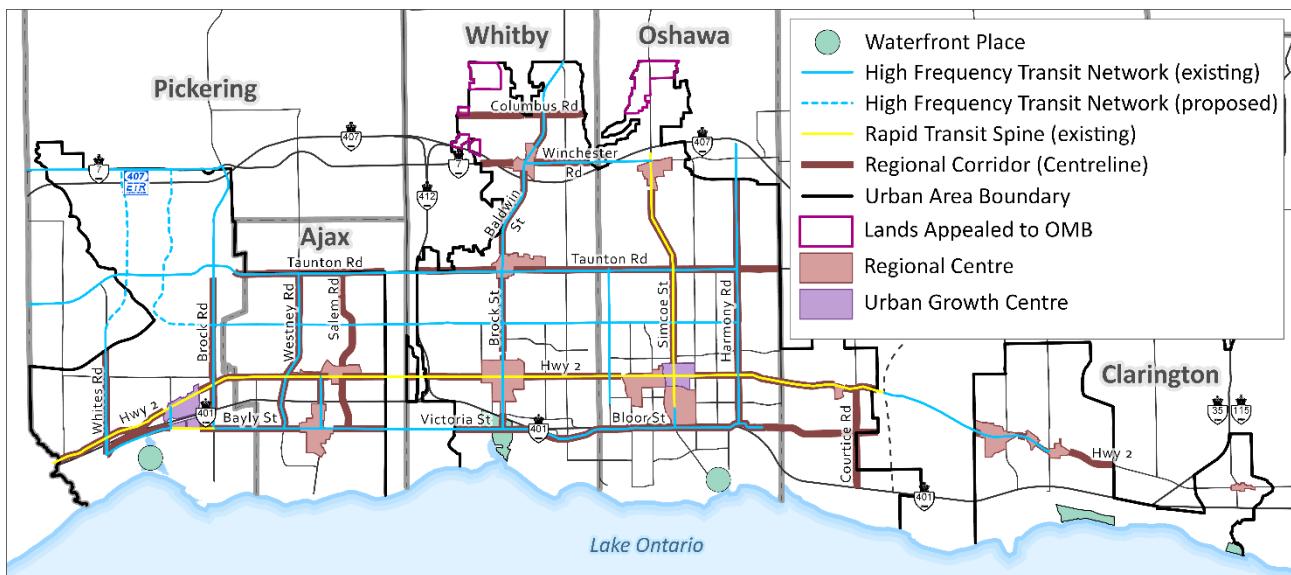


Figure 51: The rapid transit spine and existing and future high frequency transit network.

The Region completed a Transportation Master Plan (TMP) in late 2017, which sets out a Higher Order Transit Network (see Figure 51). The Higher Order Transit Network identifies the main arteries of the Region's transit system, comprised of rapid transit spines, high frequency bus routes, and other connections. This network was incorporated

into the current ROP through Amendment #171 in July 2018. The majority of the network is planned to be implemented by 2031.

While there is general alignment between the Higher Order Transit Network and the Regional Corridors in the ROP, there are

certain sections of Regional Corridors that do not correspond to the Higher Order Transit Network. In addition, there are Regional Corridors that may be unsuitable or unable to accommodate intensification. In these cases, certain segments of the Regional Corridor appear to be unable to achieve their intended function as outlined in the ROP.

## Discussion Question:

**Should the Region delineate only those corridors with significant intensification potential that are also within the Higher Order Transit Network?**

Certain Regional Corridors correspond with rapid transit spines which are planned to have the highest-level service and include Bus Rapid Transit in dedicated lanes (see Figure 51, page 57). This is the case for sections of Highway 2 and Simcoe Street, which are identified as Rapid Transit Spines as follows:

- On Highway 2 from the Toronto-Durham boundary, east to Simcoe Street in Oshawa, with protection for future extension to Highway 418 in Clarington.
- On Simcoe Street in Oshawa from Olive Avenue, north to Highway 407.

Currently, Durham Region Transit's PULSE service operates along Highway 2 with frequent service and has several sections with dedicated bus lanes. Simcoe Street also has high frequency service and provides an important connection between downtown Oshawa and Ontario Tech University (formerly UOIT)/Durham College.

## What will growth look like?



**Figure 52:** An example of mixed-use Regional Corridor development consisting of 60 residential units and 900 square metres of ground floor commercial. Kingston Road Regional Corridor, Ajax (Source: Partick, Markus, Luckie Architect, courtesy of the Town of Ajax).



**Figure 53:** An example of Regional Corridor development consisting of 227 residential units. Whites Road Regional Corridor, Pickering (Source: SRM Architects Inc., courtesy of the City of Pickering).

A Place to Grow requires lands adjacent to, or near, existing and planned frequent transit to be planned as transit-supportive. This includes planning for compact, mixed-used development at higher densities. Accordingly, certain Regional Corridors may meet the definition of an SGA. Through Envision Durham, the Region will consider the delineation of Regional Corridors that meet the definition of a Strategic Growth Areas

# Growth Management

and consider policies that support the development of these areas.

## Discussion Question:

**Should Regional Corridors that are intended to be priority areas for the highest level of transit service (Highway 2 and Simcoe Street) be delineated in the ROP and assigned an increased minimum density target?**

## 6.4 Waterfront Places

Waterfront Places are intended to be developed as focal points along the Lake Ontario waterfront with a mix of uses integrated with the Greenlands System. Uses may include residential, commercial, and recreational uses, as well as marinas, tourist establishments, and cultural and community facilities. There are five Waterfront Places identified in the ROP (see Figure 15, page 20).

The ROP recognizes that each Waterfront Place has unique characteristics and permits development to occur at a scale appropriate for the area. Accordingly, while the ROP establishes a minimum density target of 60 units per gross hectare, it only applies where appropriate as determined in the applicable area municipal official plan.



**Figure 54:** Waterfront Places integrate components of the Urban System and Greenlands System. Pictured above is the Newcastle Waterfront Place in Clarington.

## What will growth look like?



**Figure 55:** An example of Waterfront Place mixed-use development consisting of up to 1,637 units. Port Whitby Waterfront Place (*Source: DTAH Architects, courtesy of the Town of Whitby*).



**Figure 56:** An example of Waterfront Place mixed-use development consisting of 157 residential units and 1,056 square metres of ground floor commercial space, Port Whitby Waterfront Place / Victoria Street Regional Corridor, Whitby (*Source: ABA Architects Inc., courtesy of the Town of Whitby*).

Given the flexibility afforded by the ROP, implementation of Waterfront Place policies varies by area municipality. Preliminary discussions with area municipal staff indicates a preference for continued flexibility to implement Waterfront Places, as opposed to delineating boundaries for inclusion in the ROP. In addition, area municipal staff noted that not all Waterfront Places will continue to meet the definition of SGAs, as some are nearing build out with limited future intensification potential.

## Discussion Question:

### Should Waterfront Places be specifically designated in the Regional Official Plan?

## 6.5 Local Centres and Local Corridors

The ROP recognizes and enables the designation of Local Centres and Local Corridors in area municipal official plans. Local Centres and Local Corridors also play an important role in accommodating intensification and will be assessed as part of the Land Needs Assessment exercise. However, it is not anticipated at this time that Local Centres and Local Corridors will be delineated in the ROP as SGAs.

### What will growth look like?



**Figure 57:** An example of mixed-use development taking place in a Local Corridor consisting of 229 units and 500 square metres of commercial space. King Street West Local Corridor, Newcastle, Clarington (Source: Romanov Romanov Architects Inc., courtesy of Municipality of Clarington).

# Growth Management

## 7.0 Approach to delineating Major Transit Station Areas

Major Transit Station Areas (MTSAs) were identified as places for intensification and increased densities in the 2006 Growth Plan. MTSAs, constituting the area in and around existing or planned higher order transit, were required by the 2006 Growth Plan to be designated in official plans and be planned to achieve a higher density mix of uses, where appropriate.



**Figure 58:** Major Transit Stations Areas around higher-order transit.

The current ROP implements the 2006 Growth Plan by requiring that development adjacent to Transportation Hubs and Commuter Stations be at higher densities and optimize walkability to the transit facilities. The ROP also requires that delineated boundaries be identified in area municipal official plans on the basis of an approximate 500 metre radius of the station.

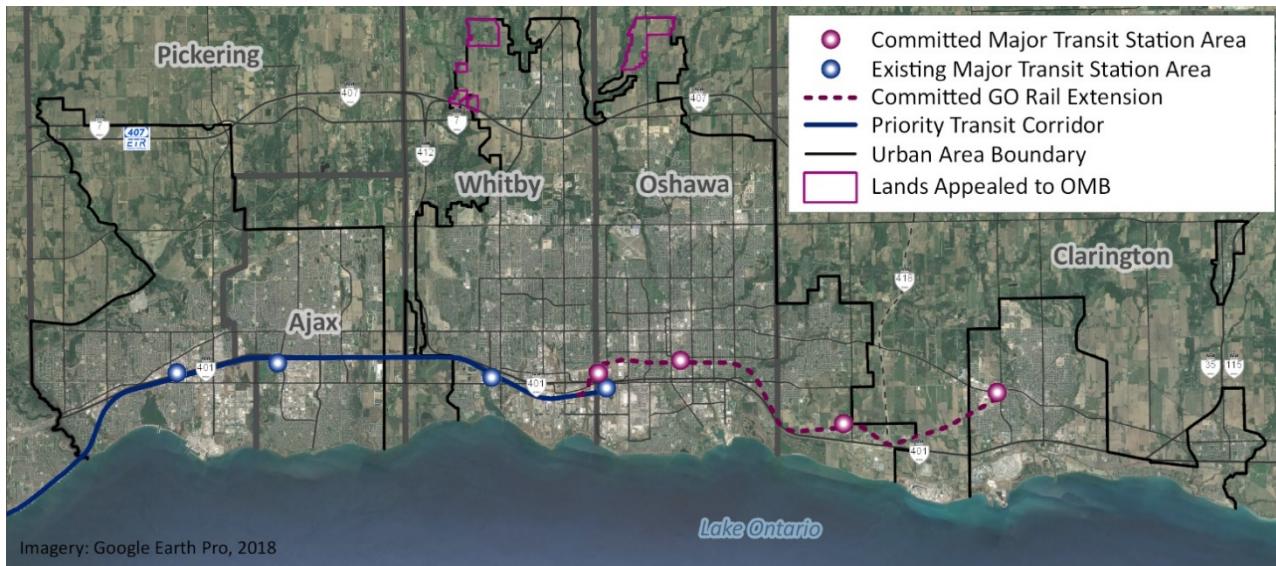
A Place to Grow, 2019 elevated the significance of MTSAs and further prioritized intensification and increased planned densities in these areas. This includes identifying priority transit corridors (PTC) and specifying prescribed density requirements for any MTSAs that is located along a PTC.

**Major Transit Station Area:** The area including and around any existing or planned *high order transit* station within a *settlement area*; or the area including and around a major bus depot in an urban core. *Major transit station areas* generally are defined as the area within a 500 to 800 metre radius of a transit station, representing a 10-minute walk.

A Place to Grow, 2019

In the context of Durham Region, the Lakeshore East GO Transit rail line, up to its current termination point at the existing Oshawa GO train station, is the only PTC located within the region. As a result, the existing GO train stations – located in Pickering, Ajax, Whitby and Oshawa – must meet the prescribed requirements of A Place to Grow, including the following:

- The detailed boundaries of the MTSAs must be delineated in the ROP in a manner that maximizes the size of the area and the number of potential transit users that are within walking distance to the station.
- Each MTSAs must be planned to achieve a minimum density target of 150 residents and jobs combined per net hectare.
- If the minimum density target cannot be achieved, the Region must request an alternative density target from the Minister of Municipal Affairs.



**Figure 59:** Major Transit Station Areas in Durham Region

In 2016, the province committed to extend the existing GO Transit service from its current termination point in Oshawa to Downtown Bowmanville by 2024. The extension is currently illustrated on Schedule 5 of *A Place to Grow* on the north side of Highway 401. The planned extension would create four new station stops in Durham, located at Thornton Road South, north of the 401 (referred to as the Thornton Corners Station), downtown Oshawa, Courtice Road, north of Highway 401, and downtown Bowmanville.

The four future MTSAs, located along the committed GO Transit rail line extension, represent significant opportunities to direct intensification and growth in a manner that maximizes the benefits of being within proximity to higher-order transit. Accordingly, through the Envision Durham process the four future MTSA sites – located at Thornton Corners, downtown Oshawa, Courtice Road, and downtown Bowmanville – are recommended for delineation in the ROP

with an assigned a minimum density target. Other potential MTSAs subject to further study, approval and financial commitment, such as the potential GO train stations in Uxbridge and Seaton, as well as stations along Regional higher order transit, will be recognized and protected through policy and other approaches, but are not proposed for delineation with assigned density targets.



**Figure 60:** Planned GO Train Station in Downtown Bowmanville.

# Growth Management

A summary of the proposed approach to implement MTSA requirements through Envision Durham is provided below:

Table 11: Proposed approach to delineate Major Transit Station Areas.

MTSA Type	Number of Stations and their location	A Place to Grow requires delineation and prescribes a minimum density target:	Recommended Approach through Envision Durham
Existing stations along the PTC	4: Pickering, Ajax, Whitby, Oshawa	Yes	Implement A Place to Grow requirements
Future stations along the committed GO Transit rail extension	4: Thornton Corners, Downtown Oshawa, Courtice Road, Downtown Bowmanville	No	Delineate and assign minimum density requirements
Potential future GO Transit Stations	2: Uxbridge and Seaton	No	Recognize and protect through policy
Future stations located along Regional higher order transit, such as Bus Rapid Transit	To be determined through Environmental Assessment	No	Recognize and protect through Regional Corridor Policy

## Discussion Question:

**Is the proposed approach for delineating and assigning density targets to existing and future Major Transit Station Areas appropriate?**

## 7.1 Principles for delineating Major Transit Station Areas

Regional staff have undertaken research and preliminary area municipal consultation to develop an approach to delineated MTSAs in the Regional Official Plan. The following was considered:

- The requirements of A Place to Grow, 2019.
- The direction outlined in the Province's Draft Guidance: Application of the Intensification and Density Targets, May 2018.
- Practices being employed by other jurisdictions.
- Feedback from consultations held with employees of area municipalities and the province.

The result of the employee research and consultation resulted in the following high-level methodology, outlining the principles and steps for delineating MTSAs.

- A 500- and 800-metre radius from the centre of the rail platform was applied, to identify a generalized walking distance of approximately 10 minutes.
- An actual walking distance was mapped, based on applying existing and planned pedestrian infrastructure of 500 and 800 metres to identify a true walking distance of approximately 10 minutes.
- Other planning boundaries (such as other SGAs and Secondary Plans) within proximity were identified. Wherever possible, the MTSAs boundaries were aligned with existing and/or other boundaries identified in area municipal planning documents (including Official Plans and Secondary Plans).
- Non-developable areas were avoided, wherever possible (such as natural areas, highways, utilities, rail corridors, etc.).

Non-developable areas were used to form the outer boundaries of the MTSAs, wherever appropriate.

- Existing and/or planned pedestrian connections across non-developable areas were identified. If a connection does not exist or is not planned, the area beyond the non-developable area was not included in the MTSAs.
- Areas unsuitable and unplanned for significant intensification, such as stable neighbourhoods that are intended to remain as low density, were identified. Areas that are not intended to be redeveloped were excluded from the MTSAs.
- Employment Areas were identified and a determination was made as to whether there is redevelopment potential.
  - If development potential exists, it was included in the MTSAs.
  - If development potential does not exist, then a determination of impact on the density target will inform whether an alternative target should be requested from the Province.
- Boundaries were adjusted, and in some cases extended beyond the 800-metre walkshed to include underutilized or vacant lands that were viewed as ideal for redevelopment and/or intensification.
- Logical planning boundaries were used (such as property lines, centrelines of roads, natural features, etc.) to delineate the MTSAs boundary.

# Growth Management

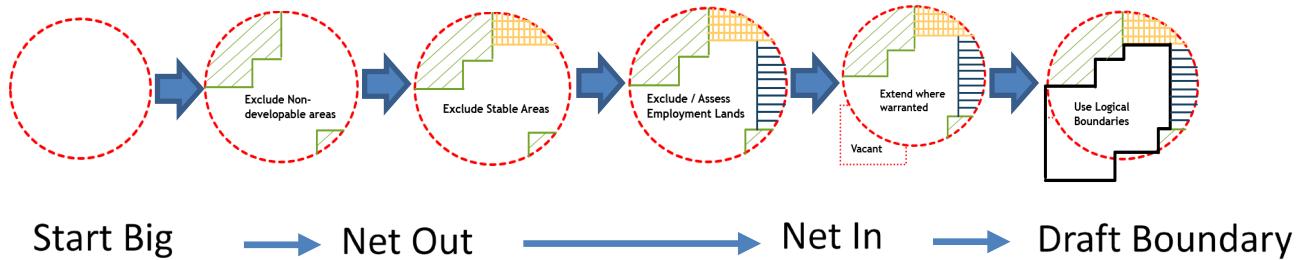


Figure 61: Conceptual process for delineating Major Transit Station Areas.

In January 2019, Regional employees conducted workshops with area municipal staff. The workshops resulted in the delineation of draft MTSAs boundaries for further consultation and discussion (see Appendix "D")

#### Discussion Question:

**Do you have any feedback or input on the proposed draft Major Transit Station Area delineations?**

## 8.0 Growth management study process

Following public input on this Discussion Paper, a Land Needs Assessment (LNA) will be conducted to plan for growth through intensification and determine the need for any settlement boundary expansions and/or employment area conversions. Staff will report to Council and share the results of key milestones in the Growth Management Study (as described in Figure 2 on page 8).

### 8.1 Land Needs Assessment

The LNA is a comprehensive review to determine the amount of land required to

accommodate the 2041 population and employment forecast. To complete the LNA, several related studies will be undertaken:

- **An Intensification Strategy:** to assess the ability of the Region's existing delineated built-up area to achieve the intensification target and specific density targets as outlined in *A Place to Grow*.
- **A Designated Greenfield Area (DGA) Analysis:** to assess lands between the Built Boundary and the Urban Boundary (including existing, approved and pending secondary plans, plans of subdivision etc.) to accommodate growth in conformity with the target contained in *A Place to Grow*.
- **An Employment Analysis:** to understand employment trends and opportunities in the Region, develop an Employment Area density target, and assess the ability of the Region, and especially its Employment Areas, to accommodate the employment forecast.
- **A Housing Analysis:** to evaluate the anticipated composition of households, housing mix, affordability and demographic trends.



**Figure 62:** Required analysis and outcomes of the Land Needs Assessment (Source: Land Needs Assessment Methodology for the Greater Golden Horseshoe).

The objective of these assessments is to determine how the 2041 population and employment forecast will be accommodated through intensification and through the development of the existing DGA. This will also address how the Region can plan for future growth, including:

- Whether the Region's existing structure can accommodate the 2041 growth forecast.
- Whether any additional Community Areas or Employment Areas are required.
- Whether there are surplus Community Areas or Employment Areas.
- Whether any of the prescribed targets in A Place to Grow cannot be met, and whether alternative targets are justified.
- How the Region's structure can accommodate the prescribed growth.

The LNA will provide an updated accounting of existing and required land uses within the Urban System and will inform the next stages

in the process. This may include a settlement boundary expansion analysis and/or recommended employment area conversions.

## 8.2 Settlement boundary expansion analysis

Should the LNA determine that additional land within Community Areas or Employment Areas are needed beyond the existing urban boundary, then a settlement boundary expansion analysis is required. The analysis will form the basis for identifying the most appropriate location(s) of any boundary expansion. Candidate areas will be evaluated based on the criteria prescribed by A Place to Grow. Based on the evaluation, any potential candidate areas would be ranked or prioritized.

Criteria for evaluating settlement area boundary expansions outlined in A Place to Grow includes:

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- There is sufficient capacity in existing or planned infrastructure and public service facilities.
- The infrastructure and public service facilities are viable over their full life cycle.
- The proposed expansion would be informed by applicable water and wastewater master plans or equivalent and stormwater master plans or equivalent, as appropriate.
- The proposed expansion, including the associated water, wastewater and stormwater servicing, would be planned and demonstrated to avoid; or if avoidance is not possible, minimize and mitigate any potential negative impacts on watershed conditions and the water resource system.
- Key hydrologic areas and Natural Heritage System for the Growth Plan should be avoided where possible.
- For non-Great Lake water/wastewater-based services, the service has capacity to accommodate the expansion.
- Prime agricultural areas should be avoided where possible. The expansion should minimize the impact on the agricultural system and its operations and conform with the minimum distance separation formulae.
- The expansion complies with the ORMCP, Greenbelt Plan, Lake Simcoe Protection Plan, and Source Protection Plans.

For further/complete requirements, see subsection 2.2.8.3 of A Place to Grow, 2019.

## Discussion Question:

**Are there any other criteria that should be considered when evaluating Settlement Area Boundary Expansions?**

## 8.3 Employment area conversion analysis

The conversion of Employment Areas to non-employment uses will be considered if, for example, the LNA concludes there is a surplus of Employment Lands. Conversion requests would be evaluated against several criteria, including the requirements of A Place to Grow, to determine the suitability of non-employment uses.

Additional criteria for employment conversions may include proximity to transit, availability of infrastructure, land use compatibility, the characteristics of the surrounding area, as well as the existing health and long-term viability of the surrounding employment area. Based on the evaluation, any potential candidate areas would be ranked or prioritized.

A Place to Grow criteria for evaluating Employment Area conversions includes:

- There is a need for the conversion.
- The lands are not required over the horizon of the Plan for the employment purposes for which they are designated.
- The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of this Plan.

- The proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification targets in the Plan, or its other policies.
- There are existing or planned infrastructure and public service facilities to accommodate the proposed uses.

Additionally, A Place to Grow, 2019 introduces Provincially Significant Employment Zones (PSEZs), including three such zones within Durham and include the Employment Areas generally along Highway 401 in Ajax/Pickering, Whitby/Oshawa, and Clarington. Requests for exclusions and additions to the PSEZs will be required to follow the Province's "Request for Reconsideration" process released in May 2019 and will need to be considered as part of the LNA.

#### **Discussion Question:**

**Are there other criteria that should be considered when evaluating Employment Area conversions?**

## **9.0 Additional growth management considerations**

The following Growth Management considerations and themes will also be addressed through Envision Durham.

