



City of Oshawa
GROWTH MANAGEMENT
STUDY (G.M.S.)
Growth Phasing and Urban
Expansion Options Report

March 2026



Accessibility for Ontarians with Disabilities

The City of Oshawa is committed to providing a healthy and safe community with accessible facilities, programs and services for everyone to enjoy.

The City works hard to follow the [Accessibility for Ontarians with Disabilities Act 2005 \(A.O.D.A.\)](#) and the required provincial requirements in the [Integrated Accessibility Standards Regulation](#).

Should you require assistance with this Growth Phasing and Urban Expansion Options Report, which has been prepared in accordance with the Regulation, please contact:

Laura Moebis

Principal Planner, City of Oshawa
Phone: 905-436-3311 ext. 2818
LMoebis@oshawa.ca

or

Service Oshawa

Phone: 905-436-3311
Toll-Free: 1-800-667-4292
service@oshawa.ca
[Service Oshawa Online](#)

Land Acknowledgement

The City of Oshawa is situated on lands within the traditional and treaty territory of the Michi Saagiig and Chippewa Anishinaabeg and the signatories of the Williams Treaties, which include the Mississaugas of Scugog Island, Hiawatha, Curve Lake, and Alderville First Nations, and the Chippewas of Georgina Island, Rama and Beausoleil First Nations.

We are grateful for the Anishinaabeg who have cared for the land and waters within this territory since time immemorial.

We recognize that Oshawa is steeped in rich Indigenous history and is now present day home to many First Nations, Inuit and Métis people. We express gratitude for this diverse group of Indigenous Peoples who continue to care for the land and shape and strengthen our community.

“Oshawa” stems from an Anishinaabemowin (Ojibwe language) word meaning “a crossing place” and has further translation as “the point at the crossing of the stream where the canoe was exchanged for the trail.” When the word Oshawa was chosen as the name of our City, it reflected and recognized the importance of water and land to our community. Our City’s name is a reminder of this important and powerful connection between people and place in the past but also of the present and for the future.

As a municipality, we are crossing over. We are committed to understanding the truth of our shared history, acknowledging our role in addressing the negative impacts that colonization continues to have on Indigenous Peoples, developing reciprocal relationships, and taking meaningful action toward reconciliation.

We are all Treaty people.

Executive Summary

The City of Oshawa Growth Management Study (G.M.S.) Growth Phasing and Urban Expansion Options Report (the “Report”) establishes a structured framework to guide the sequencing of Community Area and Employment Area development to the mid-2056 planning horizon. Prepared by Watson and WSP, the Report builds upon the Phase 2 technical work, including the Land Needs Assessment, Intensification Strategy, and Employment Lands Strategy, and supports Imagine Oshawa: the Official Plan Review (O.P.R.).

The G.M.S. Phase 2 findings confirm that Oshawa has sufficient designated land to accommodate forecast population, housing, and employment growth to 2056, including the 2051 Urban Expansion Areas added through Envision Durham, hereinafter referred to as ‘Urban Expansion Areas’. The City’s primary growth management challenge is not the need for additional urban land, but the timing and sequencing of development across existing Designated Growth Areas and Employment Areas.

The Report addresses the “where and when” of growth. It evaluates the Urban Expansion Areas and existing designated growth area (D.G.A.) lands using a consistent phasing evaluation framework and establishes a two-phase horizon: Phase 1 (mid-2025 to mid-2041) and Phase 2 (mid-2041 to mid-2056).¹ The phasing framework is intended to guide development in a manner that supports complete communities and coordinated infrastructure delivery, while recognizing that not all lands can be serviced or developed concurrently.

Chapter 1: Introduction

Chapter 1 outlines the purpose and structure of the Report within the broader G.M.S. process. Growth management is framed as the coordination of land use, infrastructure, financial planning, and community-building objectives over the long term. The Report positions phasing as the mechanism that translates the growth allocations and land supply analysis into a practical sequencing strategy for implementation.

Chapter 2: Background

Chapter 2 reviews the legislative and policy context guiding the phasing plan. It highlights the implications of the Planning Act, the Provincial Planning Statement, 2024, and Envision Durham, as well as the transfer of planning responsibilities to the City under Bill 23.

The Chapter also summarizes the Phase 2 technical findings, confirming that Oshawa has sufficient Community Area and Employment Area land supply to 2056 and will carry modest surpluses at the planning horizon. As such, the need for a phasing plan arises from the scale

¹ Based on mid-year points. For example, Phase 1 would conclude on June 30, 2041, and Phase 2 would begin on July 1, 2041.

of new urban lands and the practical constraints associated with servicing, infrastructure investment, and market absorption, rather than from a land shortfall.

Chapter 3: Phasing Plan Evaluation Criteria

Chapter 3 establishes the criteria used to assess and prioritize growth areas. The framework emphasizes sequential and contiguous development patterns, the creation of complete communities, alignment with water and wastewater servicing capacity, integration with the transportation network, and the protection and staging of Employment Areas.

A central principle is that growth should proceed in an orderly manner from the existing urban structure, minimizing leapfrogging and avoiding the premature extension of high-cost infrastructure. The criteria collectively ensure that the timing and location of development are aligned with servicing capacity, capital planning, and long-term fiscal sustainability.

Chapter 4: Proposed Phasing Plan Application of the Phasing Evaluation Framework

Chapter 4 applies the phasing evaluation framework to the City's Community Areas and Employment Areas within the D.G.A. and identifies lands as either Phase 1 or Phase 2. Phase 1 lands are intended to advance prior to mid-2041, while Phase 2 lands are anticipated to proceed after mid-2041.

The assessment considers not only infrastructure, servicing, and policy alignment, but also the practical realities of market timing and absorption. It is neither feasible nor desirable to proceed with all designated lands concurrently. Development will occur gradually, influenced by absorption rates, infrastructure thresholds, and the sequencing of approvals.

For Community Areas within the D.G.A., Phase 1 generally prioritizes lands that represent logical and contiguous extensions of existing neighbourhoods, can be serviced efficiently, and are well positioned to support a mix of housing forms consistent with density objectives. These areas are more likely to advance in the near to medium term based on their integration with existing infrastructure and community amenities. Phase 2 lands typically reflect longer-term buildout areas where servicing coordination, transportation improvements, or broader market progression are expected to influence timing.

For Employment Areas within the D.G.A., the phasing structure maintains a continuous supply of designated land while recognizing that employment growth is subject to market cycles and sector demand. Phase 1 Employment Areas focus on lands that are accessible, serviceable, and aligned with existing or emerging employment clusters. Phase 2 Employment Areas provide longer-term capacity and help preserve strategic employment opportunities without prematurely extending infrastructure.

The phasing framework is intended to guide sequencing rather than impose a rigid constraint. It supports flexibility and ongoing monitoring to ensure that development progression remains

aligned with infrastructure delivery, fiscal planning, and demonstrated market demand over the planning horizon.

Chapter 5: Policy Recommendations

Chapter 5 translates the phasing structure into policy directions for the Official Plan (O.P.). Recommendations address the settlement structure and urban boundary framework, growth management and phasing implementation tools, support for future complete communities, and infrastructure coordination.

Chapter 5 emphasizes the linkage between development approvals and the availability of municipal services, transportation improvements, and required studies, reinforcing that development may be deemed premature where servicing or infrastructure capacity is insufficient. It also supports the continued use of monitoring tools and adaptive management to ensure that growth remains aligned with capital planning and development charge recovery.