### **9.1 Servicing growth**

A Place to Grow requires the Region to take an integrated approach to land use planning and infrastructure investment. This includes

leveraging existing infrastructure, directing growth to appropriate areas to optimize infrastructure investment, providing sufficient infrastructure capacity in strategic growth areas, considering full life cycle costs, and considering the impact of a changing climate.

The Region of Durham provides municipal water and wastewater (sewage) services across its jurisdiction. Communities along the Lake Ontario shoreline and Beaverton are serviced by lake water with treated discharge returned to the lakes. Communities in northern Durham are primarily serviced by groundwater with treated water discharged to surface water streams.

Some of the components of the water system include:

- Water supply plants and wells.
- Water pumping and water storage facilities.
- Large feedermains and local distribution water mains.
- Service connections to property lines.

Some of the components of the wastewater system include:

- Water pollution control plants.
- Sanitary sewage pumping stations and forcemains.
- Large trunk sanitary sewers.
- Local collection sanitary sewers.
- Service connections up to property lines.

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**Figure 63:** The Nonquon Water Pollution Control Plant, which serves the Port Perry Urban Area

## 9.1.1 Financing services through growth<sup>17</sup>

To keep pace with provincially mandated growth, major water and wastewater infrastructure projects are reviewed at least every five years as part of the Regional Development Charge By-law renewal approved by Regional Council. The infrastructure requirements are also reviewed annually in the servicing and financing studies and business plan and budget process. The Region of Durham has two different types of infrastructure, each with its own financing mechanisms:

- **Development charge funded projects:** The Region designs, constructs and funds, primarily through Development Charge receipts, the major sanitary sewer and water supply infrastructure (the backbone of the system) required to service land. This includes the funding and construction of water supply and water pollution control plants, pumping

stations, reservoirs, trunk sewers and feedermains. Once the Development Charge capital infrastructure is constructed, the land is considered “serviced” from a Regional perspective.

- **Local services:** The developers or end users construct and fund the smaller “local” works (the extensions of the sanitary sewers and watermains from the trunk sewers and feedermains) required to service their individual land parcels.

**Development Charges** (often referred to as DCs) are fees that are paid by new development to fund new infrastructure and services.

Regional staff monitor and review pending development activity to determine which projects will be required to create the “backbones” of the system. This determination is made every five years as part of the Regional Development Charge By-law renewal process and as part of the annual business plan and budget process.

The forecast of capital works projects is based upon the principle of sequential development. Progressive extension/expansion of the Regional system occurs as development proceeds within urban areas.

## 9.1.2 Servicing development: the difference between greenfield and intensification

Once Development Charge funded servicing projects are complete, greenfield

<sup>17</sup> The implications of the changes obtained within Bill 108: More Homes, More Choice Act, 2019, if passed,

may impact how the Region finances servicing through growth.

development is generally serviced by individual developers, or groups of developers, who enter into agreements with the Region to construct the required works. The overall servicing concept for an area is often developed through a Master Environmental and Servicing Plan (MESP) as part of a secondary planning process. Generally speaking, there is more control over when and how land is serviced, in a greenfield setting, compared to lands that are already developed and awaiting intensification. This is because the capacity of greenfield systems are pre-designed for the planned build-out of the greenfield area.

Intensification areas typically do not have a MESP or similar study to inform the amount of infrastructure needed for future development. In addition, the number, size and development aspirations that are within intensification areas can vary greatly and change quickly. Often it can be difficult to develop workable solutions for multiple properties, especially if they are in competition for a finite amount of servicing supply, or if an overall servicing plan does not account for unforeseen intensification or infill opportunities.

Forecasted growth is based on an average density of an area and is not site specific. Sometimes, development of a site is beyond the forecasted average density, which requires additional servicing costs by a developer. The Region has several funding programs to help to support intensification projects that are eligible for financial incentives, including:

- Intensification servicing policy.

- Development Charge credits for existing uses.
- Regional revitalization program.
- Affordable housing.

## Discussion Question:

**Are additional strategies or solutions required to support development in Strategic Growth Areas?**

### 9.1.3 Servicing employment lands

The amount of serviced employment lands in Durham Region is important to expand industry, increase employment opportunities, and ensure employment is located in proximity to Durham's labour force. The development of employment lands is often dependent on the availability of water supply and sanitary sewage services. Other services that are not provided by the Region of Durham but that are important to develop employment lands may include, but is not limited to:

- Municipal roads.
- Storm sewers.
- Stormwater management facilities.
- Electrical power.
- Natural gas.
- Telecommunication/Broadband services.
- Green Infrastructure.

The Region of Durham supports the servicing of Employment land in the same manner as the servicing of residential land. Projects are funded through Regional Development Charges for the major sanitary sewer and water supply infrastructure (the backbone of the system). Developers or end users are

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required to construct and fund the smaller “local” works.

## 9.2 Limited expansion for Urban Areas in the Greenbelt Plan and ORMCP

Durham’s Urban System includes six urban areas located entirely within the Greenbelt Plan Area. These are the Uxbridge, Port Perry, Sunderland, Cannington, Beaverton, and Orono Urban Areas. In the case of the Uxbridge Urban Area, a portion of the southern boundary is also within the boundaries of the ORMCP.

A Place to Grow, the Greenbelt Plan and the ORMCP limit the amount of settlement area expansion that may be permitted in Durham’s northern Urban Areas. Any proposed expansion must be modest in size, representing no more than a five per cent increase in the geographic size of the urban area, up to a maximum of 10 hectares. In addition, only 50 per cent of any proposed expansion may be for residential purposes. The following requirements also apply:

- Expansion into the Greenbelt Plan Natural Heritage System is prohibited.
- Expansion into the ORMCP’s Natural Core Areas or Natural Linkage Areas is prohibited.
- Any proposed expansion must be serviced by existing municipal water and wastewater systems without impacting future intensification opportunities in the existing Urban Area.
- Any expansion must meet the requirements of any applicable Source Protection Plans. In the case of the Uxbridge Urban Area, which is within the

boundaries of a moderately stressed aquifer, any proposed expansion must consider the impact on the aquifer.

As a component of the LNA, the Region will determine if any urban area boundary expansions within northern Durham are warranted.

### What will growth look like?



**Figure 64:** An example of development proposed in northern Durham, mixed-use development consisting of 248 units and 9,100 square metres of commercial and office space. Oyler Drive, Scugog (Source: Flanagan, Beresford and Patteson Architects Inc., courtesy of the Township of Scugog).

### What will growth look like?



**Figure 65:** An example of development proposed in northern Durham, consisting of 18 units, McKay Street, Cannington, Brock (Source: Natale Architect Inc., courtesy of Durham Region Non-Profit Housing Corporation).

### 9.3 Growth outside of the Urban System

Provincial policies control the amount of growth that may occur in areas outside of the Urban System, such as in rural settlements and other rural lands (the Rural System). For example, the “minor rounding out” of hamlets inside the Greenbelt Plan area is no longer permitted. This solidifies the boundaries of 51 out of 53 hamlets within Durham that are either fully or partially within the Greenbelt Plan area, limiting growth in these areas to appropriate forms of infill and intensification.

Notwithstanding the policy restrictions that apply to the expansion of rural settlement areas, they will continue to accommodate a small portion of the region’s overall growth. A recent review of rural lot potential reveals that there is the potential for approximately 2,245 additional residential dwellings across Durham’s entire Rural Area. This includes vacant lots within Country Residential Subdivisions, Hamlets, Shoreline Residential areas and vacant rural lots of record. The majority of these lots (nearly 1,800) are located outside of rural settlement areas. The greatest potential for rural residential development exists in Clarington, Scugog and Brock.

**Table 12:** Estimated rural residential development potential.

Type of Rural Residential Development	Regional Total
Country Residential Subdivision – partially developed	67
Country Residential Subdivision – undeveloped	109
Hamlet	132
Shoreline Residential	139
Vacant lots of record	1,798
Total	2,245

Source: Durham Region Planning Division.

Through Envision Durham and as part of the LNA, the Region will further consider development trends and potential in the Rural System.

### 9.4 Northeast Pickering, north Whitby and north Oshawa

In 2009, Council adopted Regional Official Plan Amendment #128 (ROPA 128). The amendment implemented the Region’s growth management study as part of the Region’s 2006 Growth Plan conformity exercise. The Region’s Land Needs Assessment that was undertaken at that time recommended an urban boundary expansion of approximately 1,500 hectares of land in northeast Pickering. These lands were included to accommodate the Region’s 2031 population and employment forecast.

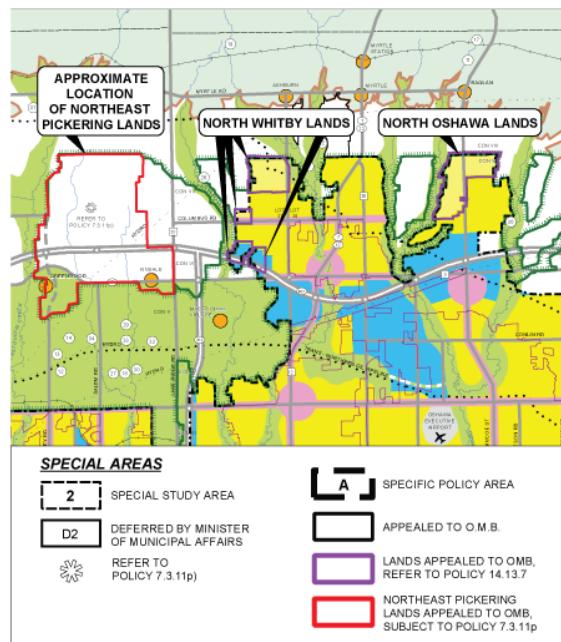
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The Ministry of Municipal Affairs and Housing issued its decision on ROPA 128 in 2010, which removed the northeast Pickering urban expansion area. This decision was subsequently appealed to the Ontario Municipal Board (OMB). The Minister's decision and the subsequent settlement of the OMB appeals on ROPA 128 removed the northeast Pickering lands from the Urban Boundary, but the municipal overall population and employment allocations remained.

As part of the settlement, ROPA 128 Policy 7.3.11 (p) was added to the ROP. The policy requires that the amount and rate of development in Seaton be evaluated, and that the watershed plans for Carruthers Creek and East Duffin Creek be updated, should Urban Area expansion be considered in this area during a future municipal comprehensive review. For context, it should be noted that an update to the Carruthers Creek Watershed Plan is underway, with an expected completion date of December 2019.

Portions of urban expansion areas in north Whitby (Brooklin) and north Oshawa (Columbus) that were adopted by Regional Council through ROPA 128 were also not approved by the Province, including approximately 174 hectares in Whitby and 236 hectares in Oshawa (see Figure 66). These areas are subject to policy 14.13.7 of the ROP, which indicates that the OMB may resume consideration of the proposed Urban Area expansion and designations in north Whitby and north Oshawa – once a municipal comprehensive review has been completed by the affected area municipalities that demonstrates the need for part or all the

lands, including demonstration of conformity with the growth management provisions of the ROP.



**Figure 66:** Extract of Regional Official Plan Schedule "A", illustrating northeast Pickering, north Whitby, and north Oshawa lands appealed to the Ontario Municipal Board.

In this regard, the City of Oshawa completed a municipal comprehensive review and adopted Official Plan Amendment #179 (OPA 179). OPA 179 addressed conformity to the Provincial Greenbelt Plan, Provincial Growth Plan for the Greater Golden Horseshoe, and the Regional Official Plan. Additionally, the Amendment implemented environmental policies stemming from the Black/Harmony/Farewell Creek and Oshawa Creek Watershed Plans. The Region approved OPA 179, deferring the lands in north Oshawa subject to Policy 14.13.7. The Region's decision was subsequently appealed to the OMB. The background work that supported OPA 179 identified that the lands in north Oshawa should be brought into the Urban Area

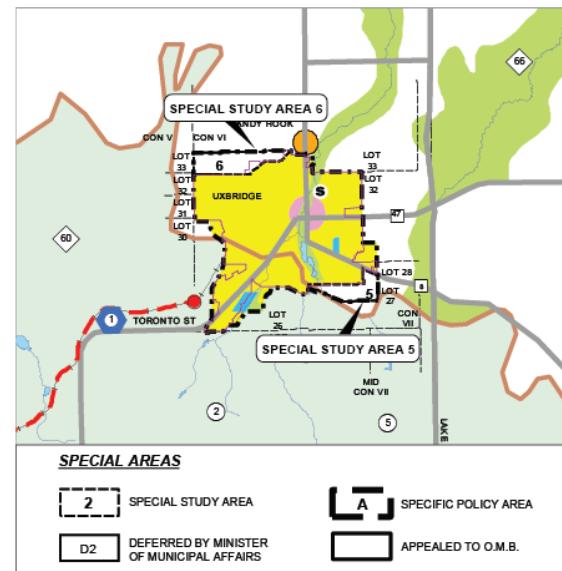
Boundary. In April 2019, a settlement hearing before the Land Use Planning Appeal Tribunal (LPAT) was held to consider the designation of these lands. A decision of the LPAT has not yet been rendered.

The north Whitby lands were considered as part of Whitby's Official Plan Amendment #105 (OPA 105) and the Brooklin Secondary Plan (OPA 108). OPA 105 was the town's municipal comprehensive review to be consistent with the Provincial Policy Statement, and to conform to the Greenbelt Plan, Provincial policy directions, and the ROP. Through the Region's approval of both OPA 105 and OPA 108, the north Whitby lands subject to Policy 14.13.7 of the ROP were deferred, pending a resolution from the Land Use Planning Appeal Tribunal. A resolution has not yet been reached.

Envision Durham will consider the currently unallocated population and employment forecasts in Pickering – and the status of the appealed lands in north Whitby and north Oshawa – as part of the overall LNA process.

## 9.5 Special Study Areas 5 and 6

In 1999, lands in southeast and northwest Uxbridge were added to the Urban Area and were identified as Special Study Areas 5 and 6 respectively, but remained designated as Prime Agricultural in the ROP. Policy 12.1.3 of the ROP requires that an amendment to the ROP to designate the lands for development must consider the amount and rate of development that has occurred in the area designated "Living Area", and the availability of servicing capacity.



**Figure 67:** Extract of Regional Official Plan Schedule "A", illustrating Special Study Areas 5 and 6 of the Uxbridge Urban Areas.

In recent years, there has been a growing interest to explore development in Special Study Areas 5 and 6. The availability of sufficient sanitary sewer services, and the timing of planned upgrades to the local water pollution control plant, remain limiting factors.

Through Envision Durham, staff will consider any submissions and technical analysis filed in keeping with Policy 12.1.3, including whether official plan amendment processes are advanced related to these Special Study Areas

## 9.6 Airports

Airports, and the employment clusters that surround them, are important economic drivers and job generators that can have substantial local, regional and national economic benefits. As a component of a global transportation network, airports

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provide passenger and goods movement focal points for passengers and businesses who are increasingly dependent on air travel.

The Oshawa Executive Airport is the only public airport in Durham Region. It is an executive-level regional airport, owned and operated by the City of Oshawa. It supports business travel, emergency services, general aviation and other aviation-related businesses. Annual aircraft movements at the airport are expected to increase with the eventual closure of Buttonville Airport in Markham.



Figure 68: Configuration of the Oshawa Executive Airport (source: Oshawa Airport Business Plan 2015-2019).

## 9.6.1 Pickering Federal Airport Lands

Roughly 3,885 hectares (9,600 acres) of land owned by the federal government is protected for an airport and related

economic and employment uses in Pickering. The original land holding was acquired by the federal government in 1972. In 2013 and 2015, the portions of the site that were not required for airport use were set aside, and formed part of the federally owned Rouge National Urban Park.

In 2015, the federal government initiated the process to update the Airport Site Order (ASO) and Pickering Airport Site Zoning Regulations (PASZR). The updates are intended to reflect the required airport site and runways, and apply the appropriate protections and restrictions on surrounding lands. To date, a decision has not yet been made by the federal government regarding whether or not to proceed with an airport in Pickering. In April 2015, Regional Council confirmed its support, in principle, for the development of airport in the City of Pickering.

Lands immediately surrounding airports, as well as takeoff and landing paths, must be protected from incompatible land uses. This includes building height restrictions to ensure the safe operation of aircrafts, as well as locating sensitive uses outside of areas that may experience unacceptable levels of aircraft related noise. Through Envision Durham, the overall impact of airports will be considered.

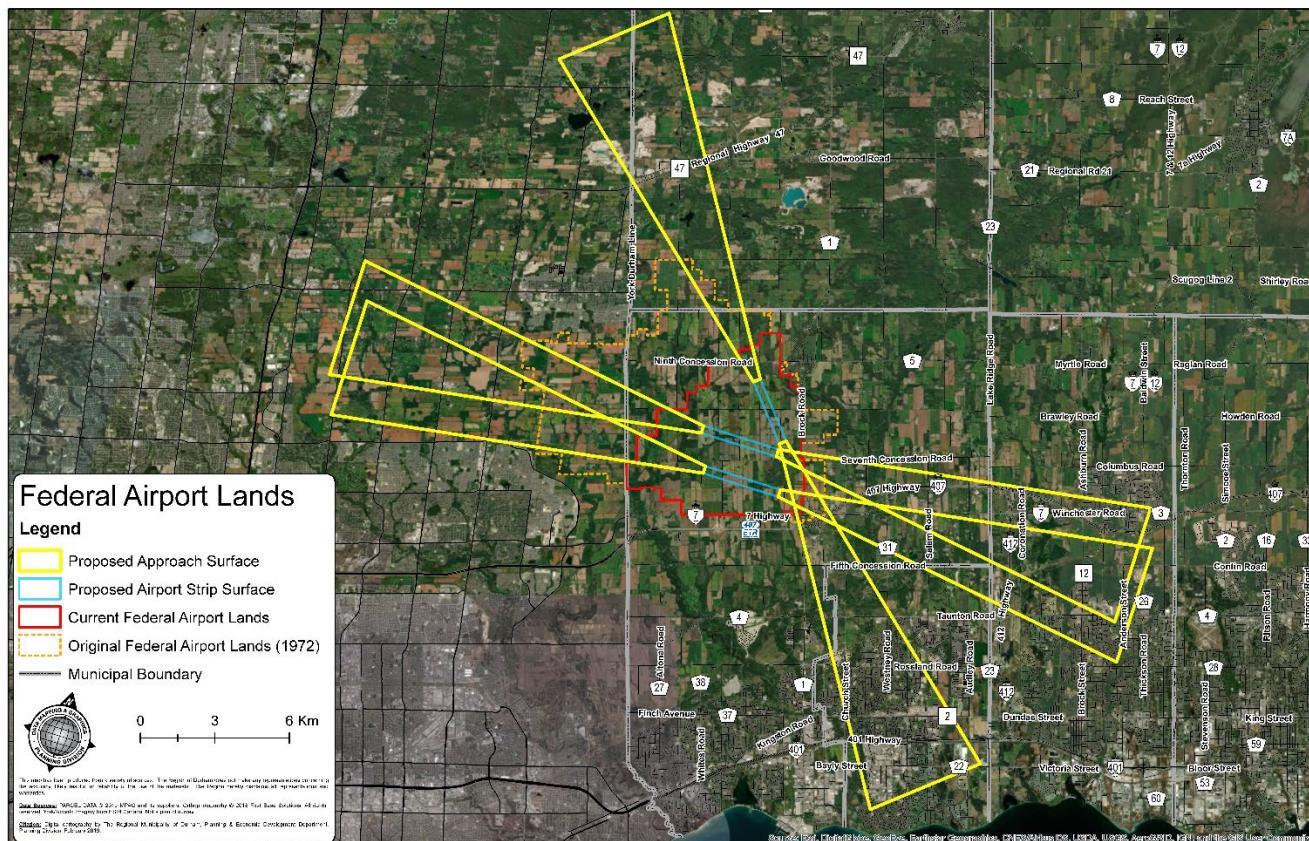


Figure 69: Proposed Pickering Airport and runway orientation.

## 9.7 Nuclear generating stations

There are two nuclear generating stations located within Durham Region, one in the City of Pickering<sup>18</sup>, and one in the Municipality of Clarington. The first four reactors at the Pickering nuclear generating station became operational in 1971 (Pickering A), with four additional reactors added in 1983 (Pickering B). The four Darlington reactors became operational

between 1990 and 1993. Together, Pickering and Darlington have a generating capacity of roughly 6,600 megawatts, providing approximately 34 per cent of Ontario's electricity needs.<sup>19</sup>

Direct and indirect employment related to the Pickering Nuclear Generating Station has been estimated at 7,500 jobs, of which 4,500 jobs are in Durham.<sup>20</sup> Commercial power generation at the Pickering station is expected to cease in 2024. The plant will

<sup>18</sup> The Pickering Nuclear Generating Station is technically considered two separate nuclear plants – Pickering A and Pickering B.

<sup>19</sup> Ontario Power Generation <https://www.opg.com/generating->

power/nuclear/stations/pickering-nuclear/pages/pickering-nuclear.aspx

<sup>20</sup> From economic impact study done for City of Pickering, HDR, City of Pickering, Economic and Financial Impact of the Retirement of the Pickering Nuclear Generating Station, June 2015.

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then undergo a decades-long process of decommissioning. There will be an associated decline in job opportunities, with a certain level of staff required to carry out the decommissioning, eventual demolition and site restoration.

The Darlington nuclear generating station is currently undergoing a phased refurbishment of all four reactors, with a planned completion date of 2026. The refurbishment has a total project cost of \$12.8 billion and creates 8,800 jobs per year in Ontario.<sup>21</sup> The refurbishment project directly employs about 2,600 workers and contractors. Previous plans to build additional reactors at the Darlington nuclear generating station, which received federal approval to proceed in 2012, are currently on hold.

The 2014 PPS provides policy direction to ensure that major facilities, including energy generation facilities, be separated from sensitive land uses. Accordingly, development within proximity of the Pickering and Darlington nuclear generating stations must consider and be aware of the risks and impacts of these facilities, including appropriate separation and necessary improvements to the road network to ensure the ability to safely and quickly evacuate in the case of an emergency.

Through Envision Durham, the Region will consider land use compatibility between major facilities (including energy generation facilities) and sensitive land uses, the closure of the Pickering station expected in 2024, and

the ongoing refurbishment and potential expansion to the Darlington Nuclear Generating Station.

## 9.8 General Motors Assembly Plant in Oshawa

In late 2018, General Motors (GM) announced that it would be closing five North American facilities in 2019, including the assembly plant in Oshawa. At the time of the announcement, GM was one of the Region's largest employers, providing over 3,700 jobs in the region<sup>22</sup>.

In a subsequent announcement on May 8, 2019, GM provided details about the future use of their manufacturing facilities in south Oshawa. GM will invest \$170 million to transition the plant from vehicle assembly to a stamping operation. The stamping operation will retain 300 of the 2,600 vehicle assembly jobs. A test track for autonomous and advance technology vehicles will also be installed at the Oshawa site.

Through Envision Durham, the Region will consider the impact of these events.

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<sup>21</sup> According to the Conference Board of Canada 2015 economic analysis of the refurbishment project, <https://www.conferenceboard.ca/temp/f5b1880e->

a4a2-43c4-8318-  
501471e70d3c/Darlington\_BR\_7529.pdf  
<sup>22</sup> 2018 Durham Region Business Count

## 10.0 Policy considerations

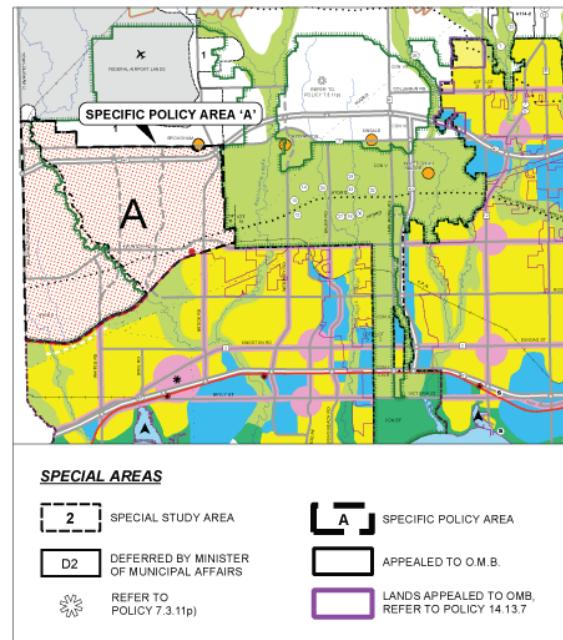
The following policy topics and themes will be further considered through Envision Durham.

### 10.1 Specific Policy Area A—Central Pickering Development Plan Area

In the early 1970s the Province of Ontario acquired lands in north Pickering for the purpose of developing a new community with a population of 150,000 to 200,000 people. Over the ensuing 30 years, an array of consultations, development concepts and plans were undertaken for how these lands could be developed.

In 2006, the Province issued the Central Pickering Development Plan (CPDP), outlining the vision, goals, objectives and policies for how these lands will develop. This included planning, transportation and design policies to accommodate the planned 70,000 population and 35,000 jobs in the Seaton community, while protecting the existing Natural Heritage System and the agriculture community west of Duffin, currently known as the Duffins Rouge Agricultural Preserve.

Currently, the ROP identifies the lands subject to the CPDP as Specific Policy Area A, and is shown on Schedules “A”, “B”, and “C”. The policies contained in subsection 13.2 provide high-level direction on how development in the Seaton Urban Area will occur, including the requirement that all development be in accordance with the policies of the CPDP.



**Figure 70:** Lands subject to the Central Pickering Development Plan are currently shown as Specific Policy Area “A” in the ROP.

In recent years, there has been significant progress in the planning and development of Seaton. In 2014, Amendment 22 to the Pickering Official Plan was approved through various Ontario Municipal Board decisions which were confirmed by the Lieutenant Governor by Order-in-Council. In addition, detailed planning approvals, neighbourhood plans, the approval of draft plans of subdivision and zoning by-laws have been granted, along with agreements to provide servicing to this area.

Given that the requisite planning approvals are in place to enable development, the Region will consider whether it is appropriate to include land use designations with the Seaton Urban area, similar to that which exists within the balance of the Region.

# Growth Management

## Discussion Question:

**Should a Regional structure, consisting of appropriate Regional land use designations, be applied to lands located within the Central Pickering Development Plan Area?**

## 10.2 Economic Development Strategy and Action Plan (2017-2021)

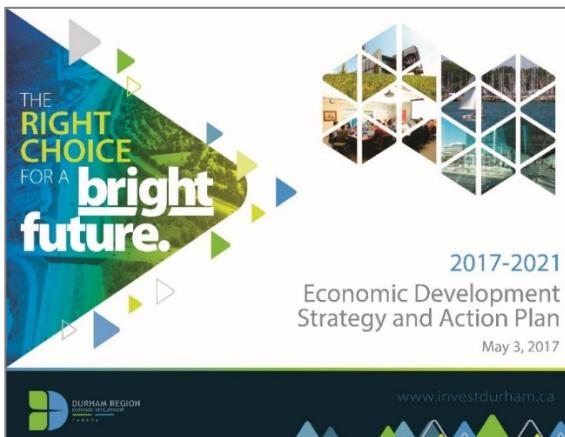


Figure 71: Economic Development Strategy and Action Plan.

The Region's Economic Development Strategy and Action Plan was endorsed by Regional Council in May 2017. The strategy outlines a series of actions intended to promote economic development in the region and identifies the six key sectors which will be the focus of Durham Region's economic development efforts, which are:

- Agri-Business.
- Energy, Environment & Engineering.
- Health Sciences.
- Innovative Technology.
- Manufacturing.
- Tourism.

Close to 80 individual actions, designed to achieve the vision, goals, and objectives of the strategy are outlined. Several of the actions relate to land use planning, specifically:

- 2.1.1: Review the current Employment Land inventory to identify the actual acreage and location of shovel ready employment lands across the Region.
- 2.1.3: Undertake an inventory of potential redevelopment sites in Durham Region.
- 3.1.2: Examine community patterns based on the 2016 Census to identify prevailing trends, issues and opportunities.

Through Envision Durham, the Region will consider policies that would operationalize any relevant aspects of the Economic Development Strategy and Action Plan. In addition, an evaluation of Employment Areas and potential redevelopment sites will be considered as part of the LNA.

## 10.3 Telecommunications and broadband

In February 2019, Regional Council endorsed in principle [Connecting our Communities: a Broadband Strategy for Durham Region](#) which describes and recognizes the growing reliance on high-speed broadband services for community quality of life and economic competitiveness. Ten actions were identified to support improved broadband connectivity throughout the region, including that ROP policies be considered that would support broadband infrastructure deployment during new development.

### Discussion Question:

**What type of Regional Official Plan policies should be provided to support the deployment of broadband infrastructure?**

## 10.4 Complete communities

The term “Complete Communities” is woven throughout A Place to Grow and other provincial policy documents, and refers to communities that provide access to jobs, services, and retail while offering a diverse mix of housing, transportation, and public service options to people of all ages, abilities, incomes and household sizes. It often incorporates characteristics of a compact built form, as well as climate change adaptation and mitigation measures to ensure a sustainable community for future generations.

Complete communities can be achieved through various policy approaches. Key

directions identified in A Place to Grow include:

- Intensifying existing built-up areas.
- Optimizing infrastructure along transit and transportation corridors.
- Co-locating public service facilities, retail, recreation, and other infrastructure in community hubs.
- Leveraging the Region’s housing strategy to provide a mix of housing options.

Over 85 per cent of survey respondents think that creating healthy and sustainable complete communities is "very" to "extremely important."

*(Based on the Envision Durham public opinion survey results, 387 of 391 respondents).*

Achieving complete communities is already a goal of the current ROP. The ROP sets a policy foundation of the key elements that contribute to complete communities, such as a mix of housing, compact built form, provisions for public and active transportation, and co-locating public service facilities. Through Envision Durham, the Region will review and update policy language to address the priority of achieving complete communities.

# Growth Management

## 10.5 Community hubs

Community hubs are central access points that make it easier for residents to access multiple public services in one place. They can include health, social, cultural, educational, recreational, and other services/resources, based on the needs of the local community in both urban and rural areas.<sup>23</sup>

The preferred location for community hubs is near SGAs, where they are easily and broadly accessible by active transportation and public transit. The concept of concentrating public service facilities and co-locating infrastructure is a key theme of a Place to Growth for growing and achieving complete communities.

The co-location of public service facilities and infrastructure is important for cost effectiveness, optimizing long-term viability of public investments, and making use of the new and existing transportation investments around SGAs, while providing the opportunity for collaboration between various sectors.

The current ROP includes policies specific to cultural, health and community facilities and directs public services to appropriate areas. The need for any updated policies related to community hubs will be considered as part of Envision Durham.

## 10.6 Strong and vibrant downtowns

Downtowns are vibrant urban centres that are characterized by compact development and higher densities. They provide a diversity of opportunities for living, working, and enjoying culture, while serving as a catalyst for economic development within the region. Downtowns serve as the focal point for growth, including public investment in services, employment, recreation, and entertainment. A downtown may coincide with an Urban Growth Centre or another SGAs and can also include the characteristics of a community hub.

There is an emphasis in A Place to Grow on including policies that support the intensification and revitalization of existing urban areas into destinations that include employment, cultural facilities, services, meeting places, transit hubs, as well as a mixed-use environment that includes residential growth and higher population densities.



Figure 72: Downtown Port Perry, Township of Scugog.

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<sup>23</sup> Ministry of Infrastructure, 2019. *Community Hubs*. <<https://www.ontario.ca/page/community-hubs>>

The existing ROP considers downtowns through a tiered approach. It recognizes UGCs and Regional Centres as a key area of focus for intensification within the Regional Structure. Existing policies promote a mix of uses, active transportation, cultural heritage preservation, and growth related to employment and housing within these centres. It further enables the designation of local centres in area municipal Official Plans.

Through Envision Durham, the Region will consider policies to further support the achievement of strong and vibrant, healthy downtowns.

#### **Discussion Question:**

**How can Regional Official Plan policies support the achievement of strong, vibrant, and healthy downtowns?**

## **10.7 Places of worship in employment areas**

Places of worship are locations where individuals or groups of people come together to perform acts of devotion, veneration, or religious study. Historically, places of worship were found in a stand-alone institutional building. However, over time, as the faith base has diversified and the availability of institutionally zoned lands have decreased, the request for this use to be permitted in other zones and designations has grown, including designated Employment Areas.

Through the Region's last Municipal Comprehensive Review, the Province required the ROP to prohibit places of

worship within Employment Areas (reflected in policy 8C.2.2), as places of worship are sensitive land use that require separation from noise, odour, and other impacts normally found within Employment Areas. According to the Region's 2018 Business Count, there are a total of 37 places of worship within Employment Areas.

#### **Discussion Question:**

**Should places of worship be permitted in Employment Areas?**

## **10.8 Transportation Master Plan (TMP)**

[The Durham Transportation Master Plan \(TMP\)](#) is a strategic planning document designed to identify transportation facilities and services required to meet future transportation needs. The TMP was approved by Regional Council in December 2017 and defines the policies, programs and infrastructure modifications needed to manage anticipated transportation demands. The TMP has a horizon year of 2031 and is intended to support the development pattern designated in the ROP.

The TMP is a multi-modal plan focusing on all modes of transportation, including walking, cycling, public transit, auto and goods movement. Through Envision Durham, the Region will consider the relationship between transportation and growth management, including the implementation of the relevant requirements of the TMP. Implementation of the TMP will be further reviewed in the Transportation Discussion Paper.

# Growth Management

Other Growth Management Topics that will be reviewed:

- The effects of Climate Change on the Built Environment.
- Removal of Special Study Areas 3 and 4, to reflect Urban Structure implemented by Clarington Official Plan Amendment 107.
- Separation of incompatible uses within the Urban System.
- Protection of archaeological significant artifacts during development within the Urban System.
- The redevelopment of Brownfield sites.
- Policy that supports Transit Oriented Development.

questions to gather opinions and to help shape future policy.

**Your feedback is important to us. The Regional Planning Division appreciates your interest and encourages your participation throughout the Envision Durham process. To submit your comments, please visit [durham.ca/EnvisionDurham](http://durham.ca/EnvisionDurham).**

Following the release of these discussion papers, interested parties will also have opportunities to provide feedback on theme-based policy proposals and, a future draft Regional Official Plan.

To stay up-to-date on Envision Durham, please visit [durham.ca/EnvisionDurham](http://durham.ca/EnvisionDurham) and subscribe to receive email updates.

## Discussion Question:

**Are there any other trends or topics you feel should be reviewed and considered as part of the review of the Urban System and the Growth Management Study component of the MCR?**

## Next steps

This Discussion Paper is the third in a series of papers being released over the course of 2019. These discussion papers provide an overview and background on theme-based land use planning matters and pose various

## Appendix A: Discussion questions workbook

Discussion questions are posed throughout the Growth Management Discussion Paper. We are interested in hearing from you on these topics or any others that are important to you, and which have not been addressed. The following is a summary of the questions contained within this discussion paper:

- 1. Is the Urban System achieving the Regional Official Plan vision of creating distinct Urban Areas, balancing population and employment growth, and achieving healthy and complete communities?**

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- 2. Are there any additional goals for the Urban System that should be included in the Regional Official Plan?**

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- 3. How can Regional Official Plan Policies support the needs of an aging population?**

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# Growth Management

4. Are there specific policies or other measures that are needed to enable the achievement of employment forecasts and/or the Regional Council target of one job for every two persons?

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5. How can Regional Official Plan policies recognize and support the changing pattern of where and how people work?

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6. What Regional policies and approaches could assist in achieving the Regional Official Plan target that 50 per cent of all jobs be in designated Employment Areas?

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7. How should density (gross or net) be measured in the Regional Official Plan?

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8. Should the Region delineate only those corridors with significant intensification potential that are also within the Higher Order Transit Network?
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- 

9. Should Regional Corridors that are intended to be priority areas for the highest level of transit service (Highway 2 and Simcoe Street) be delineated in the ROP and assigned an increased minimum density target?
- 
- 
- 

10. Should Waterfront Places be specifically designated in the Regional Official Plan?
- 
- 
- 

11. Is the proposed approach for delineating and assigning density targets to existing and future Major Transit Station Areas appropriate?
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-

# Growth Management

**12. Do you have any feedback or input on the proposed draft Major Transit Station Area delineations?**

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**13. Are there any other criteria that should be considered when evaluating Settlement Area Boundary Expansions?**

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**14. Are there other criteria that should be considered when evaluating Employment Area conversions?**

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**15. Are additional strategies or solutions required to support development in Strategic Growth Areas?**

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**16. Should a Regional structure, consisting of appropriate Regional land use designations, be applied to lands located within the Central Pickering Development Plan Area?**

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**17. What type of Regional Official Plan policies should be provided to support the deployment of broadband infrastructure?**

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**18. How can Regional Official Plan policies support the achievement of strong, vibrant, and healthy downtowns?**

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**19. Should places of worship be permitted in Employment Areas?**

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# Growth Management

**20. Are there any other trends or topics you feel should be reviewed and considered as part of the review of the Urban System and the Growth Management Study component of the MCR?**

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## Appendix B: Glossary

**Brownfield Sites:** Undeveloped or previously developed properties that may be contaminated. They are usually, but not exclusively, former industrial or commercial properties that may be underutilized, derelict or vacant (PPS, 2014).

**Compact Built Form:** A land use pattern that encourages the efficient use of land; walkable neighbourhoods; mixed land uses (residential, retail, workplace, and institutional) all within one neighbourhood; proximity to transit; and reduced need for *infrastructure*. *Compact built form* can include detached and semi-detached houses on small lots, as well as townhouses and walk-up apartments, multi-storey commercial developments, and apartments or offices above retail. Walkable neighbourhoods can be characterized by roads laid out in a well-connected network; destinations that are easily accessible transit and *active transportation*; sidewalks with minimal interruptions for vehicle access; and a pedestrian-friendly environment along roads to encourage *active transportation* (A Place to Grow, 2019).

**Complete Communities:** 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 (A Place to Grow, 2019).

**Delineated Built Boundary:** The limits of the developed urban area, as defined by the Minister in consultation with affected municipalities for the purpose of measuring the minimum intensification target in this Plan (A Place to Grow, 2019).

**Delineated Built-up Area:** All land within the *delineated built boundary* (A Place to Grow, 2019).

**Designated Greenfield Area:** Lands within *settlement areas* (not including *rural settlements*) but outside of *delineated built-up areas* that have been designated in an official plan for development and are required to accommodate forecasted growth to the horizon of this Plan. *Designated Greenfield areas* do not include *excess lands* (A Place to Grow, 2019).

**Employment Area:** Areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associate retail and ancillary facilities (PPS, 2014).

**Higher Order Transit:** Transit that generally operates in partially or completely dedicated rights-of-way, outside of mixed traffic; and therefore can achieve levels of speed and reliability greater than mixed-traffic transit. *Higher order transit* can include heavy rail (such as subways and intercity rail), light rail, and buses in dedicated rights-of-way (A Place to Grow, 2019).

# Growth Management

**Intensification:** The development of a property, site or area at a higher density than currently exists through:

- a) *Redevelopment*, including the reuse of *brownfield sites*.
- b) The development of vacant and/or underutilized lots within previously developed areas.
- c) Infill development, and
- d) The expansion or conversion of existing buildings (PPS, 2014).

**High-density:** Includes the following Census structure types: apartments, multiplexes other than duplex or triplex, other mixed-use (Durham Regional Development Charge Background Study, 2018).

**Low-density:** Includes the following Census structure types: single-detached, semi-detached, links, mobile homes, and single-attached (attached to a building) (Durham Regional Development Charge Background Study, 2018).

**Major Office:** Freestanding office buildings of approximately 4,000 square metres of floor space or greater, or with approximately 200 jobs or more (A Place to Grow, 2019).

**Major Transit Station Areas:** The area including and around any existing or planned *higher order transit* station or stop within a *settlement area*, or the area including and around a major bus depot in an urban core. *Major transit station areas* generally are defined as the area within an approximate 500- to 800-metre radius of a transit station, representing about a 10-minute walk (A Place to Grow, 2019).

**Medium-density:** Includes the following Census structure types: townhouses, stacked townhouses, row houses, duplexes, and triplexes (Durham Regional Development Charge Background Study, 2018)

**Priority Transit Corridors:** Transit corridors shown in Schedule 5 of A Place to Grow or as further identified by the Province for the purpose of implementing this Plan (A Place to Grow, 2019).

**Provincially Significant Employment Zones:** Areas defined by the Minister in consultation with affected municipalities for the purpose of long-term planning for job creation and economic development. *Provincially significant employment zones* can consist of *employment areas*, as well as mixed-use areas that contain a significant number of jobs (A Place to Grow, 2019).

**Settlement Areas:** Urban areas and rural *settlement areas* within municipalities (such as cities, towns, villages and hamlets) that are:

- a) Built up areas where development is concentrated and which have a mix of land uses. and
- b) Lands which have been designated in an official plan for development in accordance with the policies of this Plan. Where there are no lands that have been designated for development, the *settlement area* may be no larger than the area where development is concentrated.

(Based on PPS, 2014 as modified by A Place to Grow, 2019).

**Strategic Growth Areas:** Within *settlement areas*, nodes, corridors and other areas that

have been identified municipalities or the Province to be the focus for accommodating *intensification* and higher-density mixed uses in a more *compact built form*. *Strategic growth areas* include *urban growth centres*, *major transit station areas*, and other major opportunities that may include infill, *redevelopment*, *brownfield sites*, the expansion or conversion of existing buildings, or greyfields. Lands along major roads, arterials, or other areas with existing or planned *frequent transit service* or *higher order transit* corridors may also be identified as *strategic growth areas* (A Place to Grow, 2019).

**Transit-supportive:** Relating to development that makes transit viable and improves the quality of the experience of using transit. It often refers to compact, mixed-use development that has a high level of employment and residential densities. *Transit-supportive* development will be consistent with Ontario's Transit Supportive Guidelines (based on PPS, 2014 and modified for A Place to Grow, 2019).

**Urban Growth Centres:** Existing and emerging downtowns, as identified in Schedule 4 of the A Place to Grow, 2019. In the context of Durham Region, downtown Pickering and downtown Oshawa are Urban Growth Centres.

**Urban Area:** Refers to lands located within the Urban Area Boundary, as shown on Schedule "A" of the Regional Official Plan.

**Urban System:** Refers to lands located within the Urban Area that are appropriately designated to accommodate population and employment uses. This includes the Lake

Ontario shoreline Urban Areas in Pickering, Ajax, Whitby, Oshawa, and Clarington, as well as the smaller Urban Areas of Beaverton, Cannington, Sunderland, Uxbridge, Port Perry and Orono.