Chapter 6: Conclusions

This Report provides the City of Oshawa with a clear and defensible framework for staging growth to 2056. With sufficient Community Area and Employment Area land supply, including the Urban Expansion Areas, the focus shifts to sequencing development in a manner that is fiscally responsible, infrastructure aligned, and supportive of complete community outcomes.

By prioritizing contiguous development, coordinating residential and employment growth, and integrating phasing with servicing and capital planning, Oshawa can manage its Urban Expansion Areas and existing D.G.A. lands in a structured and adaptable manner. The phasing framework will serve as a foundation for ongoing monitoring, infrastructure coordination, and policy implementation through the O.P.R., ensuring that Oshawa's growth proceeds in an orderly, sustainable, and locally responsive manner.

Table of Contents

1	Introduction.....	1
1.1	Why Are We Undertaking a Growth Management Study?.....	1
1.2	Deliverables.....	2
2	Background	4
2.1	Policy Context	4
2.2	Summary of Phase 2 Findings	6
2.3	Why Develop a Phasing Plan?.....	7
2.4	Phasing Plan Time Horizons	7
2.5	City of Oshawa Land Use Framework.....	9
3	Phasing Plan Evaluation Criteria	12
3.1	Sequential Growth.....	13
3.2	Complete Communities	13
3.3	Water and Wastewater Servicing	14
3.4	Integration with the Transportation Network	14
3.5	Planning for and Protecting Employment Areas	15
4	Proposed Phasing Plan Application of the Phasing Evaluation Framework	16
4.1	Designated Growth Areas	18
4.2	Employment Areas	23
4.3	Conclusions.....	29
5	Policy Recommendations	31
5.1	Settlement Structure & Urban Boundary Framework	31
5.2	Growth Management and Phasing Implementation.....	31
5.3	Supporting Future Complete Communities	32
5.4	Infrastructure Coordination	33
6	Conclusions.....	34
7	Acronyms and Abbreviations	35
	Appendix A: Project Traffic Congestion (2056)	36

Table of Figures

Figure 1: City of Oshawa Policy Areas 10

Figure 2: City of Oshawa Phasing Plan Areas 17

Figure 3: City of Oshawa D.G.A. Community Area Forecast, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056) 18

Figure 4: City of Oshawa Community Area Phasing Map, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056) Lands 19

Figure 5: City of Oshawa Employment Area Forecast, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056) 23

Figure 6: City of Oshawa Employment Area Phasing Map, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056) Lands..... 25

Figure 7: City of Oshawa Combined Phasing Map, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2051) Lands..... 30

1 Introduction

The City of Oshawa has engaged Watson & Associates Economists Ltd. (Watson) and WSP Canada Inc. (WSP) to undertake a Growth Management Study (G.M.S.) to the mid-2056 planning horizon as an important component of Imagine Oshawa: the Official Plan Review (O.P.R.) process. Growth management aims to harmonize a municipality’s long-term vision for its urban areas, rural regions, and conserved countryside with planning policies that guide the pattern, location and phasing of growth and change. This ensures the municipality develops in a financially, environmentally, and socioeconomically sustainable manner.

1.1 Why Are We Undertaking a Growth Management Study?

The City of Oshawa is undertaking a comprehensive review of the Oshawa Official Plan (O.O.P.), a key component of which is the preparation of a G.M.S. The Planning Act requires all municipal land use planning decisions to be consistent with the Provincial Planning Statement, 2024 (P.P.S.) and to conform with applicable provincial Plans. This requires the City of Oshawa to ensure that its O.P., a long-range policy document that guides all land use planning decisions at a local level, is updated at regular intervals to remain relevant and aligned with current provincial direction.²

In general, former provincial planning policies mandated that the Regional O.P. be updated before individual municipalities, including Oshawa, could proceed with their respective O.P. updates.³ However, there have been numerous and significant provincial policy changes since 2016, including several subsequent to the completion of Envision Durham, that the Oshawa O.P.R. process will also need to implement.

The recent Durham Regional O.P. (Envision Durham), adopted by Regional Council on May 17, 2023, partially approved with modifications by the Province on September 3, 2024, and fully approved by the Province on December 13, 2024, reflects the City's rapid growth, both historical and future. Envision Durham generally aligns with updated provincial policy direction and allocates significant growth to the City of Oshawa, projecting over 300,000 residents and nearly 110,000 jobs by the year 2051. The focus of the G.M.S. is to implement these targets from Envision Durham through a locally driven plan, which ensures that the City grows over the long term in an efficient and sustainable manner.

² Note that as a result of Bill 23, Durham Region’s land use planning responsibilities were transferred, effective January 1, 2025, to Durham’s local municipalities, including Oshawa. This recent legislative change is outlined and addressed in the Growth Management Study Background Discussion Paper (B.D.P).

³ The Durham Regional O.P. is entitled Envision Durham. The Durham Regional O.P.R. process that resulted in the Envision Durham is referred to in the B.D.P. as the Envision Durham process.

1.2 Deliverables

Three reports were released in Phase 2 of the G.M.S. The first report – the Land Needs Assessment (L.N.A.) – assesses the amount of Community Area land in the Designated Growth Area (D.G.A.) required to accommodate projected population, housing, and employment growth within Oshawa to 2056. The second and third reports – the Intensification Strategy and Employment Lands Strategy (E.L.S.) – focus on growth in the Built-Up Area (B.U.A.) and Employment Areas, respectively.⁴ The following defines these terms in more detail:

Community Areas: Areas where most of the housing required to accommodate the forecast population will be located, as well as most population-related jobs, most office jobs and some Employment Land Employment (E.L.E.) jobs. Community Areas are located in both the B.U.A. and D.G.A.

Employment Areas: Areas where most of the E.L.E. jobs are (i.e., employment in industrial-type buildings), as well as some office jobs and some population-related jobs, particularly those providing services to the Employment Area. Employment Areas are located in both the B.U.A. and D.G.A.

This Growth Phasing and Urban Expansion Options Report (“Report”) evaluates where and at what pace Oshawa should grow geographically within its Employment Areas and D.G.A. Community Areas. It assesses the 2051 Urban Expansion Areas added through Envision Durham (hereinafter referred to as ‘Urban Expansion Areas’) against planning, servicing, and market-readiness criteria. It then establishes a phasing framework that prioritizes development areas, considers infrastructure delivery, and aligns with community-building goals. The Report will provide guidance on sequencing to the 2056 planning horizon. It will serve as a foundation for integrating growth planning with Oshawa’s capital works, infrastructure plans, asset management strategies and growth-related financial tools such as development charges.

The Report functions within the context of the five reports provided through the G.M.S:

1. Background Discussion Paper

The Background Discussion Paper (B.D.P.) presents the G.M.S., outlines existing and emerging policy as well as macro and local growth conditions, identifies growth opportunities and challenges and provides research directions to be considered in the G.M.S. The B.D.P. summarizes the City’s evolution since the last Oshawa O.P.R. and highlights future growth areas.

⁴ The 2024 P.P.S., which has replaced the Growth Plan, now uses the term built-up areas to refer more generally to “...areas where development is concentrated and which have a mix of land uses.”

2. Land Needs Assessment (L.N.A.)

The L.N.A. assesses the amount of D.G.A. land required to accommodate projected population, housing, and employment growth in Oshawa. The L.N.A. refines and extends population, employment and household growth forecasts for the City of Oshawa that were generated as part of Envision Durham. It also addresses: the balance between intensification and D.G.A. growth; the range and mix of dwelling and housing types and forms appropriate to accommodate growth; the City's employment needs on D.G.A. Community Area lands; and suitable growth management policies to achieve these outcomes.