## Acronyms

**ASO:** Airport Site Order

**CPDP:** Central Pickering Development Plan

**DCs:** Development Charges

**DGA:** Designated Greenfield Area

**GGH:** Greater Golden Horseshoe

**GTHA:** Greater Toronto and Hamilton Area

**LNA:** Land Needs Assessment

**LPAT:** Local Planning Appeal Tribunal

**LSPP:** Lake Simcoe Protection Plan

**MTSA:** Major Transit Station Areas

**ORMCP:** Oak Ridges Moraine Conservation Plan

**OMB:** Ontario Municipal Board

**PASZR:** Pickering Airport Site Zoning Regulations

**PPS:** Provincial Policy Statement

**PTC:** Priority Transit Corridor

**ROP:** Regional Official Plan

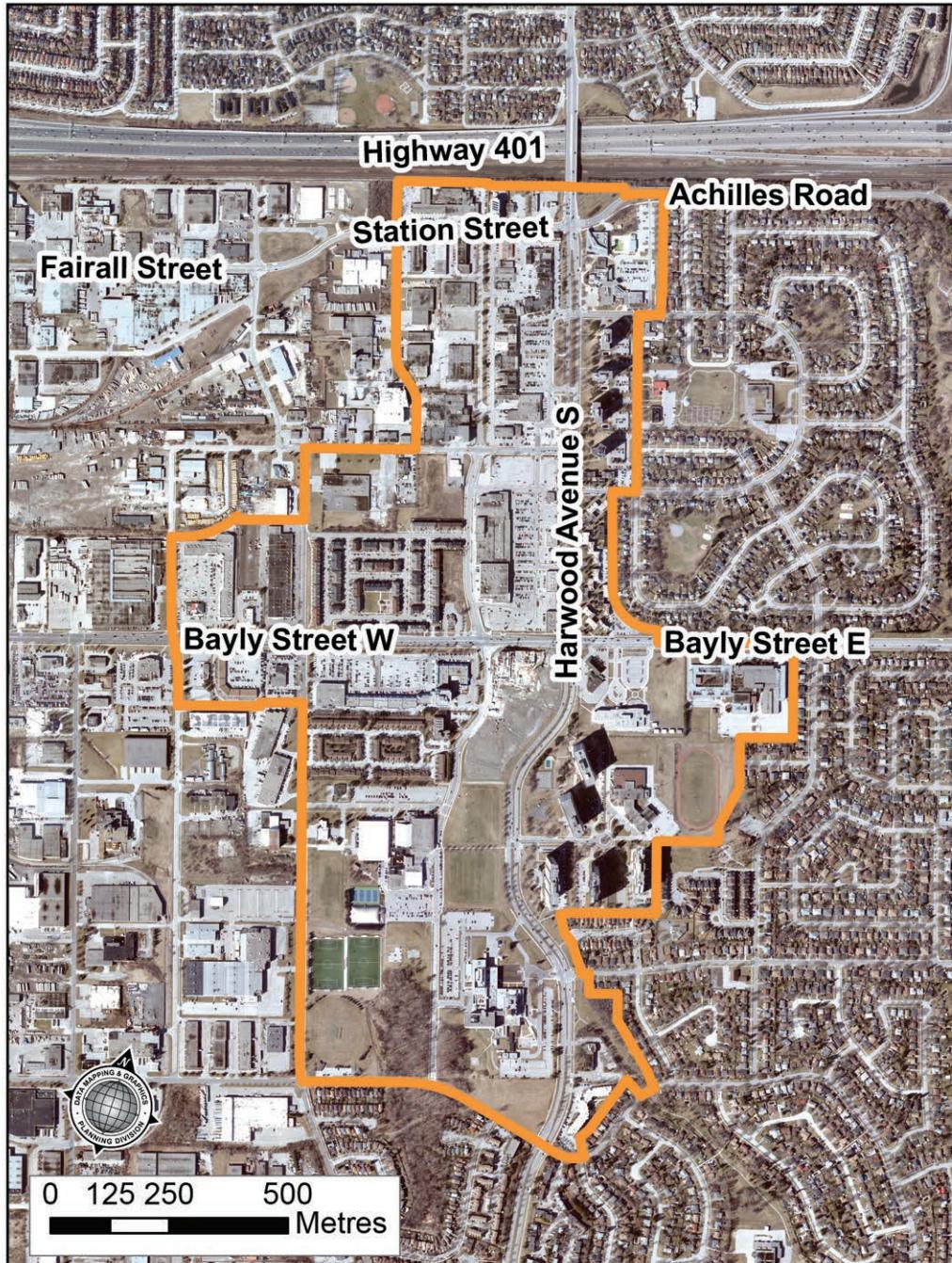
**SGA:** Strategic Growth Areas

**UGC:** Urban Growth Centre

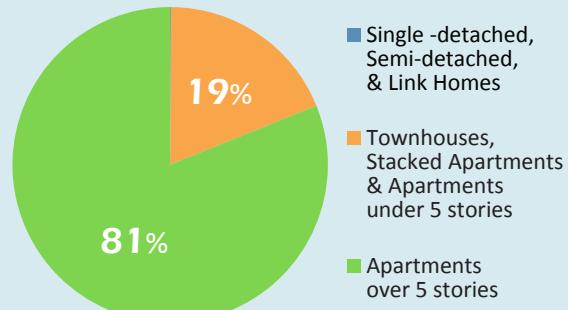
# Growth Management

## Appendix C: Urban Growth Centres and Regional Centres – Mapping and Key Statistics

# Ajax Downtown Regional Centre (2016 Base Year Analysis)



## Residential Land Uses (2,386 units)



Source: Stats Canada, MPAC, Region of Durham Planning Division.

145 HA

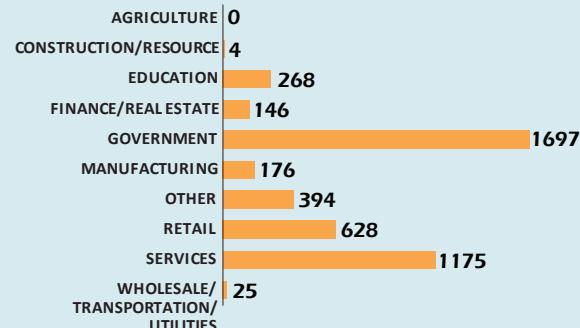
5,298 People

4,512 Jobs

17 Units/HA

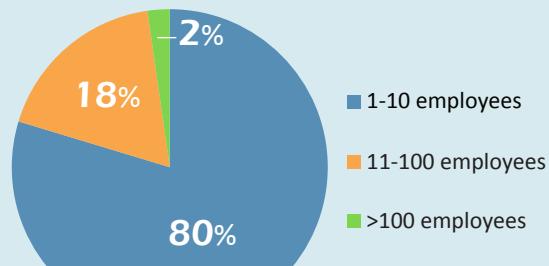
68 Jobs +  
People/HA

## Jobs By Sector (4,513 jobs)



Source: 2018 Business Count

## Size of Business (310 businesses)



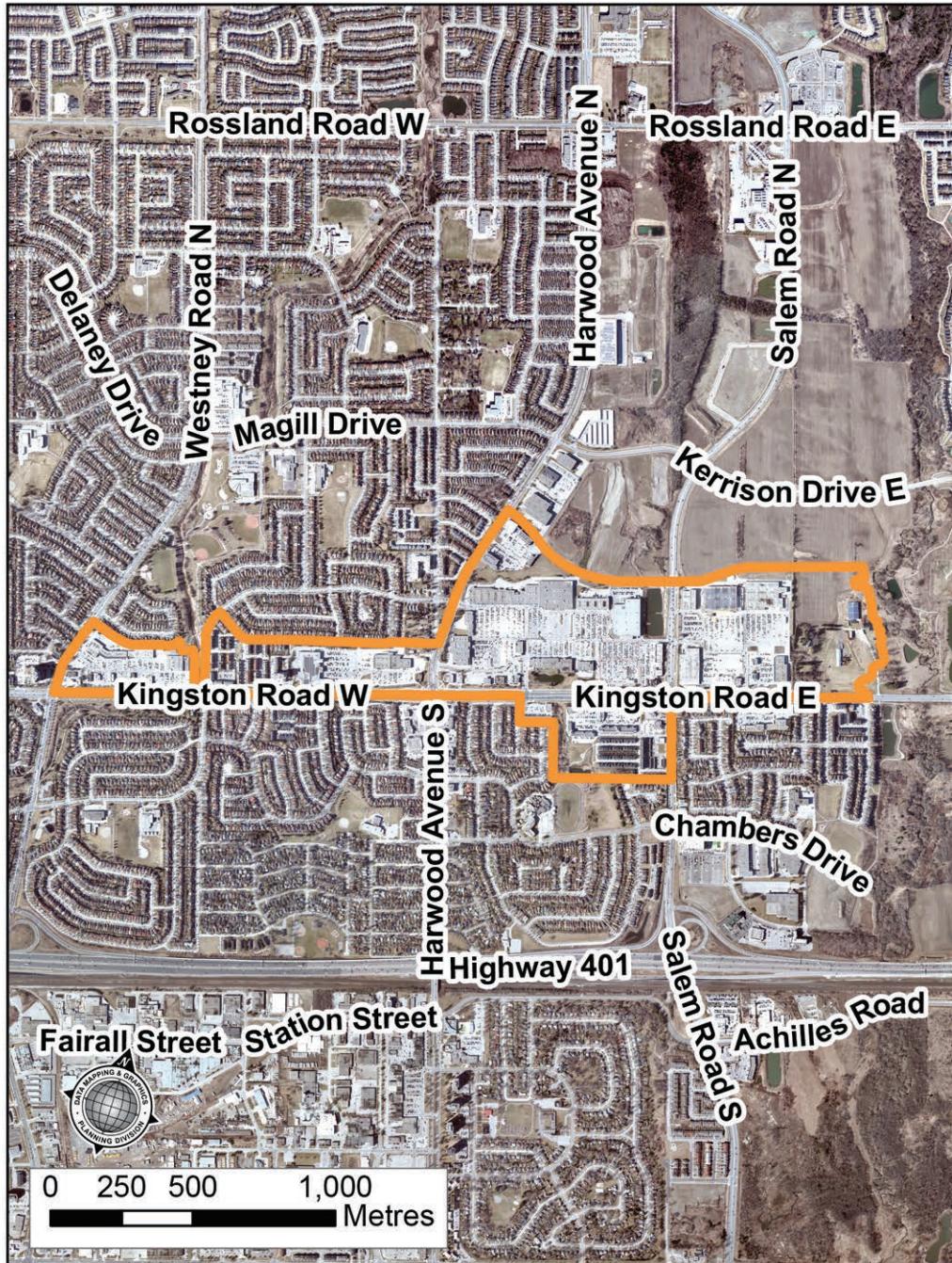
Source: 2018 Business Count

### Data Sources and Disclaimer

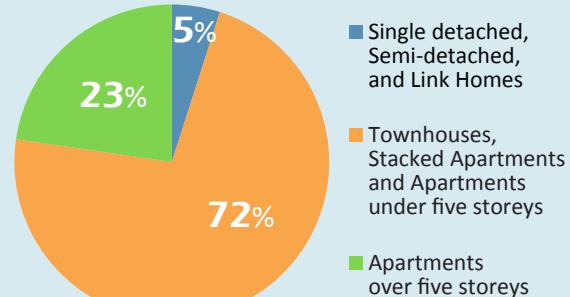
2016 ORTHOPHOTOGRAPHY provided by © First Base Solutions Inc. This map is part of the Envision Durham/MCR process and is for illustrative purposes only. The boundaries shown are approximate and based on the information provided by the area municipality. The delineated areas must be read in conjunction with the official plan and any other applicable policies/documents. Calculations related to people and jobs are approximate and may be subject to change if there are any further refinements to the boundary. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2019. 94

# Ajax Uptown Regional Centre

(2016 Base Year Analysis)

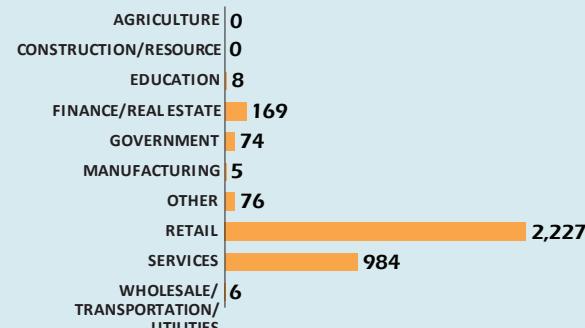


## Residential Land Uses (445 units)



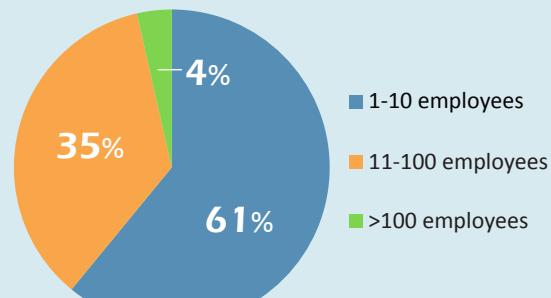
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (3,549 jobs)



Source: 2018 Business Count

## Size of Business (169 businesses)



Source: 2018 Business Count

106  
HA

1,211  
People

3,549  
Jobs

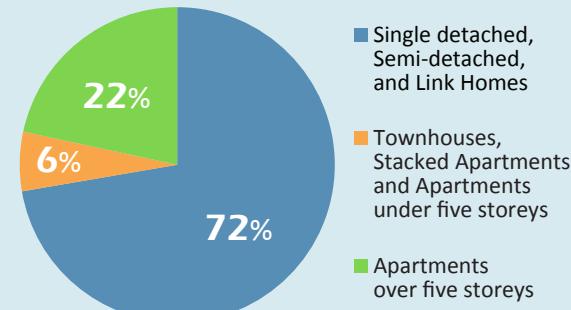
4  
Units/HA

45  
Jobs +  
People/HA

# Brock - Beaverton Regional Centre (2016 Base Year Analysis)

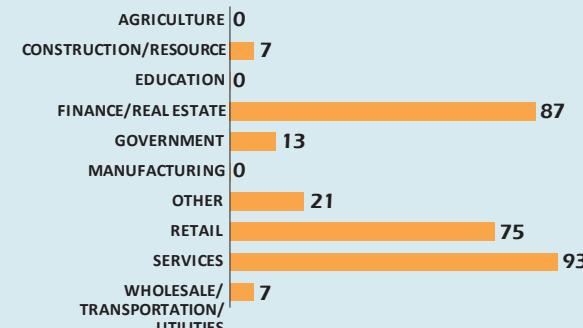


## Residential Land Uses (148 units)



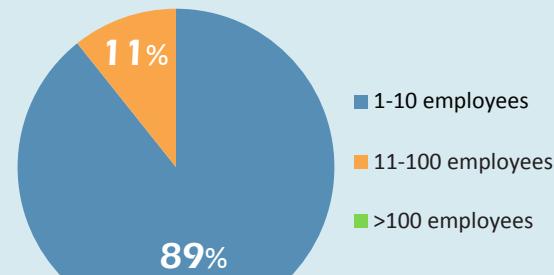
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (303 jobs)



Source: 2018 Business Count

## Size of Business (56 businesses)



Source: 2018 Business Count

17  
HA

261  
People

303  
Jobs

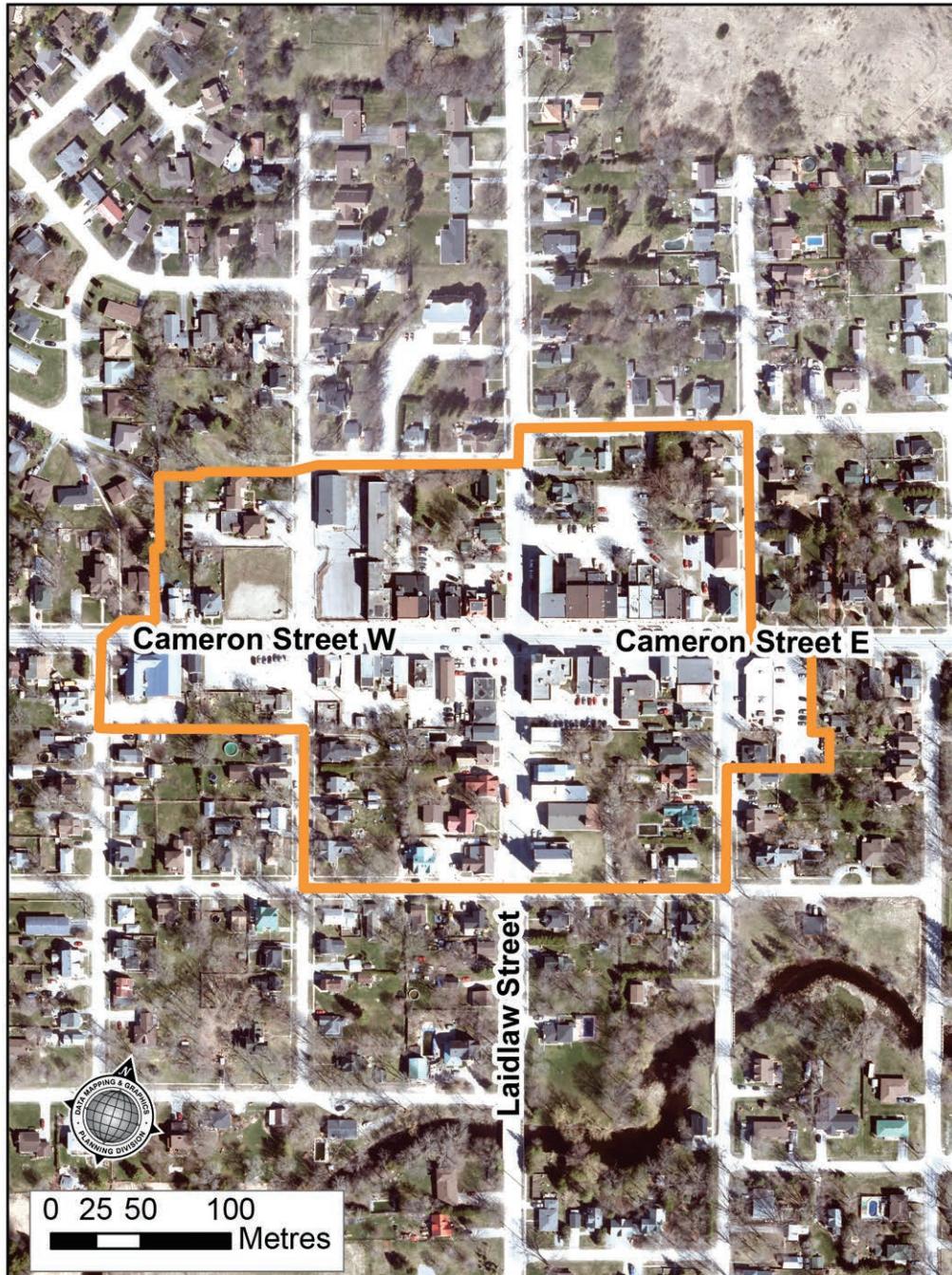
9  
Units/HA

33  
Jobs +  
People/HA

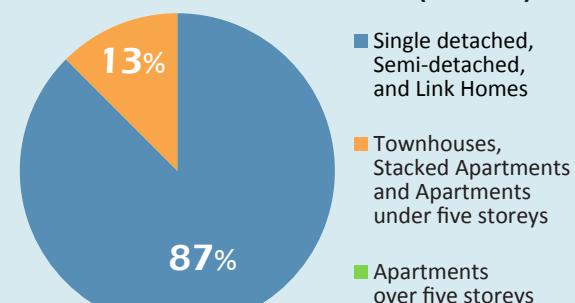
### Data Sources and Disclaimer

2016 ORTHOPHOTOGRAPHY provided by © First Base Solutions Inc. This map is part of the Envision Durham/MCR process and is for illustrative purposes only. The boundaries shown are approximate and based on the information provided by the area municipality. The delineated areas must be read in conjunction with the official plan and any other applicable policies/documents. Calculations related to people and jobs are approximate and may be subject to change if there are any further refinements to the boundary. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2019. 96

# Brock - Cannington Regional Centre (2016 Base Year Analysis)

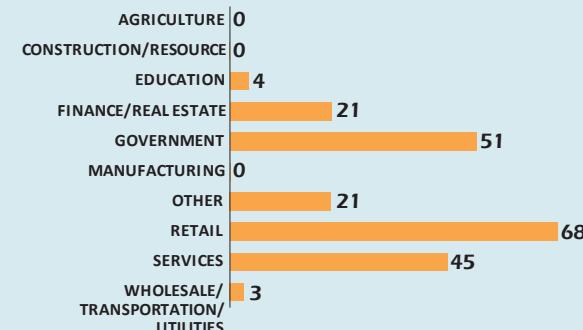


## Residential Land Uses (80 units)



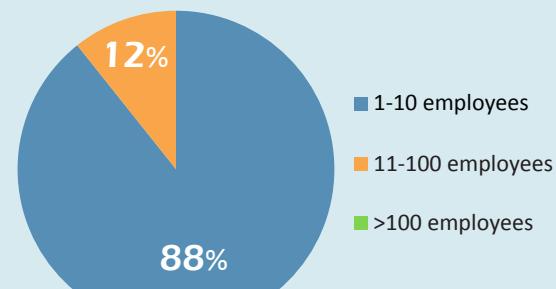
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (213 jobs)



Source: 2018 Business Count

## Size of Business (43 businesses)



Source: 2018 Business Count

8  
HA

132  
People

213  
Jobs

10  
Units/HA

45  
Jobs +  
People/HA

### Data Sources and Disclaimer

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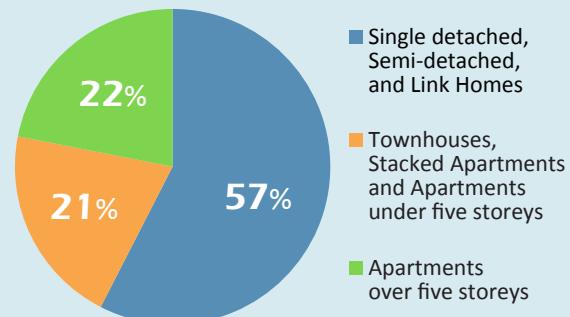
# Brock - Sunderland Regional Centre (2016 Base Year Analysis)



## Data Sources and Disclaimer

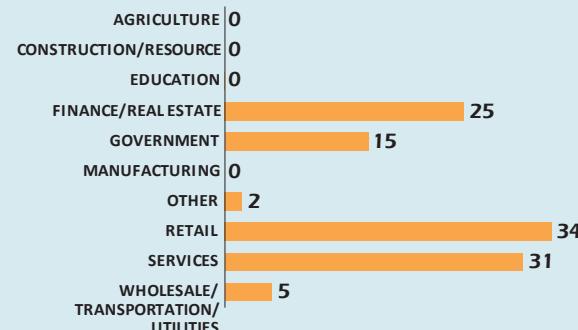
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## Residential Land Uses (73 units)



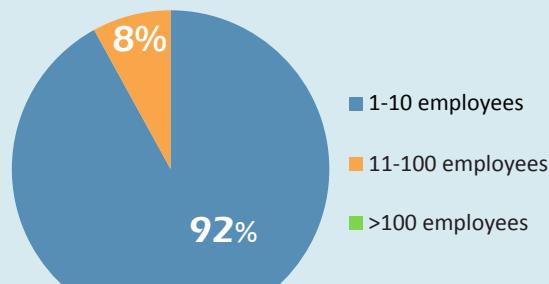
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (112 jobs)



Source: 2018 Business Count

## Size of Business (25 businesses)



Source: 2018 Business Count

11  
HA

141  
People

112  
Jobs

6  
Units/HA

22  
Jobs +  
People/HA

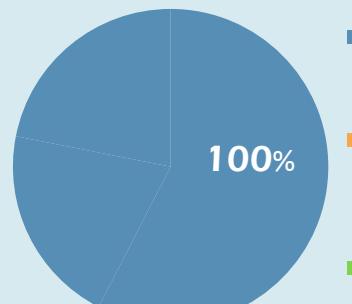
# Clarington - Courtice Urban Centre (2016 Base Year Analysis)



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## Residential Land Uses (16 units)

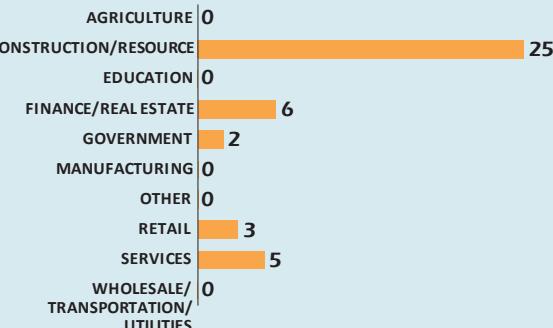


- Single detached, Semi-detached, and Link Homes
- Townhouses, Stacked Apartments and Apartments under five storeys
- Apartments over five storeys

Source: Stats Canada, MPAC, Region of Durham Planning Division.