3. Employment Lands Strategy (E.L.S.)

The E.L.S. provides a detailed inventory and analysis of the City's Employment Area land supply. It assesses land absorption trends, regional competitiveness, and emerging sector needs. The E.L.S. evaluates the adequacy of the current land supply relative to future demand and identifies potential constraints, fragmentation, or underutilization. It also provides recommendations related to land use designation refinement, protection of strategic Employment Areas, and Employment Area removals of existing designated Employment Areas, where appropriate (examining current Employment Area lands within the new definition from the P.P.S. to determine whether a land use conversion is merited). The E.L.S. ensures that key Employment Areas are well-positioned to support long-term economic development and job creation.

4. Intensification Strategy

The Intensification Strategy assesses Oshawa's ability to accommodate population and employment growth through intensification within its existing Urban Area boundaries. It reviews current conditions, trends, and relevant policies to develop intensification recommendations for the City, as required by the Province. Specifically, the Intensification Strategy identifies the scale and types of intensification suitable for Oshawa, including establishing density targets and policies for D.G.A.s, Strategic Growth Areas (S.G.A.s), and Protected Major Transit Station Areas (P.M.T.S.A.s). Additionally, it flags areas with significant intensification potential based on servicing, urban design, affordability, and access to transit considerations.

5. Growth Phasing and Urban Expansion Options Report

As discussed above, the Report represents the final deliverable of the Oshawa G.M.S. The Report provides guidance on the sequencing of residential and non-residential growth to the 2056 planning horizon. Through the City's O.P.R. and beyond, it will guide the coordination of growth planning with Oshawa's capital works, infrastructure, asset management, and growth-related financial tools.

2 Background

This chapter provides the policy and analytical context for the Report. It outlines the provincial, regional, and local policy frameworks that guide growth in Oshawa, summarizes key findings from the Phase 2 technical work, and explains the rationale for developing a phasing plan and associated time horizons. Together, these sections establish the policy foundation and growth management considerations that inform the phasing evaluation framework and subsequent analysis presented in the Report.

2.1 Policy Context

2.1.1 Provincial Framework

The phasing of urban growth in Oshawa is guided by the P.P.S., which establishes a policy-led framework for managing the timing, sequencing, and location of development in a manner that supports orderly growth, efficient infrastructure use, and complete communities. Complete communities are those that offer a range of housing options, employment opportunities, everyday amenities such as parks and open spaces, and access to multi-modal transportation and public services, planned in a coordinated and fiscally sustainable manner. The P.P.S. directs that settlement areas are to be the focus of growth and development, with land use patterns based on densities and a mix of uses that efficiently use land and resources and optimize existing and planned infrastructure and public service facilities (P.P.S., Sections 2.3.1.1 and 2.3.1.2).

The P.P.S. explicitly recognizes growth phasing as an important implementation tool. Section 2.3.1.6 of the P.P.S. encourages planning authorities to establish and implement phasing policies, where appropriate, to ensure that development within designated growth areas is orderly and aligned with the timely provision of infrastructure and public service facilities. This direction reflects a broader provincial objective of avoiding premature, dispersed, or fragmented development patterns that could create isolated, underserved pockets of development, undermine fiscal sustainability or require the uneconomical extension of municipal infrastructure.

This emphasis on sequencing is reinforced through the infrastructure policies of the P.P.S., which require that infrastructure and public service facilities be planned and provided in a coordinated and integrated manner with land use planning (P.P.S., Section 3.1.1). The P.P.S. further directs that, before consideration is given to new infrastructure, the use of existing infrastructure and public service facilities should be optimized (P.P.S., Section 3.1.2(a)). Together, these policies establish a clear expectation that growth should be phased to align with servicing capacity and capital planning, rather than allowing development to proceed in advance of infrastructure readiness.

In the context of settlement area boundary expansions, the P.P.S. places an even stronger emphasis on phasing. Section 2.3.2.1(g) requires that new or expanded settlement areas provide for the phased progression of urban development, ensuring that growth occurs in a contiguous, serviceable, and planned manner over time. This requirement reinforces the role of phasing as a mechanism to manage long-term urban expansion while maintaining flexibility to respond to changing growth patterns and infrastructure conditions. In Oshawa, the City's former Whitebelt lands – being non-Greenbelt lands that were previously outside the urban boundary but within the municipal boundary – were identified for inclusion into the urban boundary through Envision Durham. Given that the entirety of these Whitebelt lands were identified as Urban Expansion Areas for Oshawa, any future settlement area boundary expansion request would necessarily relate to lands within the Greenbelt and be subject to the applicable provincial plan restrictions. Within this context, the phasing structure is intended to function as an implementable policy lens for evaluating development permissions and sequencing decisions, ensuring that growth proceeds in an orderly manner and remains aligned with servicing readiness, capital planning, and complete community objectives.

Collectively, these policies establish growth phasing as a core component of provincial growth management, linking land supply decisions to infrastructure planning, financial sustainability, and the achievement of complete communities. The Report builds on this provincial framework by applying these principles to Oshawa's local context and translating provincial policy direction into a clear, implementable phasing structure to the 2056 planning horizon.

2.1.2 Regional Policy Framework

Envision Durham establishes a Regional Structure that directs population and employment growth to the Urban System, recognizing the distinction between urban and rural areas as a fundamental principle of growth management and the efficient use of infrastructure. Envision Durham requires that regional services and infrastructure be planned and implemented to accommodate long-term growth forecasts within designated Urban Areas, linking development to servicing capacity, infrastructure planning, and regional capital investment. This approach provides a clear policy basis for sequencing growth in a planned and coordinated manner over time.

Development phasing is further supported through the Region's emphasis on intensification and the identification of Strategic Growth Areas (S.G.A.s). Envision Durham establishes minimum intensification targets and directs higher-density, mixed-use development to Urban Growth Centres, P.M.T.S.A.'s transit corridors, and other Strategic Growth Areas supported by transit and community infrastructure. These areas are identified as priority locations for accommodating higher-density, mixed-use development supported by transit and community infrastructure, informing the sequencing of growth within the Urban System. Collectively, these policies provide regional direction for aligning the timing and location of development with infrastructure availability and long-term growth objectives, informing the local growth phasing analysis for Oshawa.

2.1.3 Local Policy Framework

The Oshawa O.P. includes several policy mechanisms that function collectively as a local framework for managing the timing and sequencing of growth. At a city-wide level, the O.P. permits the use of phasing controls to regulate the release of greenfield development where necessary to support the achievement of intensification objectives. In particular, the O.P. allows for the use of holding provisions and other approval conditions to limit the timing or amount of development in designated greenfield areas where annual intensification targets are not being met, or where development would otherwise be considered premature.

The O.P. also relies on servicing availability, infrastructure readiness, and detailed planning as mechanisms to phase development over time. Policies provide that development may be deemed premature until required municipal services, transportation improvements, studies, and agreements are in place, reinforcing a linkage between growth and infrastructure capacity. In addition, several Part II Plans include explicit site-specific phasing requirements, including the preparation and implementation of Site Development Phasing Plans to guide the orderly buildout of lands over time, such as in the Kedron and Columbus Part II Planning areas. Collectively, these policies provide the City with flexibility to manage growth in a phased manner that aligns development with servicing capacity, infrastructure investment, and broader growth management objectives.

2.2 Summary of Phase 2 Findings

The three Phase 2 technical reports - the L.N.A., the Intensification Strategy, and the E.L.S. - collectively confirm that Oshawa has sufficient land to accommodate forecast population, housing, and employment growth to 2056, with nominal surpluses in both Community Area and Employment Area lands.

The L.N.A. identifies approximately 1,960 hectares of gross Community Area land with the D.G.A., including the 403 hectares of Urban Expansion Areas incorporated through Envision Durham. By 2056, the D.G.A. is projected to contain a surplus of roughly 105 hectares of Community Area Land. The Intensification Strategy supports this conclusion by confirming that Oshawa can accommodate a substantial share of residential and employment growth within the B.U.A. while maintaining a city-wide intensification target of at least 50 percent. The E.L.S. similarly finds that Oshawa's employment land supply is adequate at the 2056 horizon, with a small surplus of about 10 hectares by 2056.

The Phase 2 work establishes that Oshawa's main growth management challenge is therefore not whether additional urban land is required, but how and when existing D.G.A. and Employment Area lands are brought online. With both Community Area and Employment Area land needs largely satisfied by 2056, the Report focuses on how to phase development in a manner that supports complete communities, cost-effective servicing, and a balanced residential employment structure.

2.3 Why Develop a Phasing Plan?

From a growth management perspective, a phasing plan is the mechanism that translates the “how much” question addressed through the Phase 2 technical reports into the “where and when” questions of actual urban development. Due to the size of the proposed new Urban Expansion Areas and the sequencing required for services, it isn't practical for all landowners to progress with development simultaneously. An unmanaged buildout could result in scattered greenfield development, the premature extension of trunk infrastructure, and an imbalanced pattern of residential and employment growth.

A phasing plan is required to align growth with servicing capacity, capital planning, and a coherent urban structure. By sequencing development, the City can prioritize areas that can be serviced through logical extensions of existing systems, defer high-cost or complex areas, and synchronize growth with capital budgets and development charge cash flow, while also recognizing that it is neither feasible nor desirable to bring all development interests forward at once. A structured sequence helps focus on existing Part II Planning areas, Strategic Growth Areas, and Central Areas, promotes contiguous, compact growth within the D.G.A. rather than leapfrogging to more remote areas, and supports complete communities by coordinating Community Area and Employment Area land supply so that job growth keeps pace with housing, particularly within key Employment Areas and along major transportation corridors.

Phasing also underpins monitoring and adaptive management. With a phasing plan established, it will be essential for the City to continue monitoring its development progress. This continued monitoring will ensure that the City's phasing plan remains flexible in assessing the progression of development and can be adjusted on an ongoing basis. This creates a feedback loop between phasing, infrastructure delivery, and policy updates, reducing the risk of long-term misalignment between land supply, servicing, and market realities.

2.4 Phasing Plan Time Horizons

This section establishes the phasing framework that guides the sequencing of Community Area and Employment Area development over the 2026 to 2056 planning horizon. The framework responds to the need to accommodate growth in a manner that is contiguous, serviceable, and fiscally sustainable, while recognizing that the City maintains a moderate surplus of D.G.A. Community Area land beyond long-term requirements. As a result, some designated lands are expected to develop beyond the current planning horizon.⁵

⁵ Within the existing boundary and Urban Expansion Areas, it is likely that some lands will remain vacant over the forecast horizon due to physical, environmental, servicing, or market constraints. This includes limitations related to parcel configuration, infrastructure and environmental conditions, landowner intentions, and the timing of land servicing or marketing.

The phasing approach is structured around two time periods for bringing lands forward: 2025 to mid-2041 (Phase 1) and mid-2041 to mid-2056 (Phase 2).⁶ The year 2041 functions as the first major checkpoint within the 2056 horizon and represents a practical 15-year outlook that aligns with typical capital planning cycles. This timeframe reflects the lead time required for environmental assessments, detailed engineering and design, property acquisition, and funding approvals. Using mid-2041 as the primary dividing line allows the City to focus early growth in locations that can be supported by existing and planned infrastructure investments, while deferring more complex or higher-cost areas to later phases. Under this framework, development within the Phase 1 period is directed toward areas where servicing can be delivered efficiently and where growth supports broader planning objectives such as:

- The completion of existing Part II Plan areas and active D.G.A. applications that can be serviced through logical extensions of current systems, alongside the progression of the Urban Expansion Areas.
- Strategic Intensification Areas and corridors that support transit and the early achievement of intensification targets.
- Employment Areas where near-term market demand aligns with existing or planned transportation and servicing capacity.

For Community Areas, the Phase 1 and 2 structure identifies which D.G.A. lands are expected to be substantially developed or committed before or after mid-2041 and which are anticipated to come forward later. While all designated Community Area lands form part of the long-term urban structure, it is acknowledged that some lands may not be fully utilized by 2056.

Employment Area phasing follows a related but distinct logic. Given that Employment Areas are anticipated to be largely built out by 2056, the focus is less on maintaining a long-term reserve and more on:

- Ensuring a continuous supply of market-ready employment land throughout the planning period;
- Prioritizing areas in the early phases that can leverage existing or near-term regional servicing and the goods movement network; and
- Allowing later-phase Employment Areas to come online as infrastructure and market conditions warrant, with the expectation that most designated Employment Area land will be committed or substantially developed by the end of the horizon.

Phase 2 encompasses the remaining Community Area D.G.A. lands as well as later-phase Employment Area lands. These lands are grouped into a single Phase 2 category, within which

⁶ Based on mid-year points. For example, Phase 1 would conclude on June 30, 2041, and Phase 2 would begin on July 1, 2041.