20  
HA

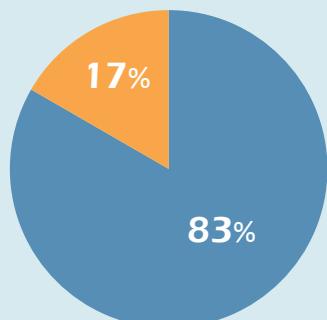
## Jobs By Sector (41 jobs)



Source: 2018 Business Count

32  
People

## Size of Business (6 businesses)



- 1-10 employees
- 11-100 employees
- >100 employees

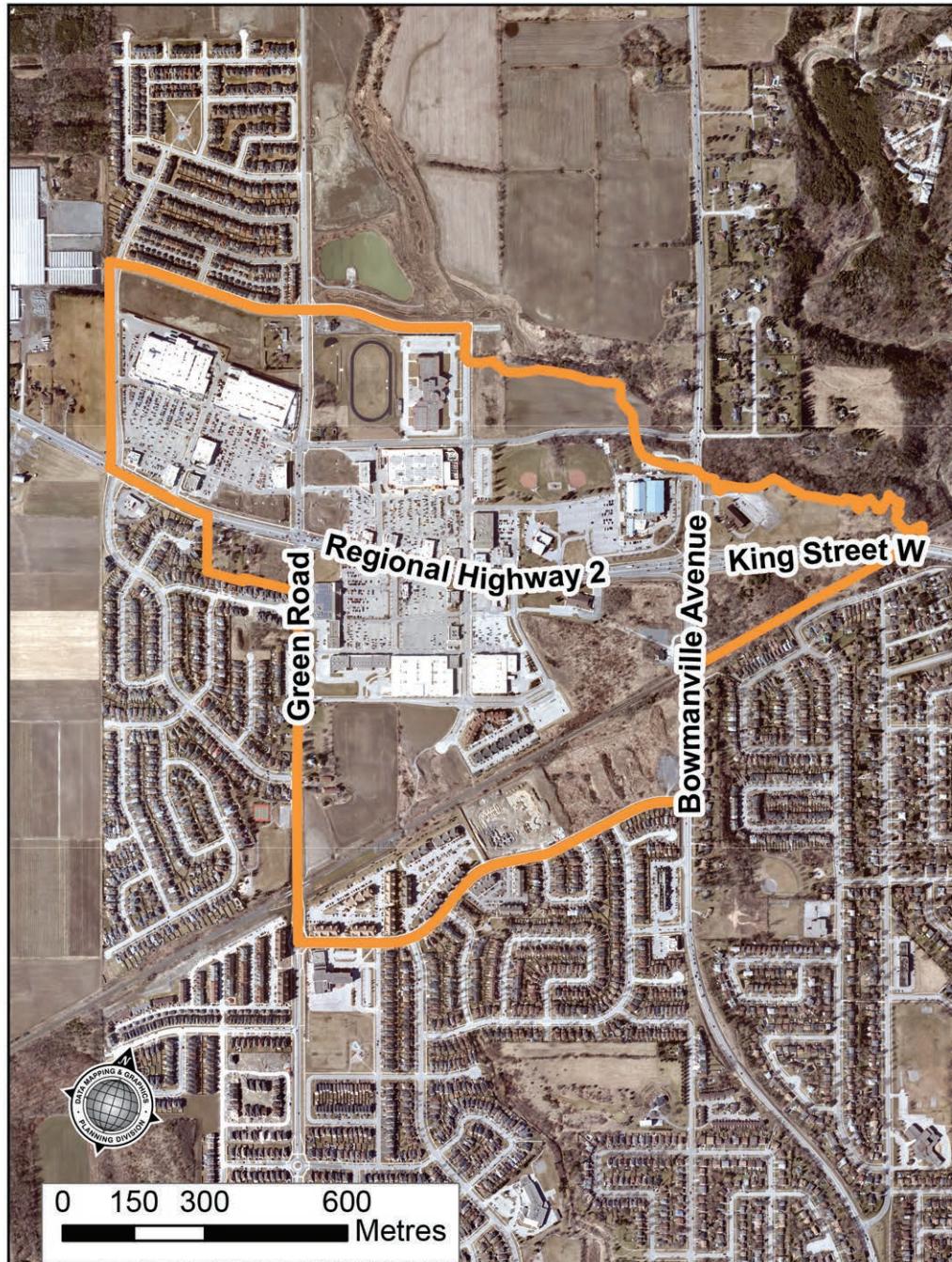
Source: 2018 Business Count

41  
Jobs

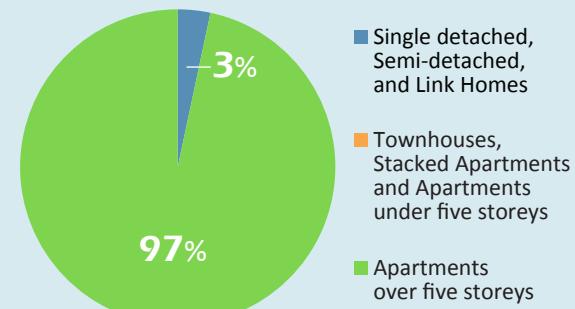
1  
Units/HA

4  
Jobs +  
People/HA

# Clarington - Bowmanville West Urban Area (2016 Base Year Analysis)



## Residential Land Uses (360 units)



Source: Stats Canada, MPAC, Region of Durham Planning Division.

121  
HA

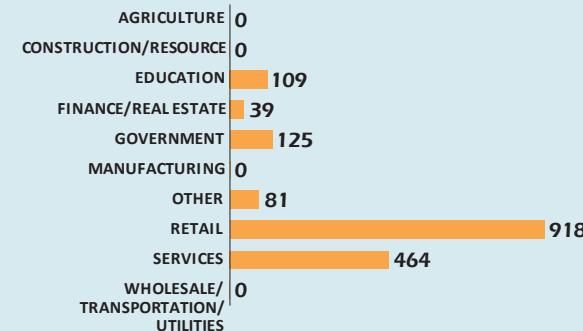
750  
People

1,736  
Jobs

3  
Units/HA

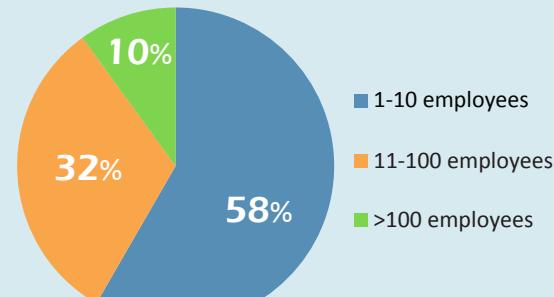
20  
Jobs +  
People/HA

## Jobs By Sector (1,736 jobs)



Source: 2018 Business Count

## Size of Business (6 businesses)



Source: 2018 Business Count

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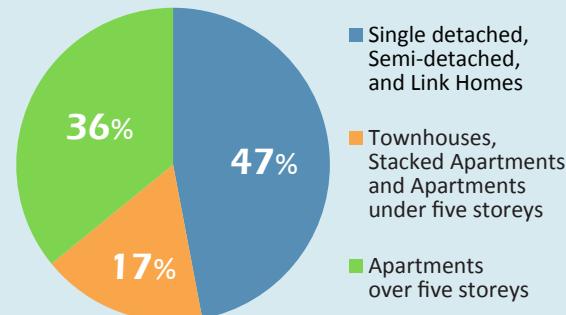
# Clarington - Bowmanville East Urban Area (2016 Base Year Analysis)



## Data Sources and Disclaimer

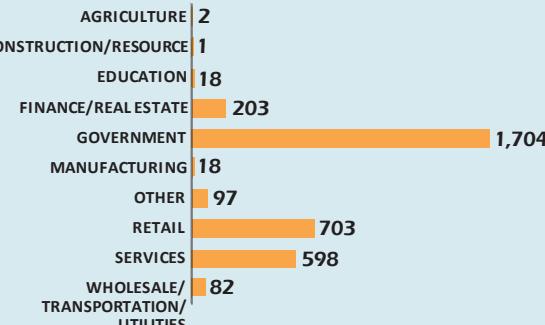
2016 ORTHOPHOTOGRAPHY provided by © First Base Solutions Inc. This map is part of the Envision Durham/MCR process and is for illustrative purposes only. The boundaries shown are approximate and based on the information provided by the area municipality. The delineated areas must be read in conjunction with the official plan and any other applicable policies/documents. Calculations related to people and jobs are approximate and may be subject to change if there are any further refinements to the boundary. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2019. 101 All rights reserved. May not be reproduced without permission.

## Residential Land Uses (719 units)



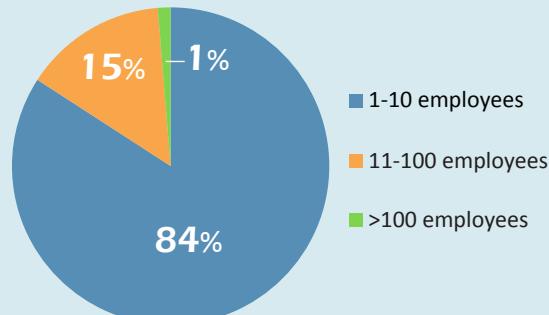
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (3,426 jobs)



Source: 2018 Business Count

## Size of Business (309 businesses)



Source: 2018 Business Count

60  
HA

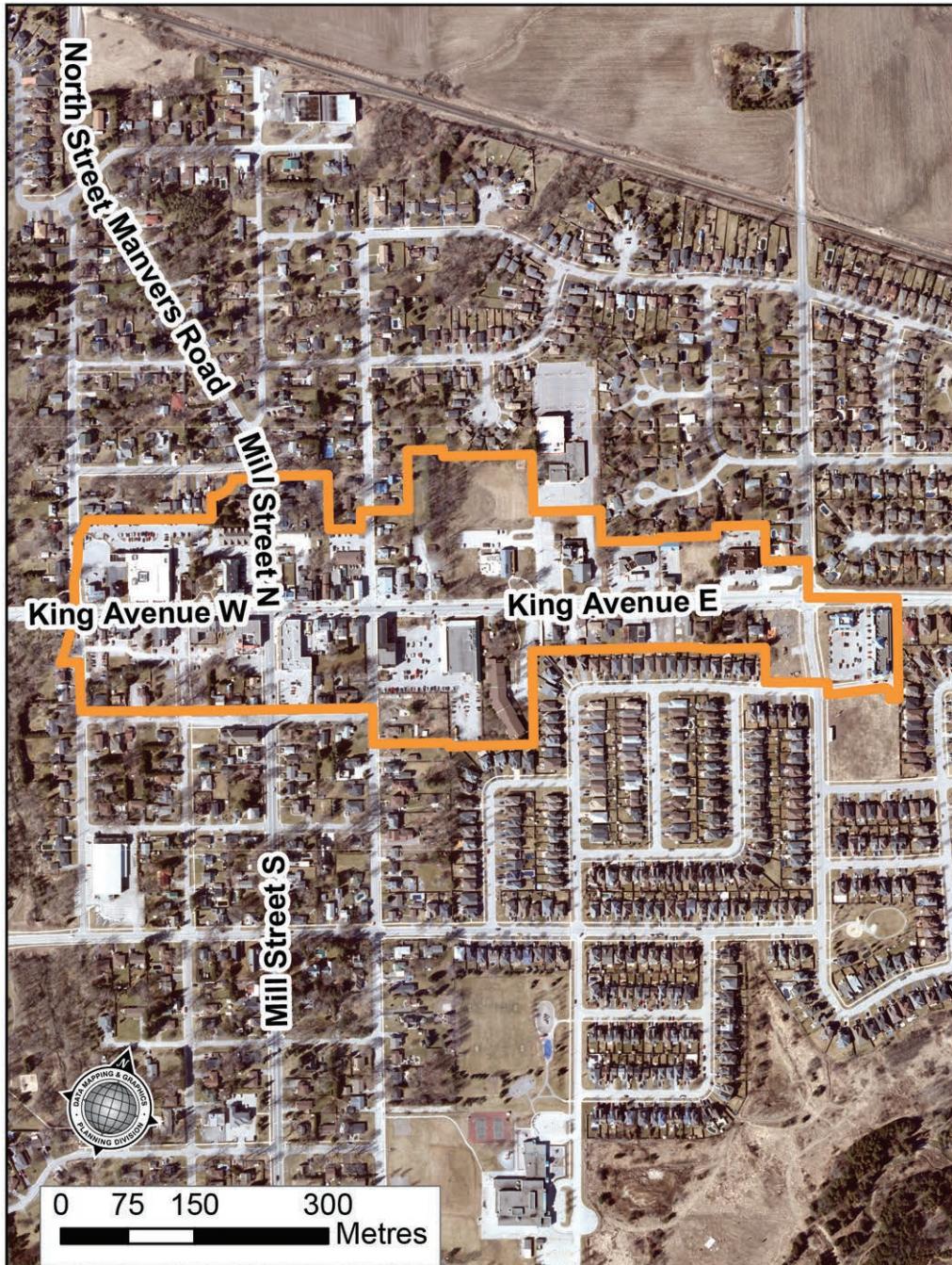
1,256  
People

3,426  
Jobs

12  
Units/HA

78  
Jobs +  
People/HA

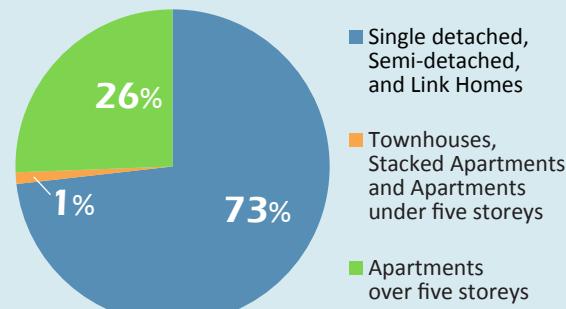
# Clarington - Newcastle Village Centre (2016 Base Year Analysis)



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## Residential Land Uses (168 units)



Source: Stats Canada, MPAC, Region of Durham Planning Division.

19 HA

295 People

417 Jobs

9 Units/HA

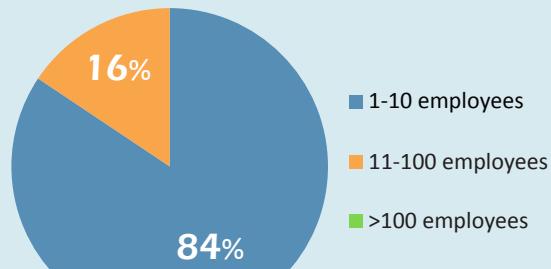
38 Jobs +  
People/HA

## Jobs By Sector (417 jobs)



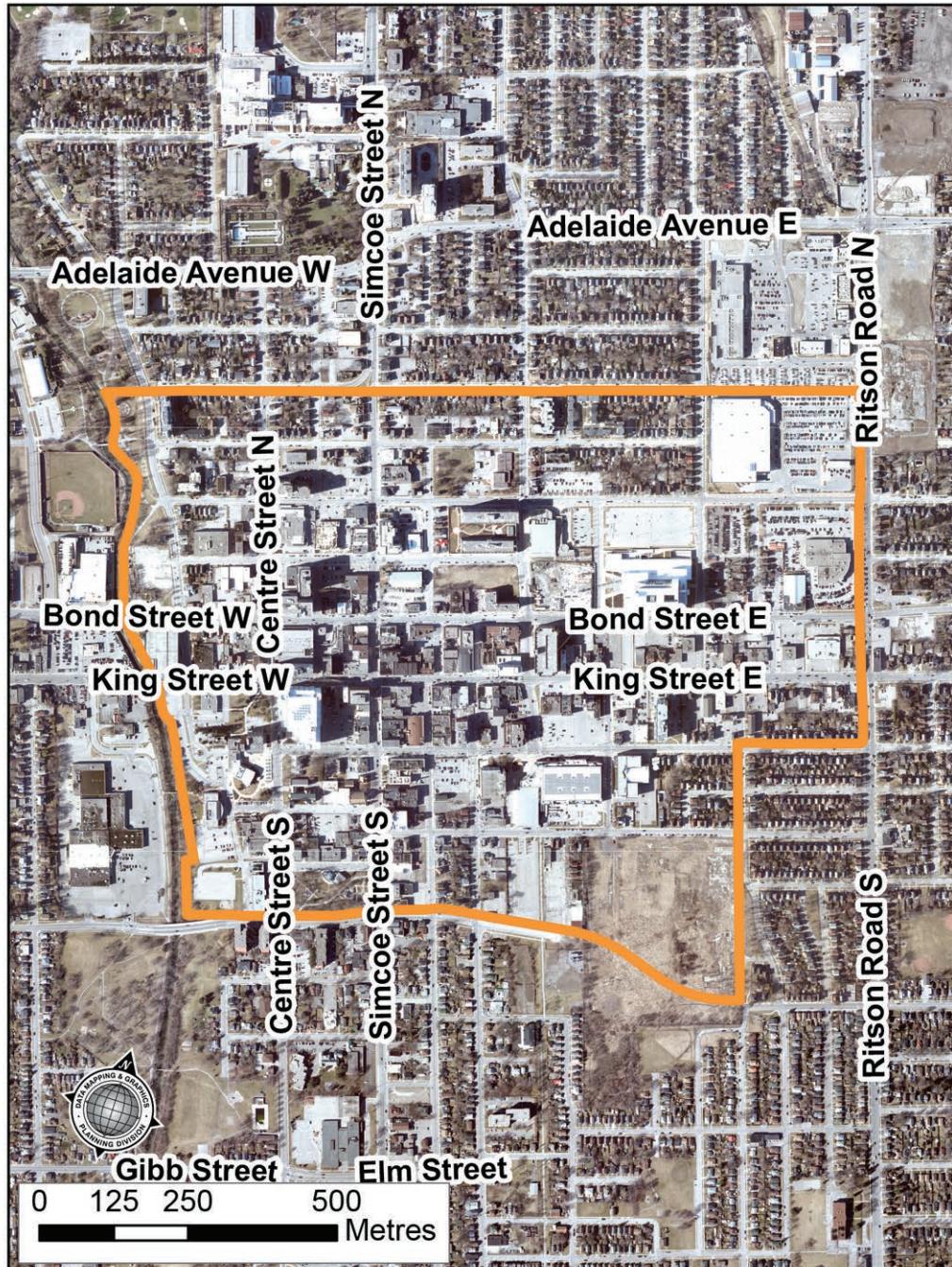
Source: 2018 Business Count

## Size of Business (64 businesses)

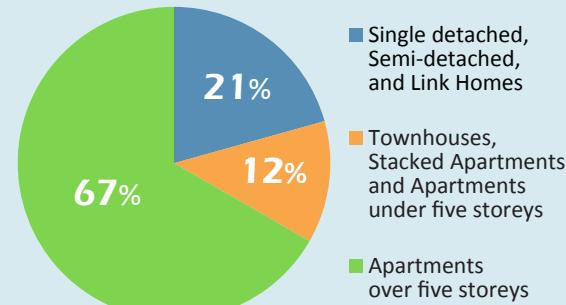


Source: 2018 Business Count

# Downtown Oshawa Urban Growth Centre (2016 Base Year Analysis)



## Residential Land Uses (1,994 units)



Source: Stats Canada, MPAC, Region of Durham Planning Division.