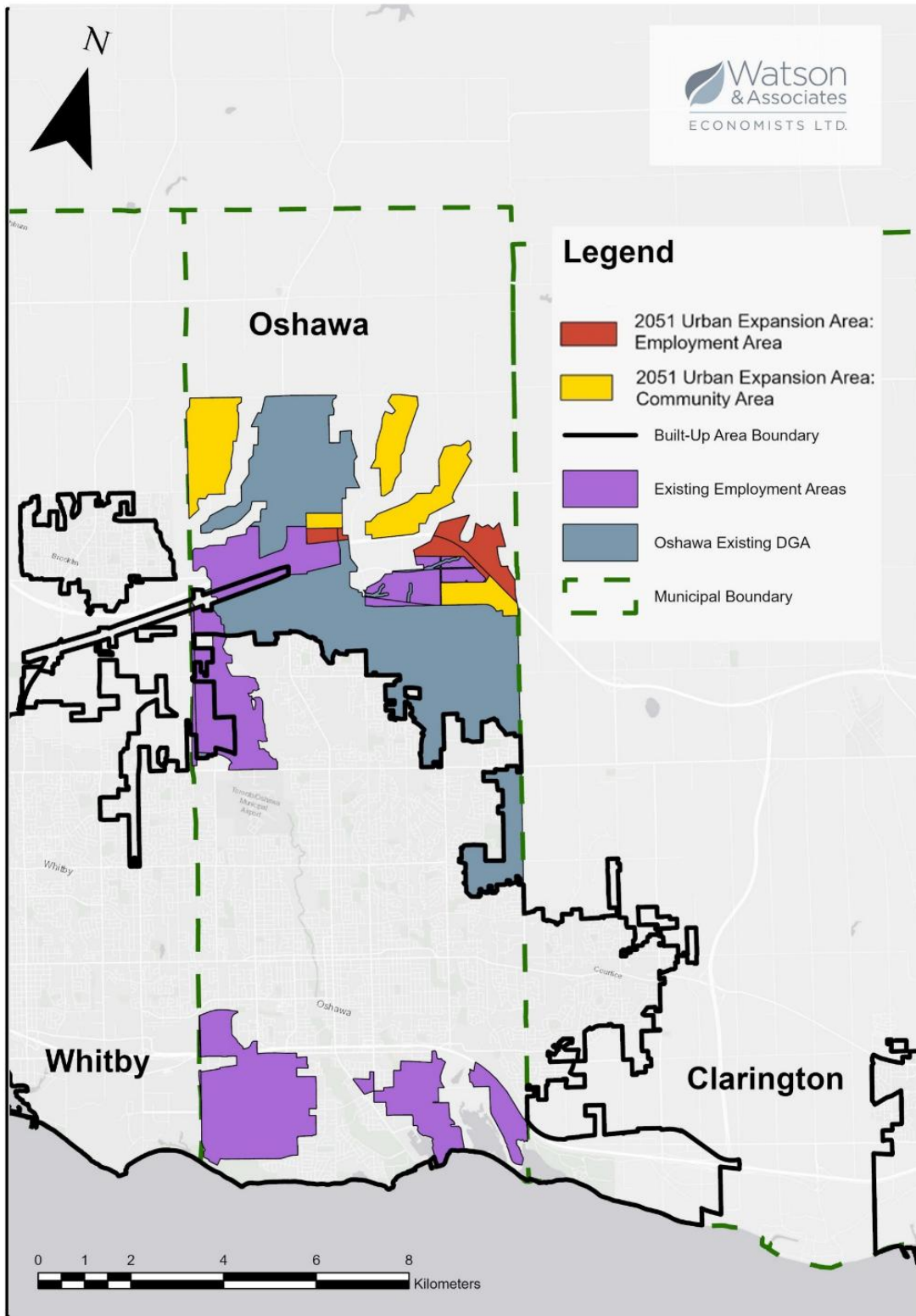
the City can manage detailed sequencing through secondary planning, ongoing monitoring, and future updates to the phasing framework. While the framework clearly distinguishes between Phase 1 and 2 lands, it is intended to remain adaptable. The City will continue to assess the relative merits of lands within each phase and adjust sequencing as required in response to servicing capacity, market conditions, and policy direction.

Overall, the phasing framework provides a clear and communicable two-phase structure anchored in the 2056 planning horizon, while retaining sufficient flexibility to support informed decision-making over time.

2.5 City of Oshawa Land Use Framework

The phasing plan will be assessed over several key areas. As shown in Figure 1, these areas fall within the categories of the existing D.G.A., existing Employment Areas, and Urban Expansion Areas (both for Employment Areas and Community Areas). Over the forecast horizon, growth will also occur within the City's B.U.A. For the purposes of the phasing plan, it is assumed that the progression and phasing of intensification within the B.U.A. will be delivered on a case-by-case basis, subject to servicing availability and planning approvals.

Figure 1: City of Oshawa Policy Areas



Source: Watson & Associates Economists Ltd., based on City of Oshawa G.I.S. data.

2.5.1 Strategic Growth Areas

S.G.A.s are a defined term in the P.P.S., referring to land use contexts within settlement areas that are identified to be the focus for accommodating intensification and higher-density mixed uses in a more compact built form. S.G.A.s represent the optimal locations for higher-density mixed-use development. They are planned as focal points for intensification with transit-supportive densities and amenity-rich environments.

The Intensification Strategy has identified considerable opportunities for the City to accommodate significant growth within various S.G.A.s throughout Oshawa. This includes within Protected Major Transit Station Areas (P.M.T.S.A.s), Urban Centres, and Intensification Corridors, in particular where there is existing or planned higher order transit. The Intensification Strategy identifies the following key policy recommendations to ensure that local land use planning direction for the S.G.A.s is consistent with the P.P.S. and is aligned with Envision Durham:

- The delineation of intensification areas should consider Envision Durham while integrating frameworks established through Official Plan Amendment (O.P.A.) 233 for the Central Oshawa and Thornton's Corners P.M.T.S.A.s.
- Minimum density targets should be established for all S.G.A.s, reflecting their hierarchy within the City's urban structure. Additional areas beyond those identified regionally through Envision Durham may also be considered to address local opportunities where infrastructure and transit capacity support higher-density growth.
- Built form policies should encourage a diverse mix of mid-rise and high-rise developments without relying on very tall towers to achieve density objectives.
- The Intensification Strategy recommends applying height and density permissions that reflect market feasibility, urban design objectives, and compatibility with surrounding neighbourhoods. This balanced approach ensures that intensification contributes to complete communities while maintaining flexibility to respond to evolving market conditions.

The Intensification Strategy confirms that Oshawa has sufficient capacity within its existing B.U.A. to accommodate forecast population and employment growth to 2056 while meeting the City's 50% intensification target. The City's network of S.G.A.s provides a strong foundation for directing growth efficiently and leveraging established and planned infrastructure, community amenities, and transit access. Within the B.U.A., growth is generally directed to existing infrastructure and intensification opportunities (such as within S.G.A.s), so development can proceed incrementally without the need for a formal sequencing framework. By contrast, greenfield expansion areas typically require coordinated phasing and servicing strategies to ensure orderly and efficient infrastructure delivery.

3 Phasing Plan Evaluation Criteria

It was previously identified in the L.N.A. that approximately 1,960 hectares of additional gross D.G.A. Community Area land is to be added to the City’s urban land supply, with an approximate 105-hectare surplus by 2056. Accordingly, a phasing plan is required to establish a clear framework for how and when these lands are planned to be developed within the planning horizon and beyond.⁷ Phasing of future development within the D.G.A. must consider the:

- Total area of the D.G.A., and its orientation relative to the existing B.U.A. to ensure a contiguous development pattern;
- Opportunity for the City to develop into a complete community, with convenient access to housing, jobs, everyday amenities, and multi-modal transportation options;
- Ability to optimize municipal infrastructure, including servicing and transportation, in a fiscally responsible manner, and that the provision of those services is planned over the longer term; and
- Feasibility of lands to be developed within a reasonable period in the near-term (e.g., within 15 years).

The P.P.S. directs that phasing policies, where appropriate, should be established and implemented to ensure that development within D.G.A.s is orderly and aligns with the timely provision of infrastructure and public service facilities.

A key consideration is therefore to prioritize lands that can be serviced in the near-term, and benefit from existing or planned improvements to the transportation system, or other similar major infrastructure investments. Additional criteria, such as the ability for new development to contribute to the City’s aspiration of being a complete community, must also be taken into consideration. This includes, for example, optimization of critical public services, such as schools, community centres, and emergency services, and the viability of amenities such as community- or neighbourhood-level commercial uses (e.g., grocery stores) that serve the everyday needs of residents. This is generally aligned with the framework that was applied through Envision Durham to establish the City’s current settlement area delineation. The criteria of this framework included sequential growth, ease of access, servicing considerations,

⁷ As noted in the L.N.A., applying a 5 to 10 percent land vacancy adjustment to reflect physical, servicing, environmental, and market constraints suggests that approximately 40 to 90 hectares of the projected surplus may be attributable to existing urban lands, which could increase reliance on the Urban Expansion Areas over the planning horizon.

and prioritizing Employment Areas in proximity to transportation/goods movement infrastructure.

The P.P.S. also contains directives for the long-term protection and viability of agricultural land and the Natural Heritage System. However, it must be acknowledged that through Envision Durham, the entirety of the D.G.A. lands being considered through this G.M.S. have been identified as being required to accommodate the City’s projected growth over the planning horizon. Through Envision Durham, which was fully approved by the Province in December 2024, consideration of farmland and the Greenlands system was taken into account and therefore is not being re-assessed through the G.M.S. Importantly, the L.N.A. and E.L.S. do not propose to expand the Settlement Area boundary beyond what was approved through Envision Durham. On this basis, these considerations are not identified as a criterion for the G.M.S. phasing strategy.

The following criteria are therefore recommended to inform the phasing plan:

3.1 Sequential Growth

New development within the D.G.A.s should occur adjacent to existing and planned development within the urban areas of both Oshawa and adjacent municipalities, including Whitby. The logical expansion of the existing development pattern within the City mitigates the possibility of a new development pattern that is non-contiguous and may take a prolonged period of time to become fully integrated with existing development and infrastructure. As a result, a key consideration would be the ability of the new urban area to integrate with the existing developed area of Oshawa and adjacent municipalities. This criterion is important because it lends itself to ensuring that the extension of servicing and transportation infrastructure, including transit, is more efficient and sustainable over the long term, while contributing to a more compact built form, cohesive development pattern, and supporting the City’s complete community objective.

3.2 Complete Communities

The principle of “complete communities” aims to enhance the physical, social, and built environments to the greatest extent possible through the land use planning process and complementary initiatives and strategies. This criterion focuses on the City and its aspirations to be a complete community that offers a range of housing options, jobs, everyday amenities, including parks and open spaces, as well as access to a multi-modal transportation system and public service facilities. The provision of these elements of a complete community needs to be planned in a coordinated and fiscally sustainable manner while meeting the needs of future residents. In particular, the P.P.S. requires municipalities to plan for healthy and complete communities and to incorporate sustainable development goals, objectives, and policies into their land use plans and implementation processes.

3.3 Water and Wastewater Servicing

The extension of water and wastewater infrastructure represents significant costs and complexity, and therefore it is important to ensure that the phasing plan contemplates the ability for this infrastructure to be extended in a manner that is efficient and optimal. Factors to consider in determining this include the existing water and wastewater system, the capacity of those systems, and their relative proximity to the D.G.A.s. The Region of Durham has confirmed its jurisdiction over municipal servicing infrastructure and has indicated that servicing growth within the Region will align with the principle of orderly and sequential growth. Following the G.M.S., the Region will advise of any concerns or challenges regarding the implementation of infrastructure within the proposed phasing framework.

3.4 Integration with the Transportation Network

Similar to the water and wastewater criterion, this criterion is important because of the significant costs, complexity, and time associated with necessary improvements to the Regional and City transportation network, and the long-term land use and fiscal planning that is required. This criterion considers the capacity of the existing road network and planned improvements, as well as the timing of upgrades, considering both the existing and planned transit network.

The transportation analysis was completed using the Durham Region Activity-Based Model (A.B.M.). The A.B.M. is currently calibrated to 2016 conditions, and the forecast horizon year extends to 2051. To adapt the A.B.M. for the purposes of this Study, a validated existing conditions scenario was prepared for 2025, and then the proposed population and employment growth allocations were assigned to the most applicable Traffic Analysis Zones (T.A.Z.s) for the year 2056. Background growth from 2051 to 2056 was also incorporated to reflect the change in horizon years. The transportation network improvements for planned construction by the Province/Region/City by the year 2051 have been accounted for through the analysis, and no further changes have been made.

It is anticipated that the City will reassess and confirm the G.M.S. phasing framework once the Integrated Transportation Master Plan (I.T.M.P.) update is completed in 2027. Overall, the transportation analysis for the growth horizon of the O.P. indicates that the network can accommodate the projected growth, with a few key locations investigated for potential improvement. Accordingly, growth can be accommodated within the urban area's existing transportation network, and consideration of urban area expansions should represent a logical outward progression of development.

A series of maps, included in Appendix A, shows modelled areas of congestion to the year 2056 (the planning horizon of the G.M.S.).

3.5 Planning for and Protecting Employment Areas

Employment Areas must be strategically located to ensure their long-term success and ability to support the City's economic development and readiness at a regional scale. Planning for the location of Employment Areas through the phasing plan will contribute to a more cohesive and contiguous system of employment lands, thereby preventing a fragmented employment land pattern. This helps to mitigate the potential for future land use compatibility conflicts that could hinder the planned operation of Employment Areas and their ability to accommodate projected employment growth over the planning horizon.

Planning for Employment Areas through the phasing plan also better enables the assembly of land to accommodate the increased land need for a range of different land uses that are permitted within Employment Areas. Lastly, Employment Areas often have specific infrastructure requirements to ensure their functionality and to position the lands for the market. This includes, for example, proximity and access to major goods movement facilities and transportation corridors, as well as water and wastewater servicing.

It is not proposed that these criteria be assigned different weights or relative importance. The five criteria must be assessed against various considerations to inform a phasing scenario that achieves a balanced approach for the responsible management of long-term growth and development, ultimately contributing to the City's achievement of its aspiration to be a complete community.

4 Proposed Phasing Plan Application of the Phasing Evaluation Framework

Building on the evaluation criteria established in Chapter 3, this Chapter provides the associated forecast, evaluation framework for the various phasing plan areas, and mapping information to support the phasing plan.⁸ Lands identified as ‘Phase 1’ may begin development prior to mid-2041, while ‘Phase 2’ lands are anticipated to proceed after mid-2041. The phasing framework is intended to guide growth across Oshawa’s urban areas over the next 30 years, supporting the coordinated delivery of complete communities and the logical expansion of the existing urban structure to 2056. It does not assume that all lands can be serviced and developed concurrently. Because all lands cannot develop concurrently, the following analysis considers the demand forecast for Community Area and Employment Area development to mid-2041 and mid-2056, and the land required to accommodate the associated growth.

While this Plan is intended to provide clear direction to the City regarding the sequencing of development, it is not intended to function as a rigid framework that limits the City’s ability to respond to changing market conditions or unforeseen circumstances affecting landowners. The Plan supports a flexible approach to implementation and recommends that the City periodically review the advancement of development within Phase 1 lands relative to the expectations established herein. Where development activity within Phase 1 lands does not advance despite the absence of material servicing, planning, or market constraints, the City may consider revisiting the phasing structure to maintain an appropriate and continuous supply of development opportunities across the municipality.⁹