102  
HA

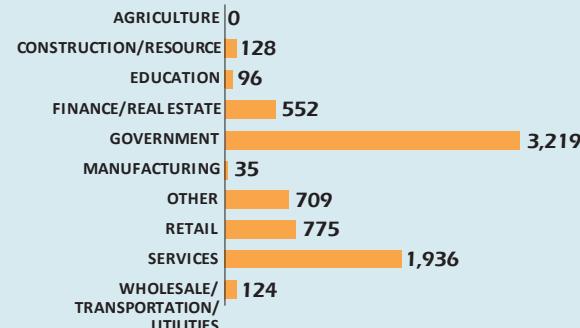
3,085  
People

7,574  
Jobs

20  
Units/HA

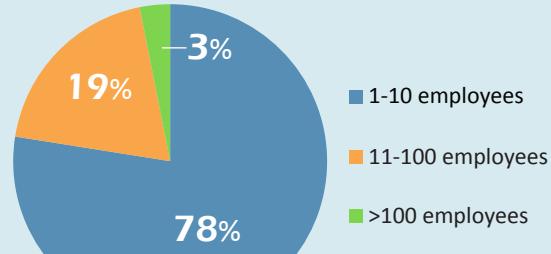
105  
Jobs +  
People/HA

## Jobs By Sector (7,574 jobs)



Source: 2018 Business Count

## Size of Business (449 businesses)

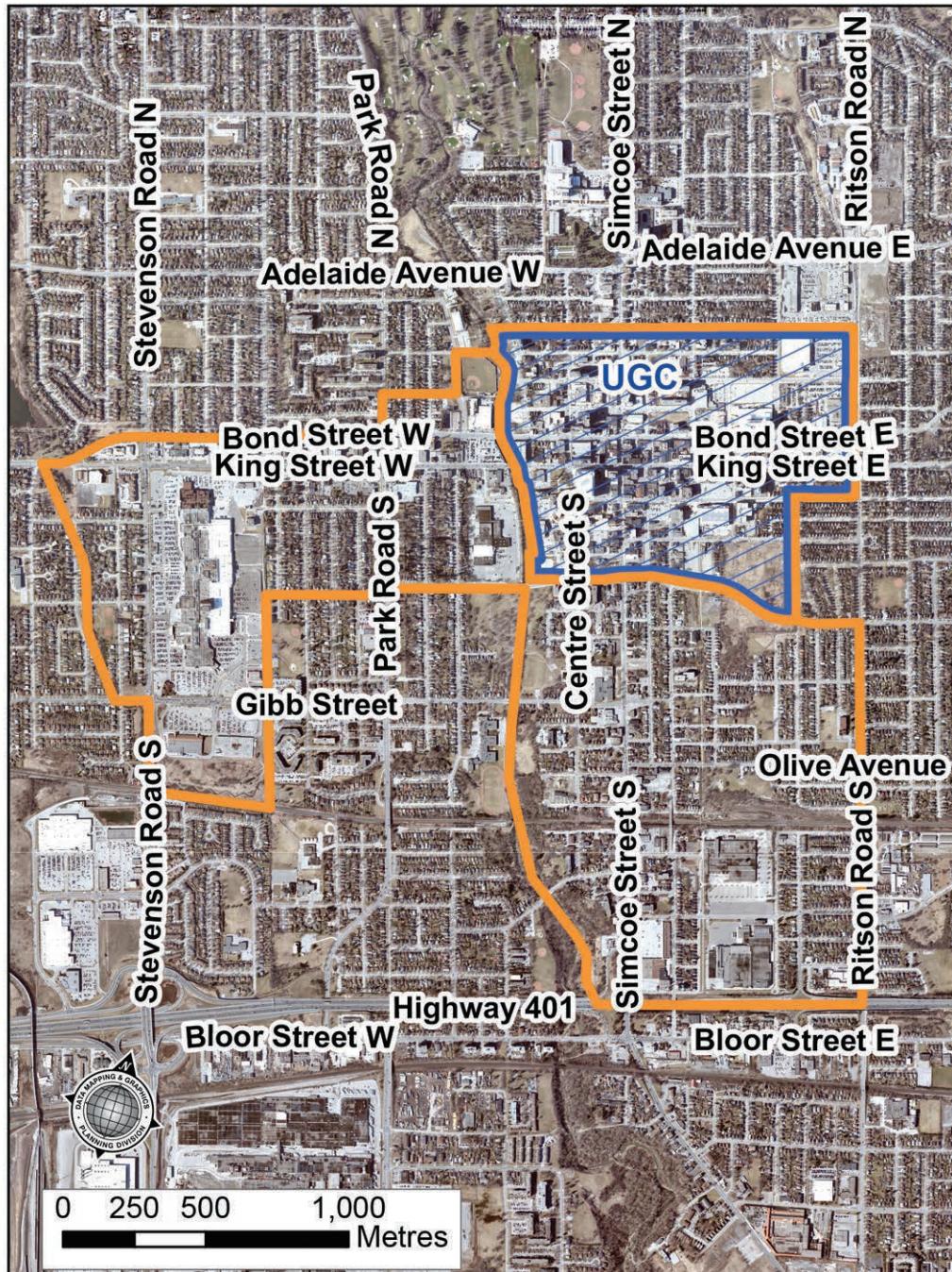


Source: 2018 Business Count

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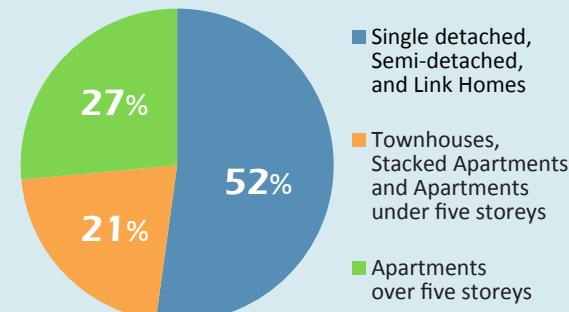
# Oshawa - Downtown Main Central Area (2016 Base Year Analysis)



## Data Sources and Disclaimer

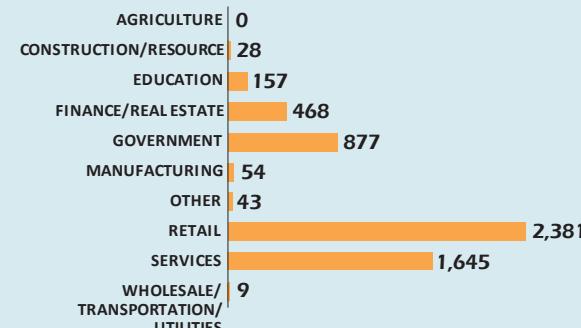
2016 ORTHOPHOTOGRAPHY provided by © First Base Solutions Inc. This map is part of the Envision Durham/MCR process and is for illustrative purposes only. The boundaries shown are approximate and based on the information provided by the area municipality. The delineated areas must be read in conjunction with the official plan and any other applicable policies/documents. Calculations related to people and jobs are approximate and may be subject to change if there are any further refinements to the boundary. This map has been produced from a variety of sources. The Region of Durham does not make any representations concerning the accuracy, likely results, or reliability of the use of the materials. The Region hereby disclaims all representations and warranties. Digital cartography by The Regional Municipality of Durham, Planning and Economic Development Department, 2019. 104 All rights reserved. May not be reproduced without permission.

## Residential Land Uses (3,333 units)



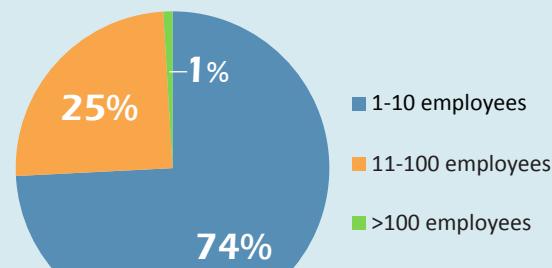
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (5,662 jobs)



Source: 2018 Business Count

## Size of Business (531 businesses)



Source: 2018 Business Count

**296**  
HA

**6,391**  
People

**5,662**  
Jobs

**11**  
Units/HA

**41**  
Jobs +  
People/HA

# Oshawa - Windfields Main Central Area

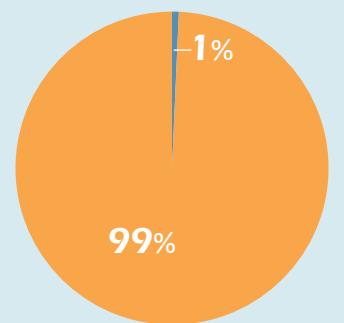
(2016 Base Year Analysis)



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## Residential Land Uses (144 units)



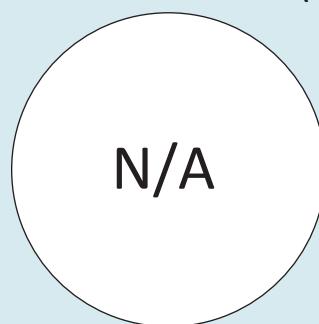
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (0 jobs)



N/A

## Size of Business (0 businesses)



Source: 2018 Business Count

84  
HA

409  
People

0  
Jobs

2  
Units/HA

5  
Jobs +  
People/HA

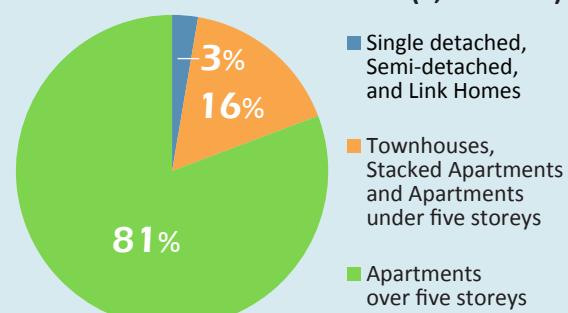
# Pickering City Centre - Urban Growth Centre (2016 Base Year Analysis)



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## Residential Land Uses (2,135 units)



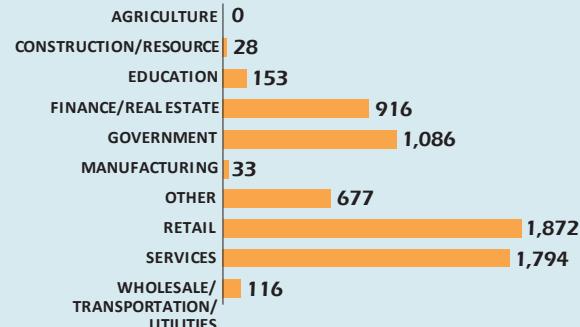
Source: Stats Canada, MPAC, Region of Durham Planning Division.

139  
HA

4,728  
People

6,675  
Jobs

## Jobs By Sector (6,675 jobs)



Source: 2018 Business Count

15  
Units/HA

## Size of Business (472 businesses)



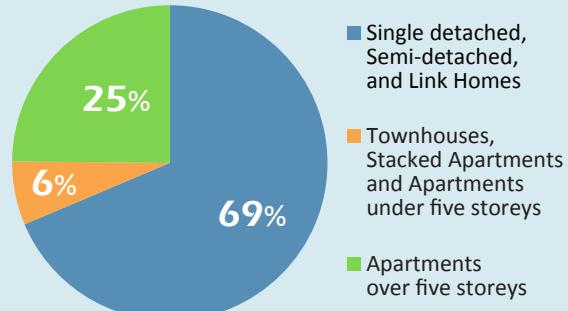
Source: 2018 Business Count

82  
Jobs +  
People/HA

# Scugog - Port Perry Main Central Area (2016 Base Year Analysis)

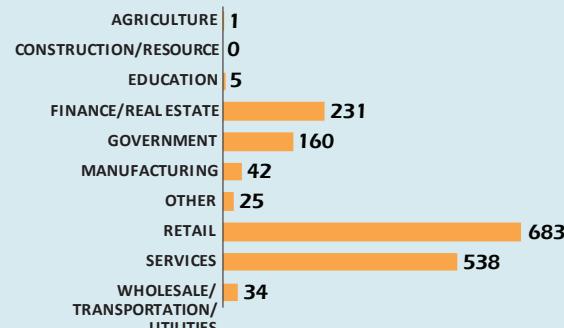


## Residential Land Uses (322 units)



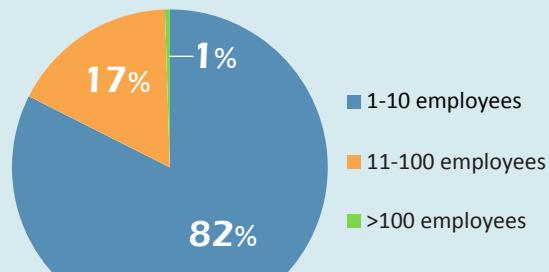
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (1,719 jobs)



Source: 2018 Business Count

## Size of Business (205 businesses)



Source: 2018 Business Count

33  
HA

420  
People

1,719  
Jobs

10  
Units/HA

65  
Jobs +  
People/HA

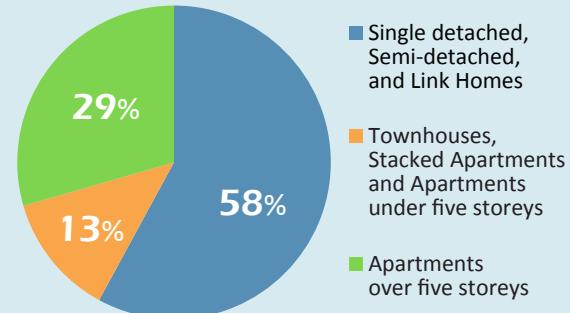
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# Uxbridge Downtown (2016 Base Year Analysis)

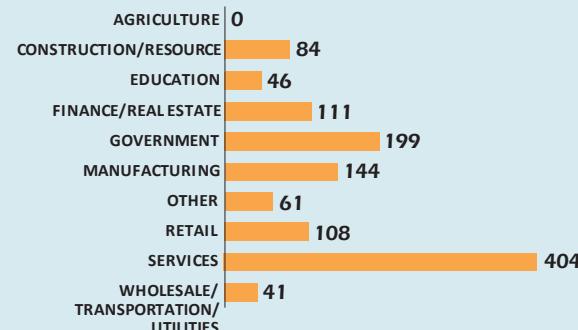


## Residential Land Uses (492 units)



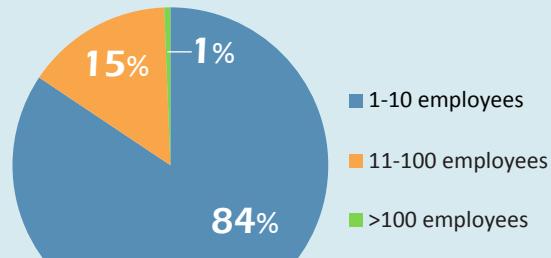
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (1,198 jobs)



Source: 2018 Business Count

## Size of Business (160 businesses)



Source: 2018 Business Count

**62**  
HA

**776**  
People

**1,198**  
Jobs

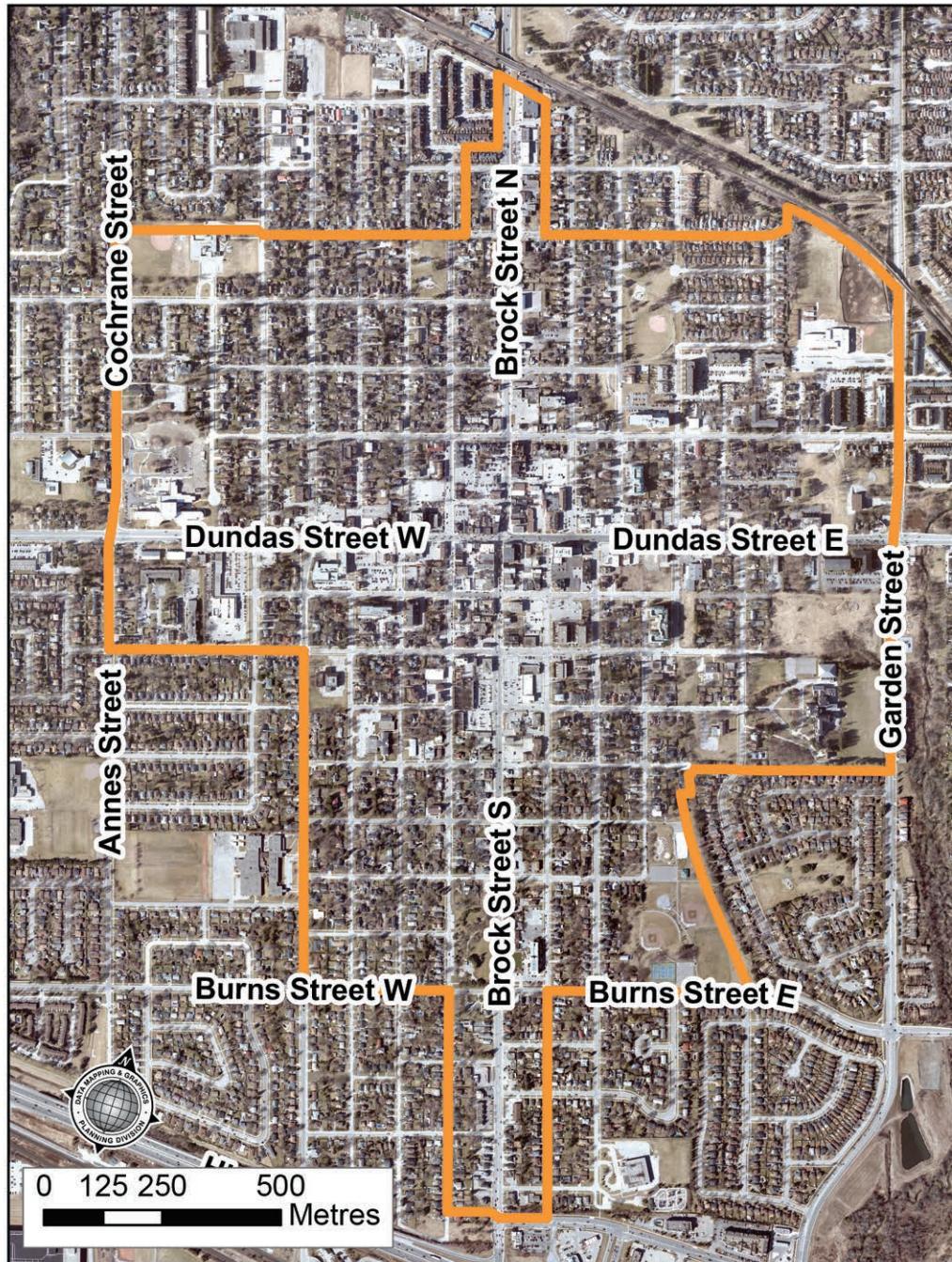
**8**  
Units/HA

**32**  
Jobs +  
People/HA

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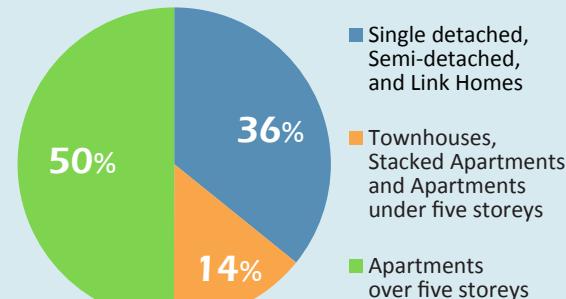
# Downtown Whitby Major Central Area (2016 Base Year Analysis)



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## Residential Land Uses (3,234 units)



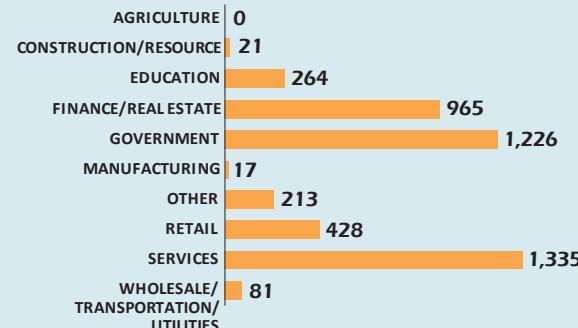
Source: Stats Canada, MPAC, Region of Durham Planning Division.

230  
HA

6,068  
People

4,550  
Jobs

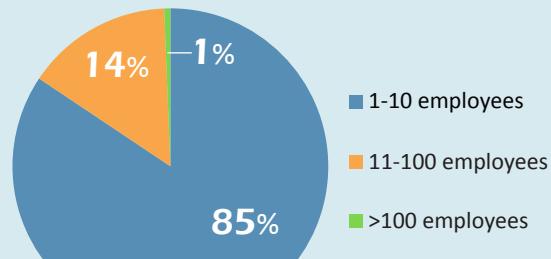
## Jobs By Sector (4,550 jobs)



Source: 2018 Business Count

14  
Units/HA

## Size of Business (513 businesses)

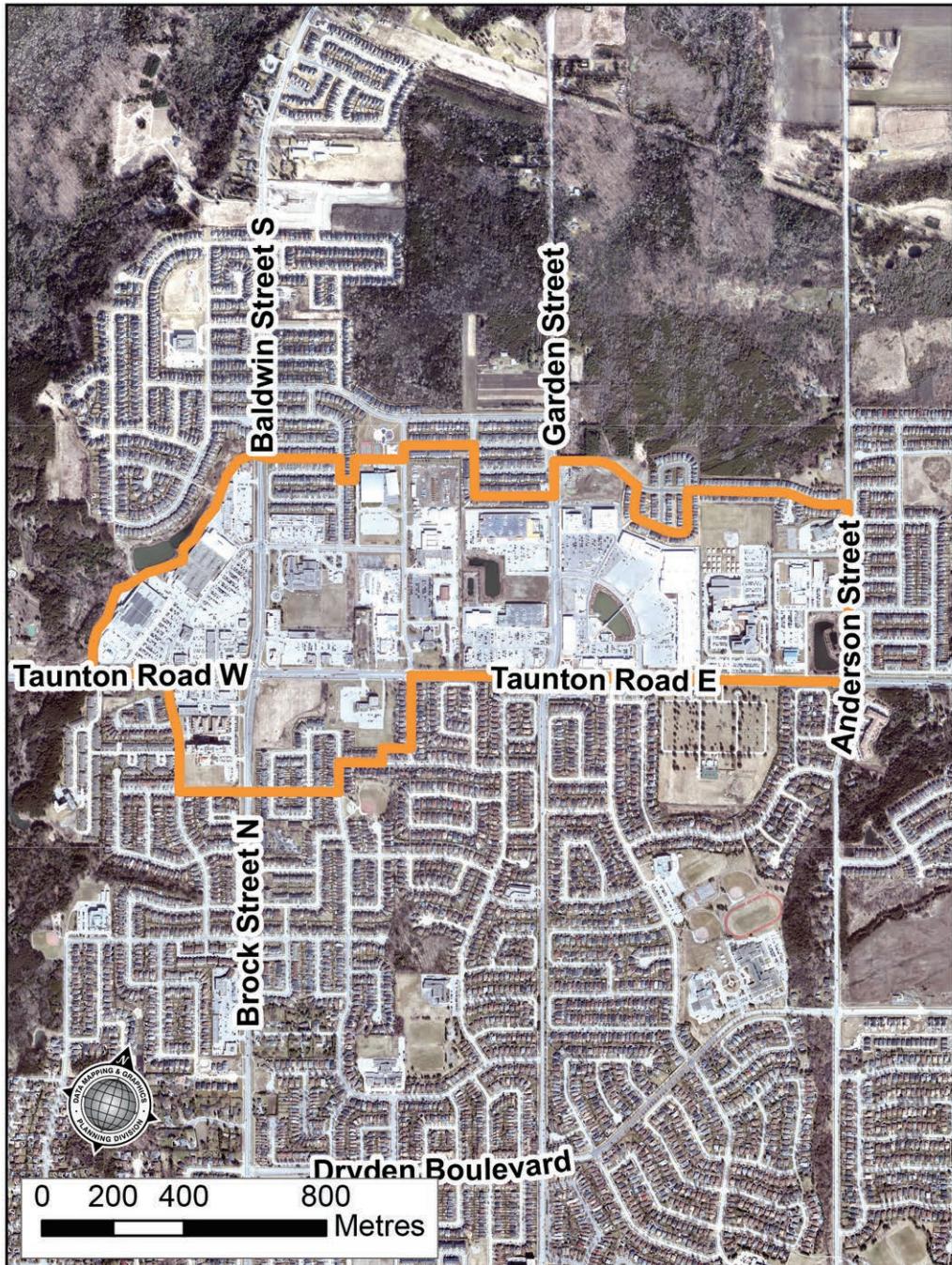


Source: 2018 Business Count

46  
Jobs +  
People/HA

# Whitby - Brock/Taunton Major Central Area

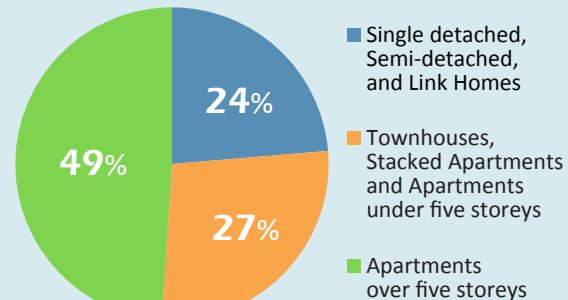
(2016 Base Year Analysis)



## Data Sources and Disclaimer

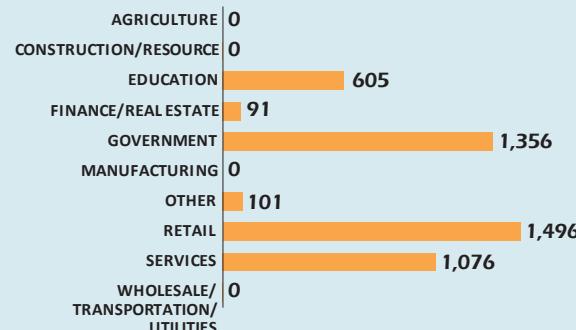
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## Residential Land Uses (752 units)



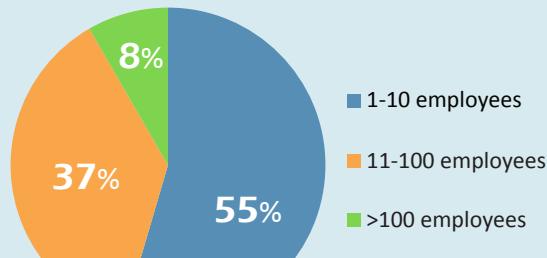
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (4,725 jobs)



Source: 2018 Business Count

## Size of Business (132 businesses)



Source: 2018 Business Count

129  
HA

1,811  
People

4,725  
Jobs

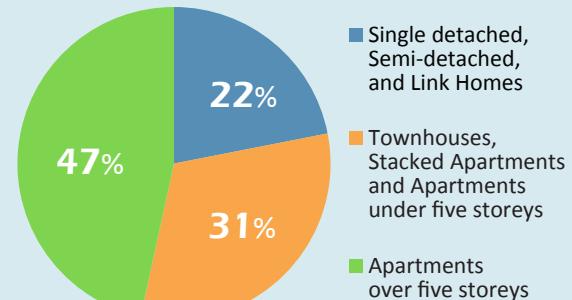
6  
Units/HA

51  
Jobs +  
People/HA

# Whitby - Baldwin/Winchester Major Central Area (2016 Base Year Analysis)

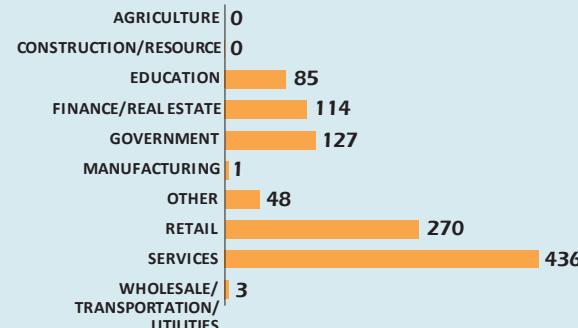


## Residential Land Uses (438 units)



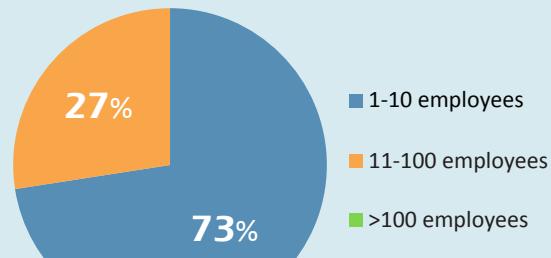
Source: Stats Canada, MPAC, Region of Durham Planning Division.