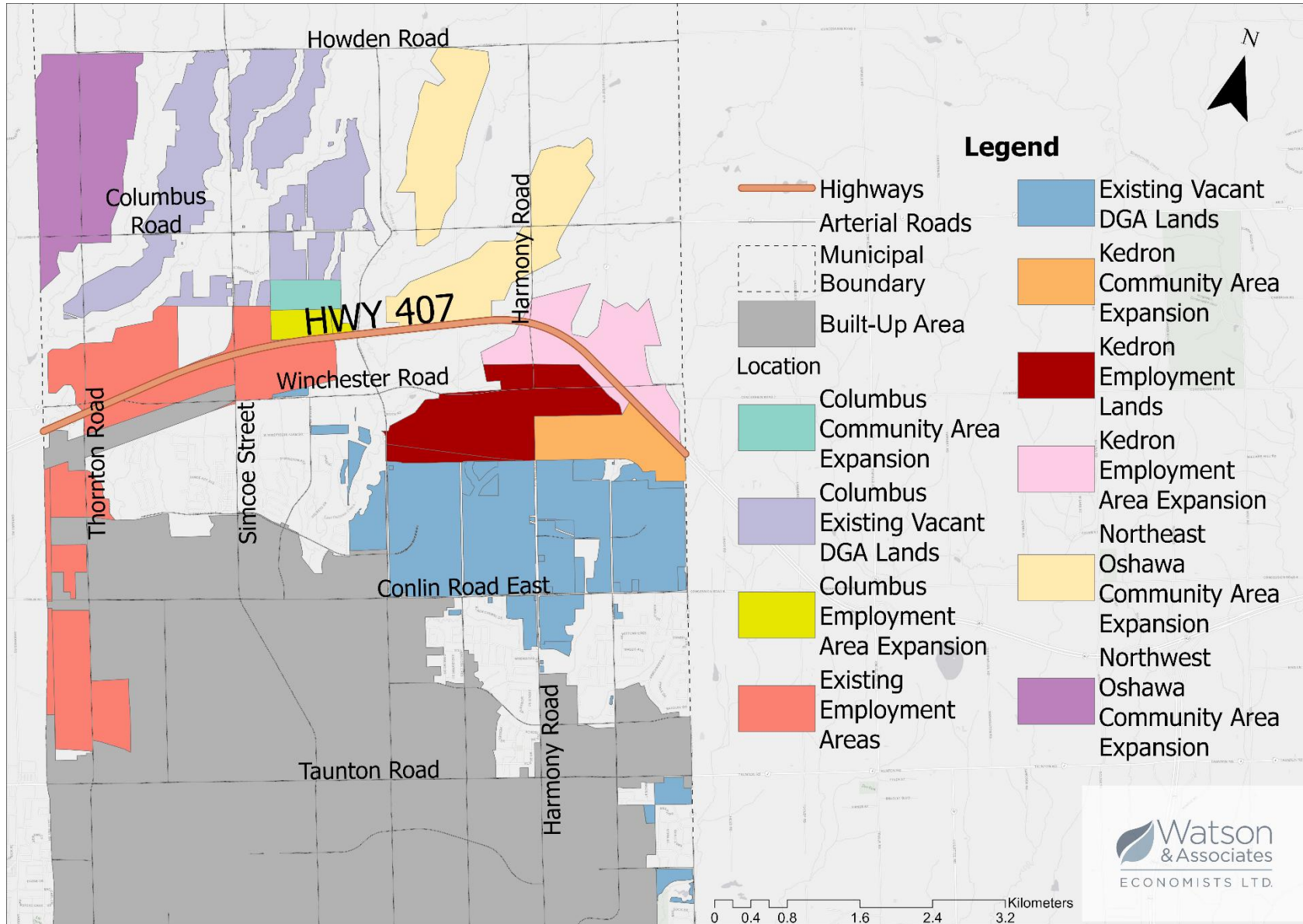
The following chapter provides an explanation of how the phasing plan areas were assessed against the criteria, with an overall objective to ensure that growth is managed in a fiscally responsible and sustainable manner, while supporting the City’s vision of being a complete community. Through detailed consideration of infrastructure, transportation, and employment needs, the framework guides orderly and efficient expansion to accommodate future population and employment growth. Figure 2, below, provides a map of the various areas assessed through this phasing plan.¹⁰

⁸ The phasing plan emphasizes Community Area and Employment Area development outside of the B.U.A.

⁹ For clarity, it is assumed that the entirety of the Phase 1 lands will not be completely developed within the Phase 1 horizon. Furthermore, the identification of lands as Phase 2 does not preclude landowners from initiating secondary planning, technical studies, or development approval processes in advance of the anticipated horizon year. The phasing framework is intended to guide the timing of when development may proceed to construction and registration, rather than to restrict early-phase planning or due diligence work.

¹⁰ The lands in Figure 2 largely represent the developable land area, removing the Natural Heritage System. With that said, these lands are subject to additional site-specific Natural Heritage System restrictions not depicted on the map.

Figure 2: City of Oshawa Phasing Plan Areas



Source: Watson & Associates Economists Ltd.

4.1 Designated Growth Areas

The G.M.S. has identified a total of six D.G.A. Community Areas within the City. These include:

- Existing Vacant D.G.A. Lands;
- Kedron Community Area Expansion;
- Columbus Existing Vacant D.G.A. Lands;
- Columbus Community Area Expansion;
- Oshawa Community Area Expansion Northwest; and
- Oshawa Community Area Expansion Northeast.

These D.G.A.s are aligned with the growth scenario as adopted by Regional Council through Envision Durham. The Community Area D.G.A.s are planned to accommodate future population growth through a range of housing options, as well as complementary uses required to achieve complete communities, such as everyday amenities, parks, open spaces, and public service facilities.

4.1.1 D.G.A. Community Area Phasing Plan Forecast and Mapping

Figure 3 provides a summary of the D.G.A. Community Area forecast for Phase 1 (mid-2025 to mid-2041) and Phase 2 (mid-2041 to mid-2056) for population, housing, and employment development. This forecast is a general estimation of potential demand across these time periods – the timing and type of development within each phase is subject to continued reassessment of market demand and would be refined through the development application and local secondary planning processes.

Figure 3: City of Oshawa D.G.A. Community Area Forecast, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056)

D.G.A. Community Area Development Phasing	Housing Units					Population (Including the Net Undercount) ⁴	Total Jobs
	Low Density ¹	Medium Density ²	High Density ³	Secondary Units	Total		
Phase 1 (2025 to 2041)	5,400	5,160	1,000	770	12,330	36,300	5,900
Phase 2 (2041 to 2056)	3,500	3,350	2,230	570	9,650	26,600	4,400
Total	8,900	8,510	3,230	1,340	21,980	62,900	10,300

¹ Includes single- and semi-detached units.

² Includes townhouses and apartments in duplexes.

³ Includes bachelor, 1-bedroom and 2-bedroom+ apartments.