## Jobs By Sector (1,084 jobs)



Source: 2018 Business Count

## Size of Business (102 businesses)



Source: 2018 Business Count

80  
HA

1,173  
People

1,084  
Jobs

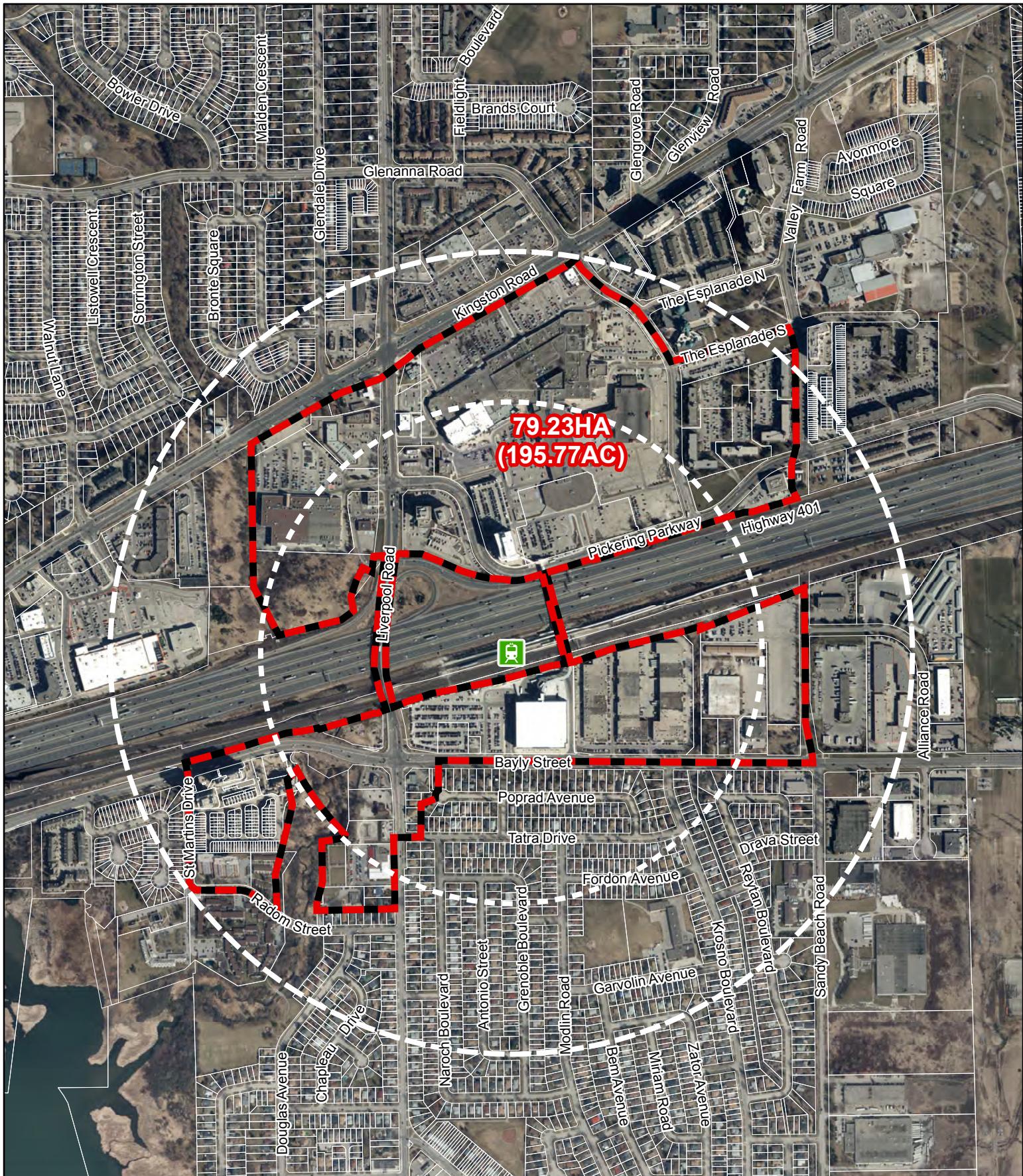
5  
Units/HA

28  
Jobs +  
People/HA

### Data Sources and Disclaimer

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## **Appendix D: Major Transit Station Areas: draft delineations for discussion**



Draft Delineation Map-Pickering MTSA

0 60 120 240 360 480 600  
Metres



Proposed MTSA Draft Boundary



GO Platform



Growth Plan Walkshed Buffer (500m)

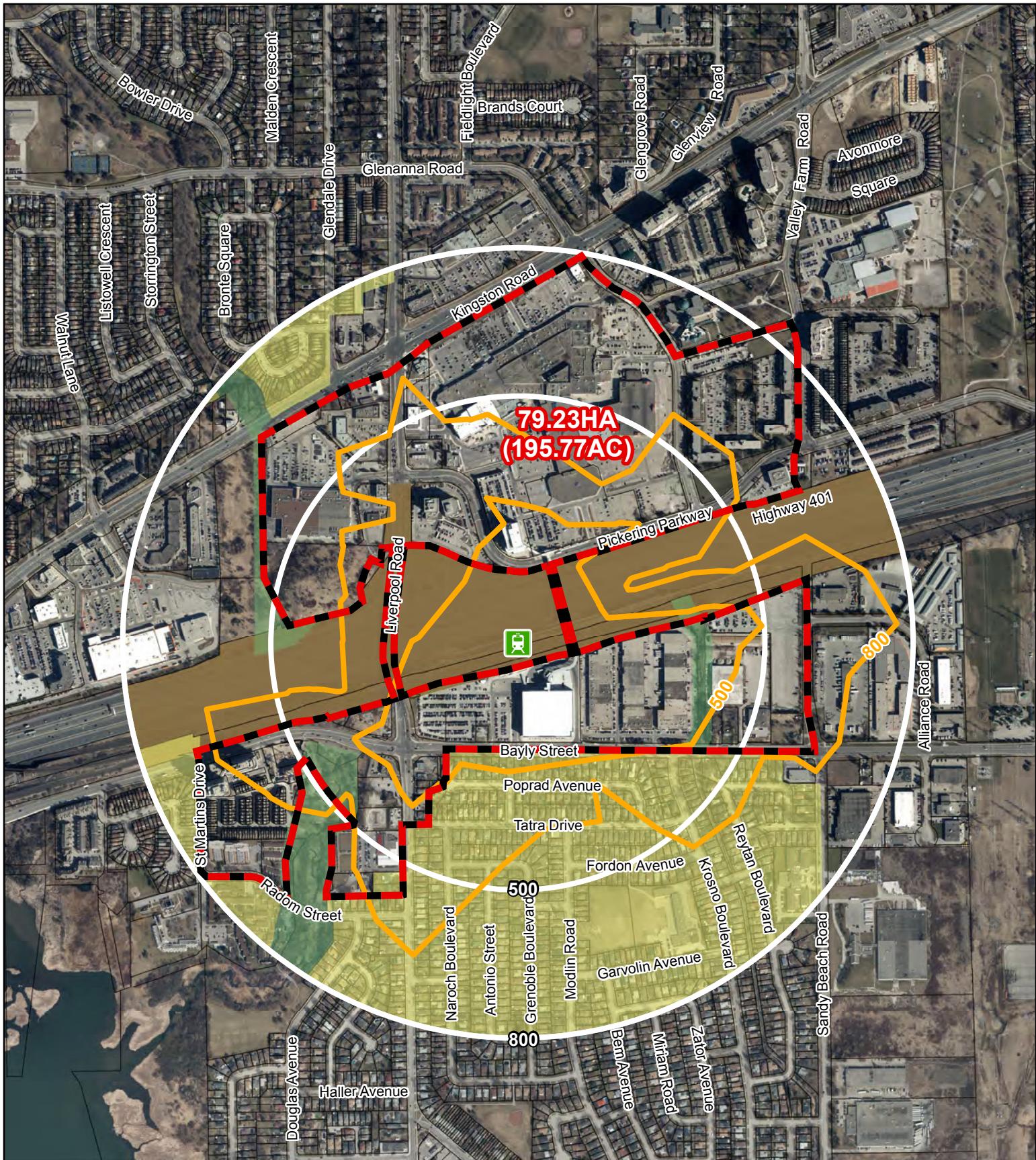


Region's TMP Walkshed Buffer (800m)



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0 62.5 125 250 375 500 625 Metres



GO Platform



Buffers

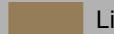


Walkshed

Environmental Features



Stable Neighbourhoods



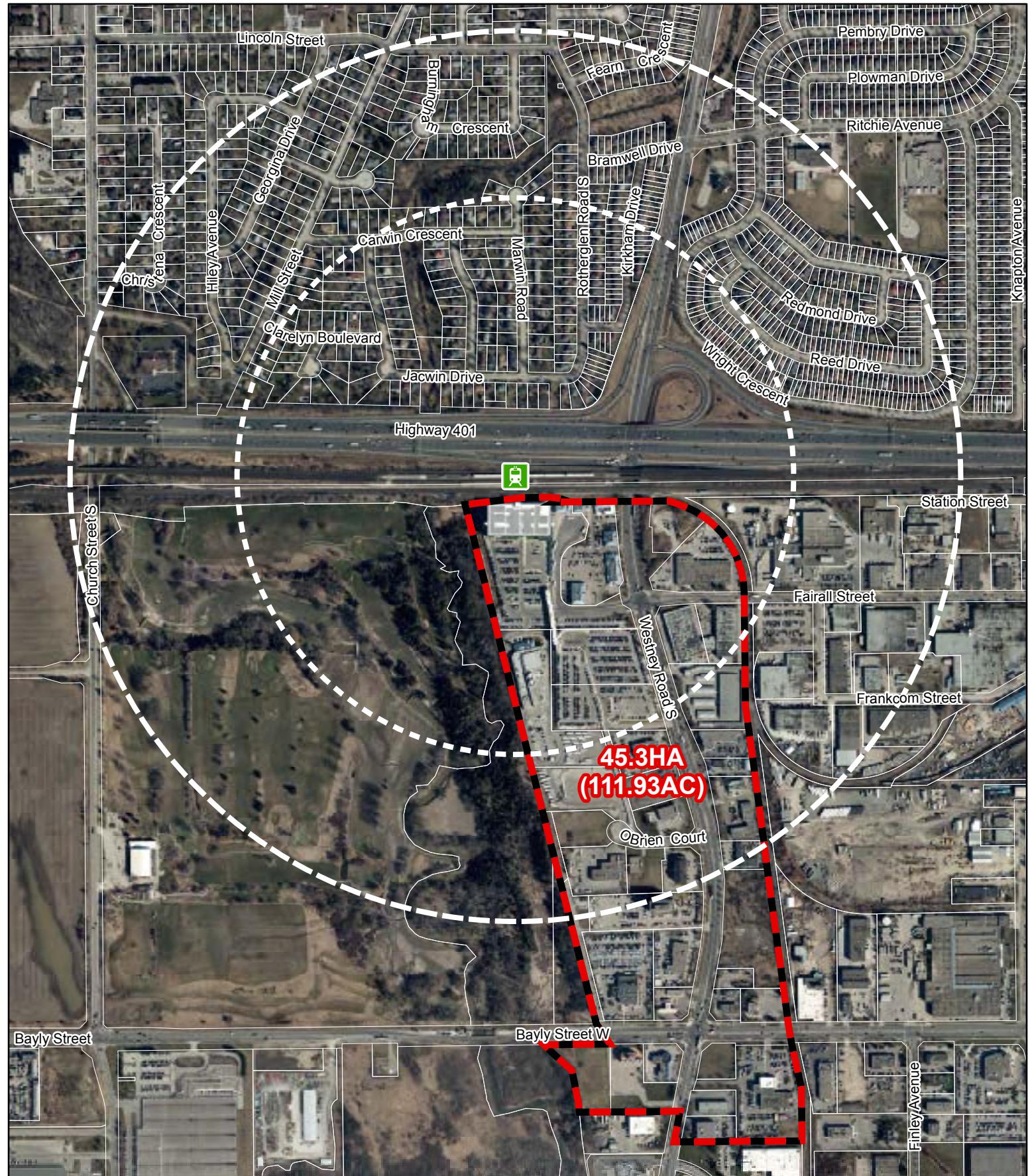
Linear Takeouts



Draft Boundary

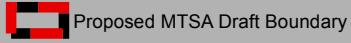


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Draft Delineation Map-Ajax MTSA

0 50 100 200 300 400 500  
Metres



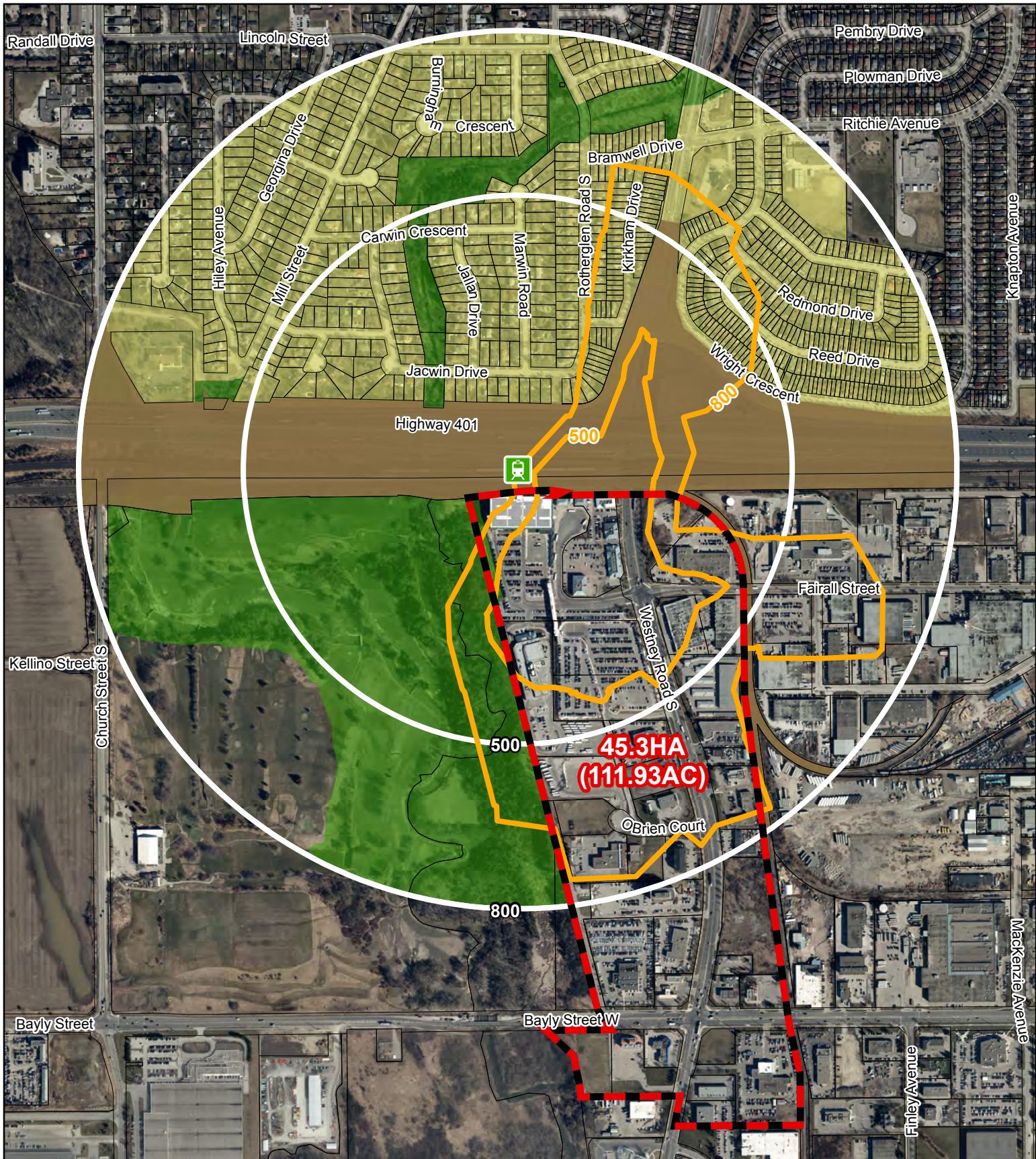
Growth Plan Walkshed Buffer (500m)



Region's TMP Walkshed Buffer (800m)

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## Area Municipal Analysis of Ajax's MTSA Draft Delineation

0 55 110 220 330 440 550  
Metres



GO Platform



Buffers



Walkshed

Environmental Features

Stable Neighbourhoods

Linear Takeouts

Draft Boundary



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Draft Delineation Map-Whitby MTSA

0 60 120 240 360 480 600  
Metres

Proposed MTSA Draft Boundary      GO Platform

Growth Plan Walkshed Buffer (500m)      Region's TMP Walkshed Buffer (800m)

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## Area Municipal Analysis of Whitby's MTSA Draft Delineation

0 62.5 125 250 375 500 625  
Metres



GO Platform



Buffers



Walkshed

Environmental Features

Stable Neighbourhoods

Linear Takeouts

Draft Boundary



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Draft Delineation Map-Oshawa, Bloor Street's MTSA

0 45 90 180 270 360 450  
Metres



Proposed MTSA Draft Boundary



GO Platform



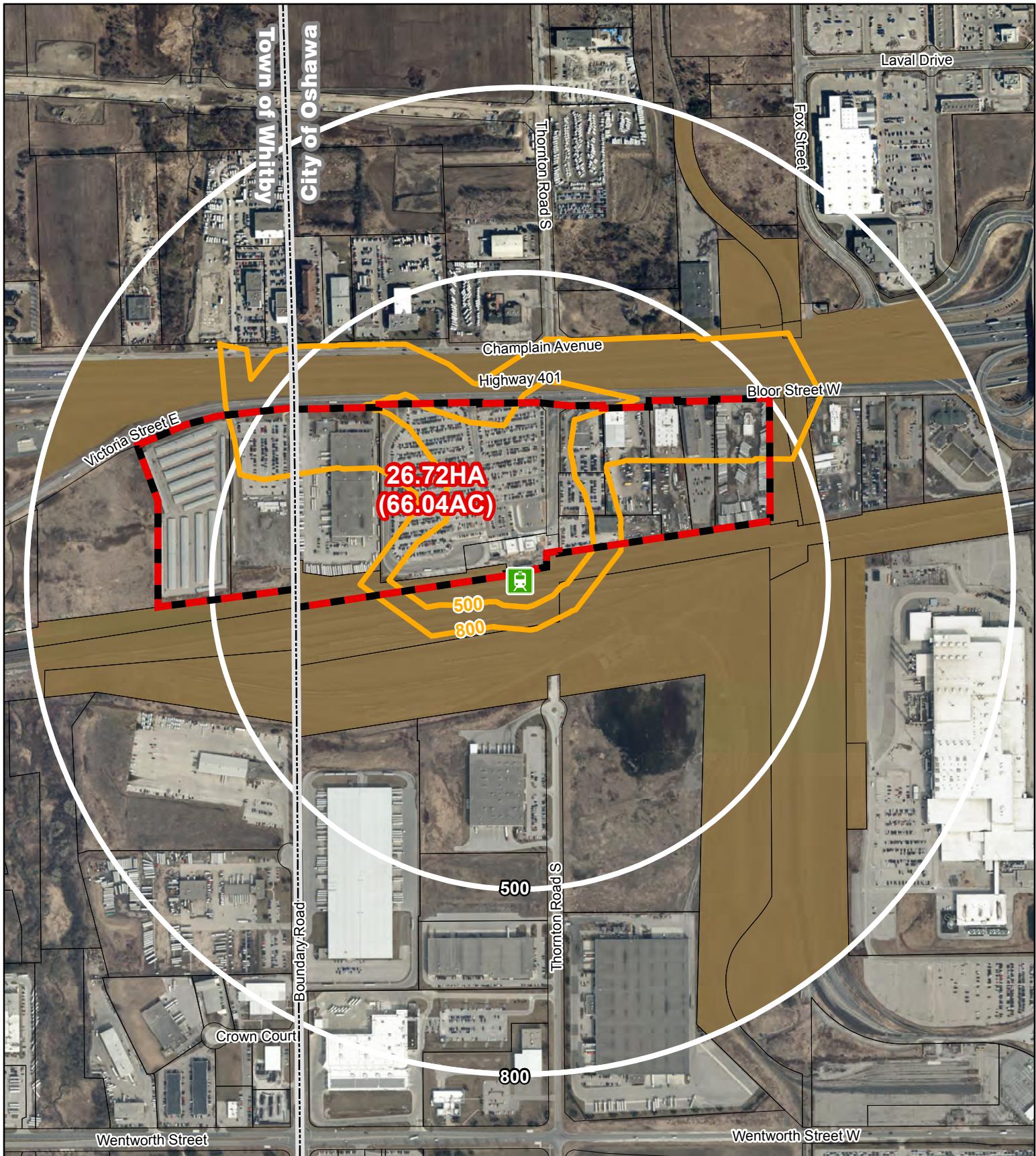
Growth Plan Walkshed Buffer (500m)



Region's TMP Walkshed Buffer (800m)



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Area Municipal Analysis of Oshawa Bloor Street's MTSA Draft Delineation

0 50 100 200 300 400 500  
Metres

GO Platform Buffers Walkshed  
 Linear Takeouts Draft Boundary





Draft Delineation Map-Oshawa, Thornton Corners MTSA

0 60 120 240 360 480 600  
Metres

■ Proposed MTSA Draft Boundary    ■ GO Platform

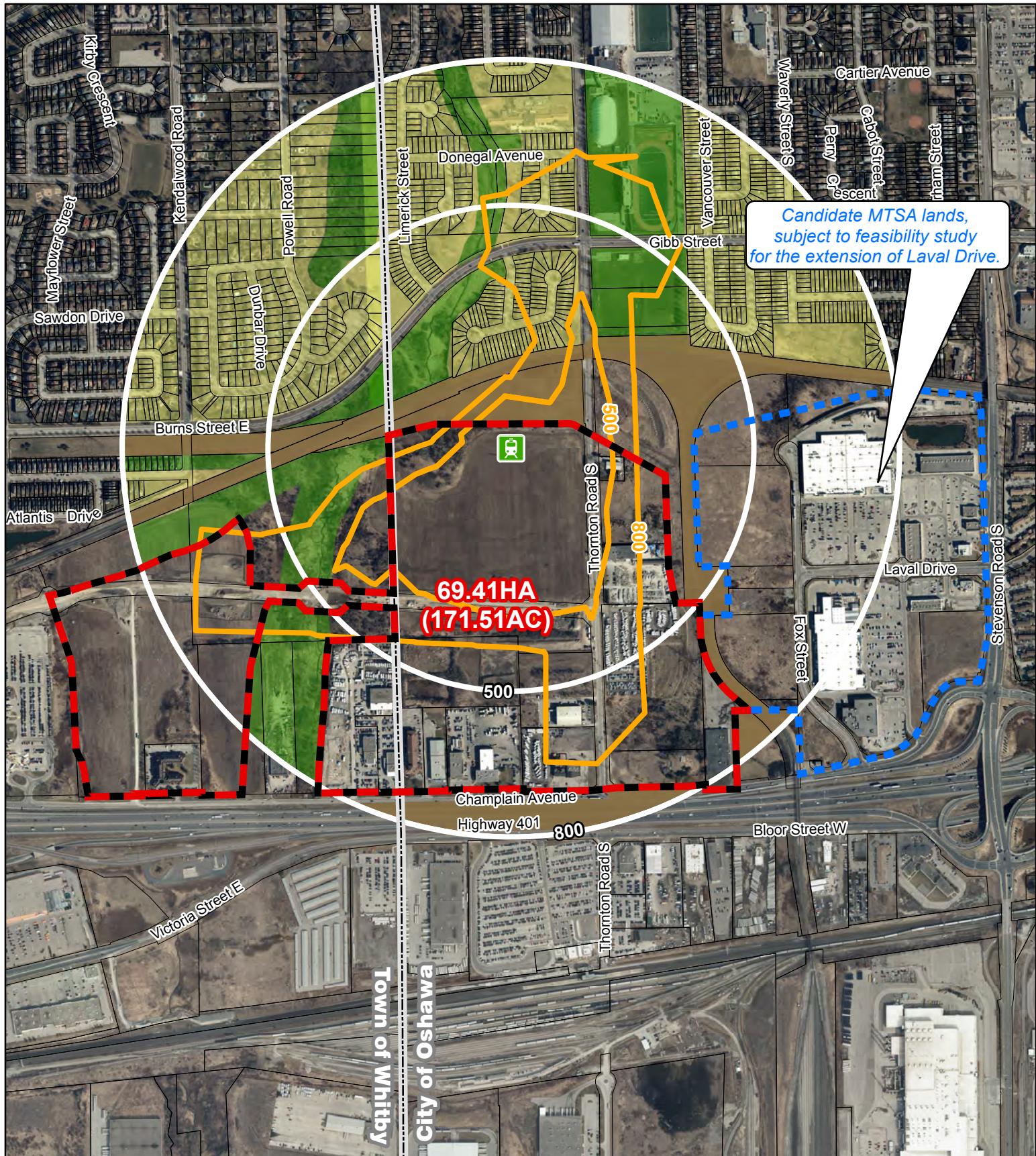
— Future Commuter Rail

■ Growth Plan Walkshed Buffer (500m)

■ Region's TMP Walkshed Buffer (800m)

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Area Municipal Analysis of Oshawa Thornton Corners MTSA Draft Delineation



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Draft Delineation Map-Central Oshawa MTSA

0 70 140 280 420 560 700  
Metres



Proposed MTSA Draft Boundary



GO Platform



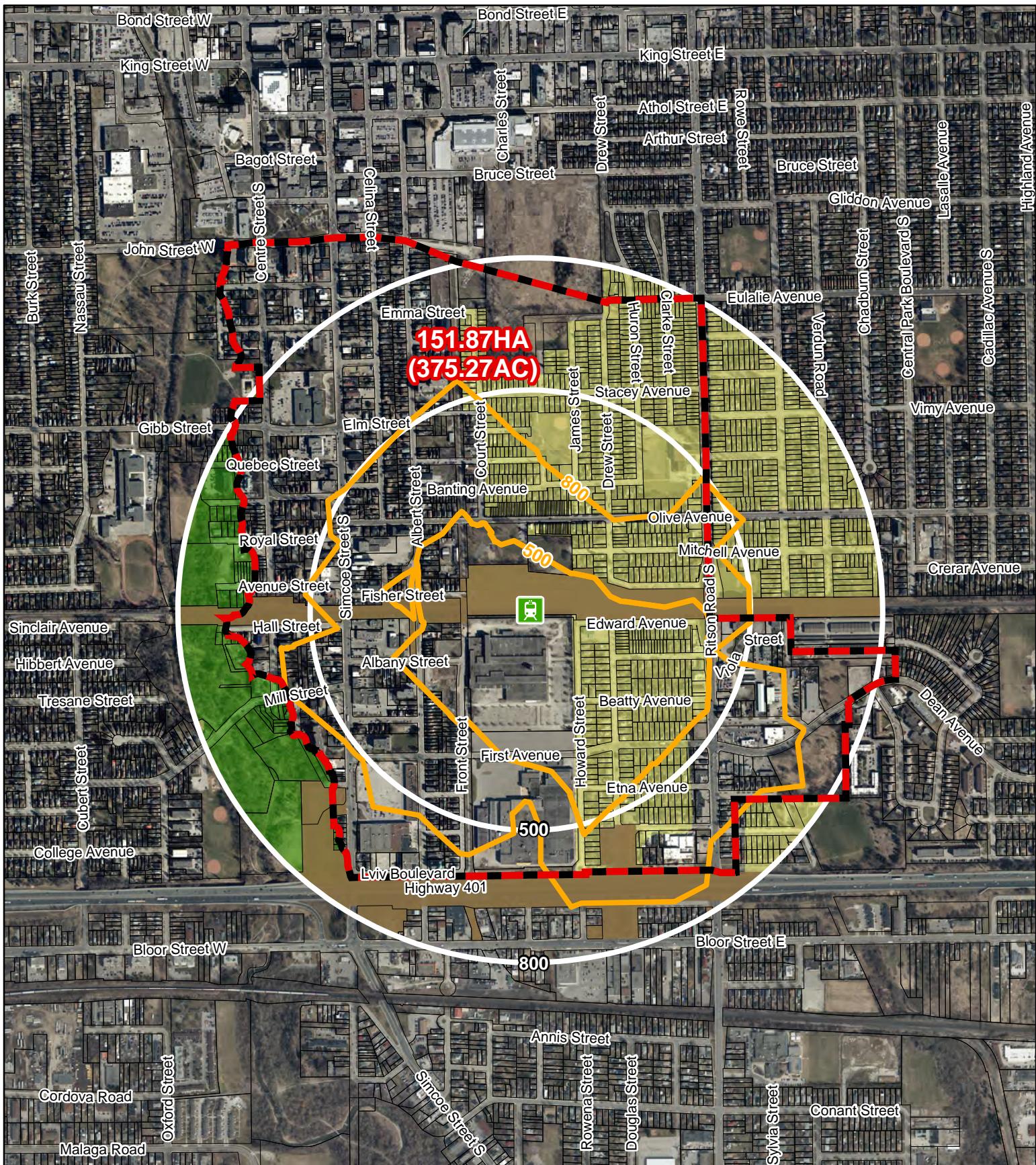
Growth Plan Walkshed Buffer (500m)



Region's TMP Walkshed Buffer (800m)



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## Area Municipal Analysis of Central Oshawa's MTSA Draft Delineation

0 70 140 210 280 350 420 490 560 630 700 Metres



GO Platform



Buffers



Walkshed

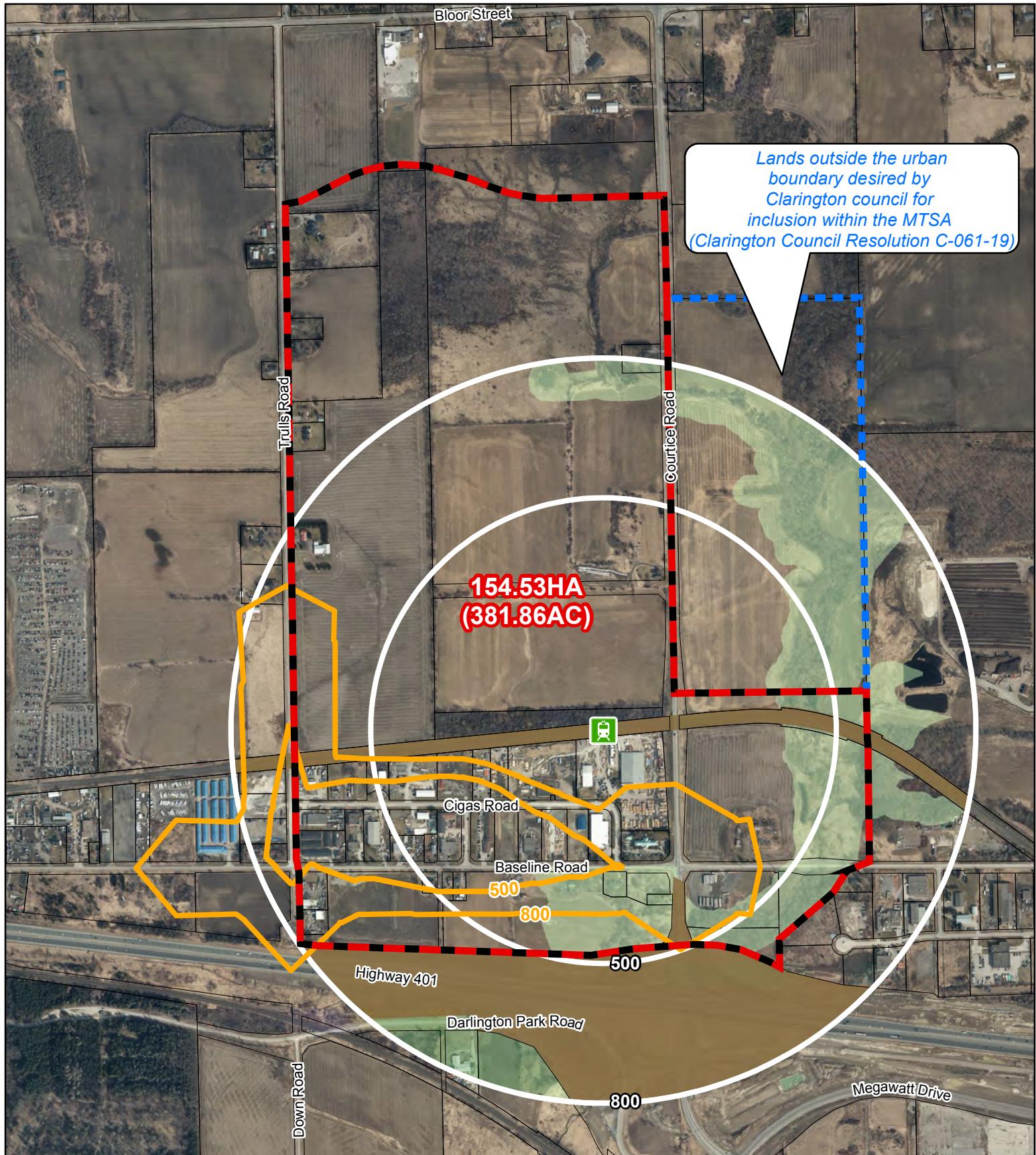




**Draft Delineation Map-Courtice MTSA**

0 62.5 125 250 375 500 625  
Metres



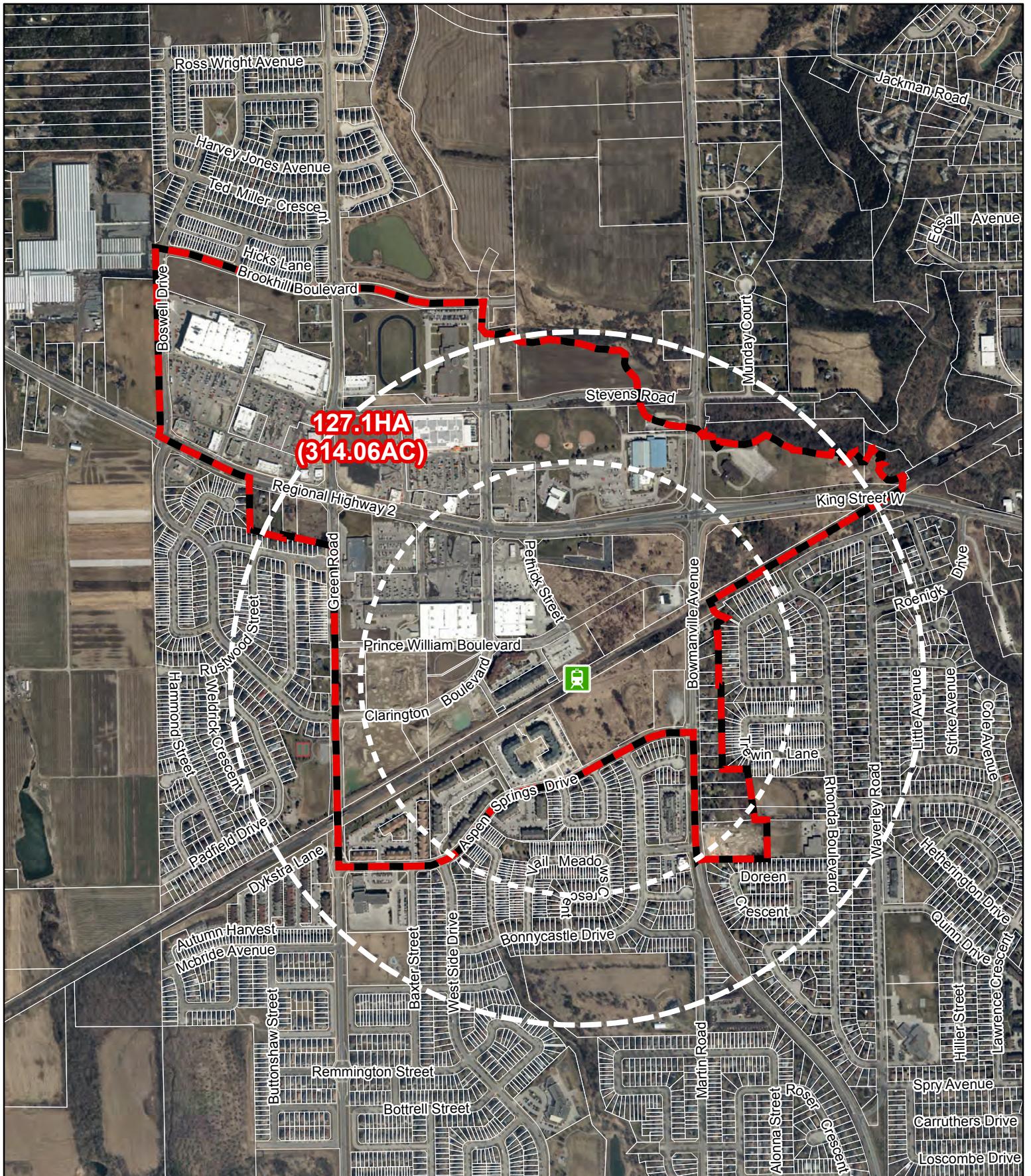


## Area Municipal Analysis of Courtice's MTSA Draft Delineation

0 65 130 260 390 520 650  
Metres

	GO Platform		Buffers		Walkshed
	Environmental Features		Linear Takeouts		Draft Boundary



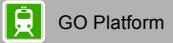


Draft Delineation Map-Bowmanville MTSA

0 70 140 210 280 350 420 490 560 630 700  
Metres



Proposed MTS defense boundary



GO Platform



Growth Plan Walkshed Buffer (500m)

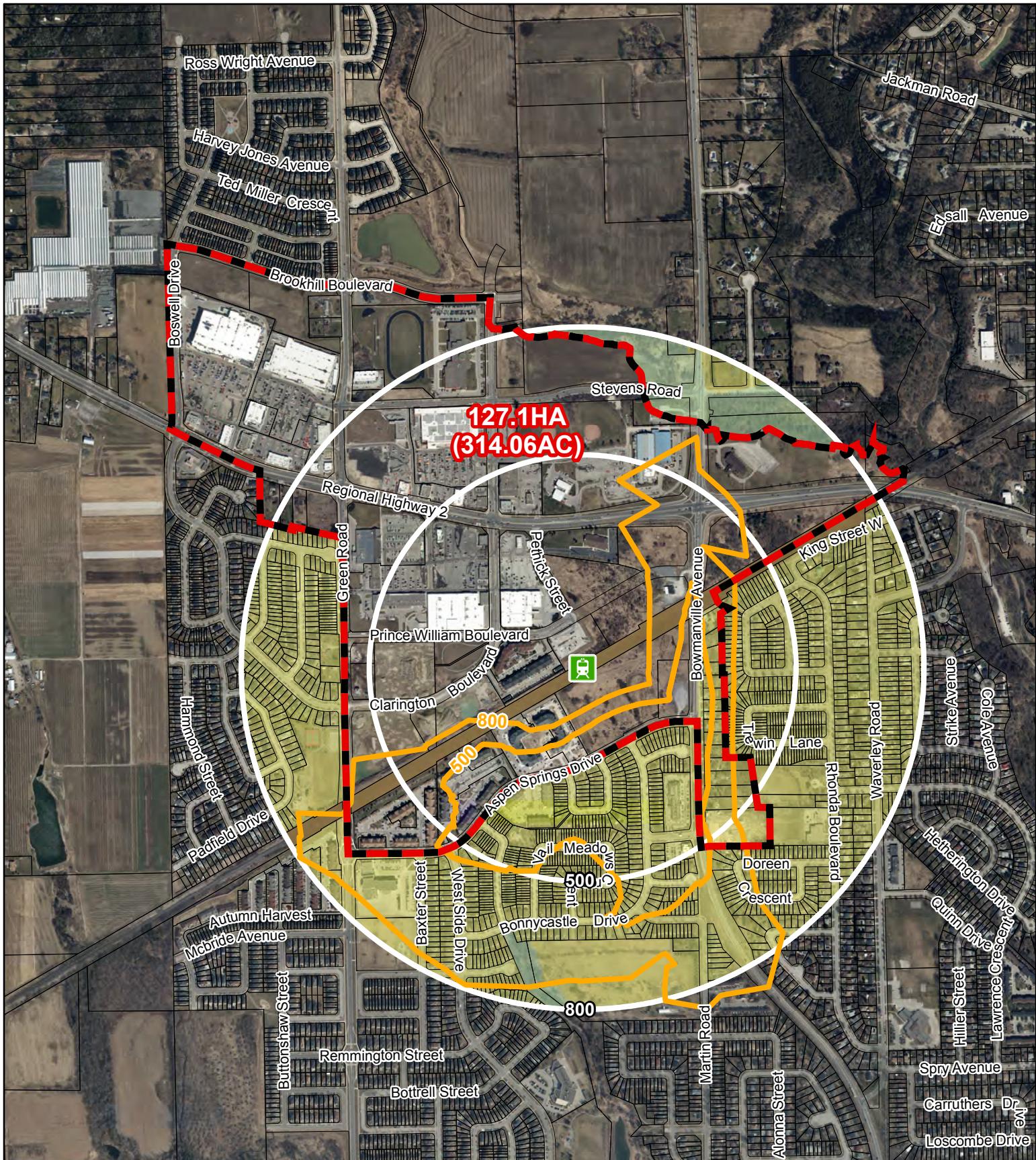


Region's TMP Walkshed Buffer (800m)



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## Area Municipal Analysis of Bowmanville's MTSA Draft Delineation

0 70 140 210 280 350 420 490 560 630 700  
Metres



GO Platform



Buffers



Walkshed

Environmental Features

Stable Neighbourhoods

Linear Takeouts

Draft Boundary

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