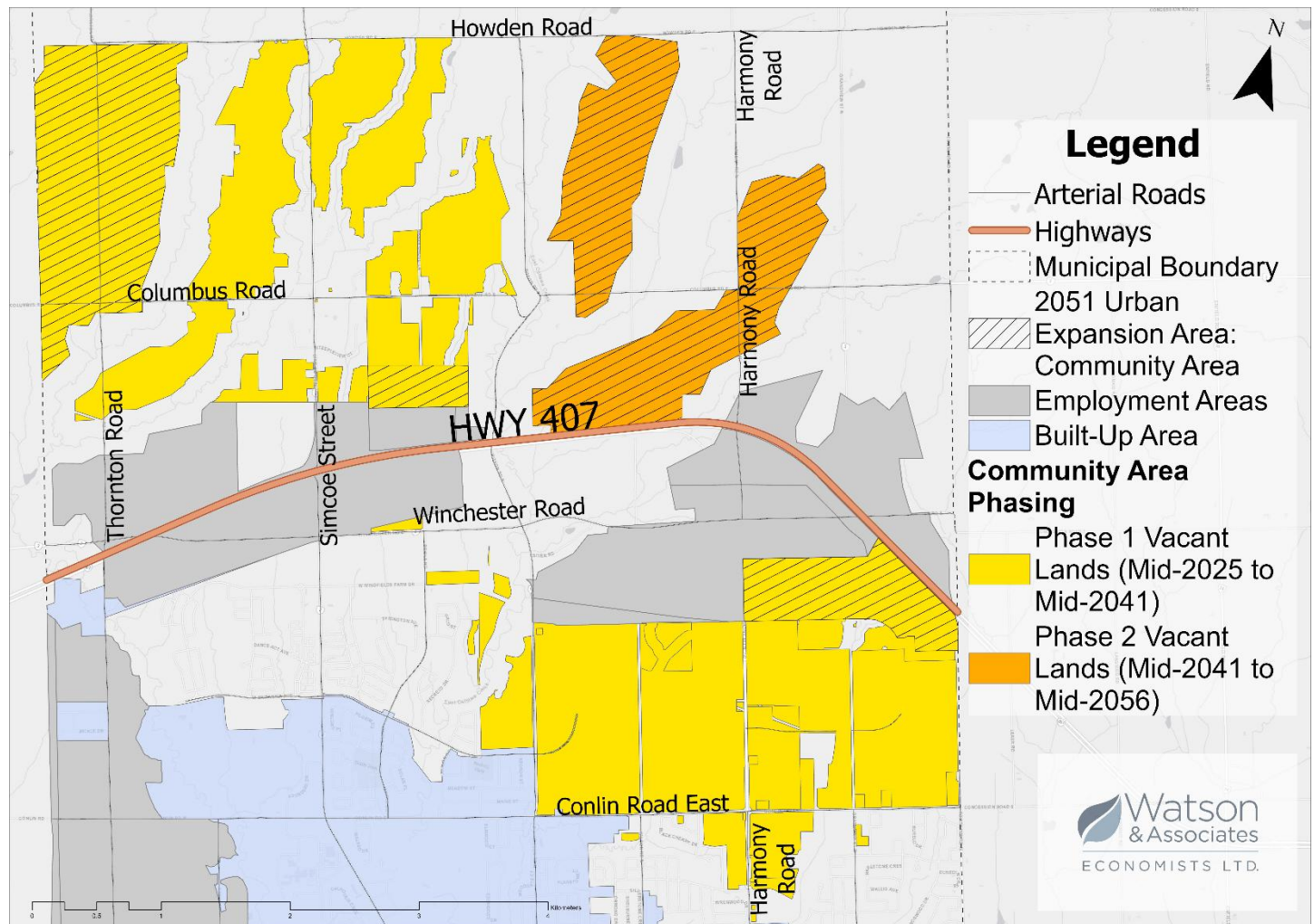
⁴ Population, including the undercount, has been rounded.

Source: Watson & Associates Economists Ltd.

Building on this forecast and the forthcoming application of the phasing plan criteria, Figure 4 displays a map of the D.G.A. Community Area lands identified for Phases 1 and 2 of development.

The following sections provide the rationale for this mapping by applying four criteria to each Community Area D.G.A.: sequential development; complete communities; water and wastewater servicing; and integration with the transportation network. The fifth criterion, Planning for and Protecting Employment Areas, is not applied to the D.G.A. lands because they are recognized as a separate component of the City’s growth management framework.

Figure 4: City of Oshawa Community Area Phasing Map, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056) Lands



Source: Watson & Associates Economists Ltd.

4.1.2 Phase 1 Lands

4.1.2.1 Vacant Designated Growth Areas (Vacant D.G.A.s)

The Phase 1 Vacant Lands are shown in Figure 4, and include the City’s Existing Vacant D.G.A. in Columbus and in the general Kedron area, which are further delineated in Figure 2. The Phase 1 Vacant D.G.A.s have been evaluated against the following four Phasing Plan

Evaluation Criteria relevant to Community Areas, established in Subsections 3.1, 3.2, 3.3 and 3.4:

- **Criterion 1 - Sequential Community Area Growth:** The Phase 1 Vacant Lands represent sequential growth as these lands are generally adjacent to and abut the City's urban area. These lands represent the orderly progression of development, extending in a logical manner from the existing or planned development pattern of the City.
- **Criterion 2 – Complete Communities:** The Phase 1 Vacant Lands represent a more near-term opportunity to develop as complete communities, given that the applicable land use plans are generally deemed to be consistent with the P.P.S. and therefore align with provincial direction regarding the development of complete communities (e.g., the Columbus Part II Planning Area). This includes, for example, the development of a range of housing options, as well as proximity to everyday amenities, including local employment opportunities, schools, parks, a connected open space system, and access to a multi-modal transportation system.
- **Criterion 3 – Water and Wastewater Servicing:** The Phase 1 Vacant Lands represent a logical sequencing of development by making efficient use of existing or planned water and wastewater servicing infrastructure and are generally located where existing municipal services can be readily extended.
- **Criterion 4 – Integration with the Transportation Network:** The Transportation Analysis indicates a few areas of congestion between the Phase 1 Vacant Lands and the City's existing development pattern, shown in Appendix A – Figure A-1. These areas of congestion may be addressed through future capital improvement works or otherwise reduced through shifts in mobility behaviours and preferences. The congested corridors may also be used as a tool to encourage the aforementioned shift in mobility behaviour/preference. Overall, congestion in this area is anticipated to be lower/free flowing, and additional improvements will be reviewed further in the I.T.M.P. update.

4.1.2.2 Designated Growth Area Expansions (D.G.A. Expansions)

The Phase 1 D.G.A. Expansions are shown in Figure 4, and include the Kedron Community Area Expansion, Columbus Community Area Expansion, and the Northwest Oshawa Community Area Expansion, which are further delineated in Figure 2. The Phase 1 D.G.A. Expansions have been evaluated against the Phasing Plan Evaluation Criteria relevant to Community Areas, established in Subsections 3.1, 3.2, 3.3 and 3.4:

- **Criterion 1 – Sequential Community Area Growth:** The Phase 1 D.G.A. Expansions generally represent a direct and contiguous extension of the City's development pattern, representing a logical and sequential location for growth as the urban area builds out. The Kedron and Columbus Community Area Expansions are directly adjacent to the

Phase 1 Vacant D.G.A. The Northwest Oshawa Community Area Expansion is adjacent to two planned and actively developing Community Areas: the Columbus Part II Planning Area in Oshawa and the Brooklin Secondary Plan Area in Whitby, both of which directly abut Oshawa’s municipal boundary. Accordingly, the Northwest Oshawa Community Area Expansion will be located adjacent to and contiguous with designated or developed land to the south, east and west.

- These Phase 1 D.G.A. Expansions therefore represent contiguous and orderly expansion of the City’s designated or planned development pattern, which would optimize transportation and servicing infrastructure. Development in these areas helps round out the urban structure and reinforce a coherent settlement pattern surrounding existing and planned development. Therefore, based on the market demand forecast to 2036, it is anticipated that the Phase 1 D.G.A. Expansions would be developed alongside the Phase 1 Existing Vacant D.G.A.
- **Criterion 2 – Complete Communities:** The Phase 1 D.G.A. Expansions contribute to a complete community given their proximity to the existing urban area. To support orderly growth, the City should undertake a comprehensive planning study, such as a Part II Plan, for these areas. This study would establish a coordinated land use planning framework to ensure the lands develop as complete communities in the medium term.
- **Criterion 3 – Water and Wastewater Servicing:** The Phase 1 D.G.A. Expansions can be efficiently serviced through extensions of existing municipal water and wastewater infrastructure. Since the lands are contiguous with serviced lands, the extension follows an orderly sequencing of infrastructure expansion from the south, which represents the optimization of existing and planned infrastructure. Over the planning horizon, growth within the Phase 1 D.G.A. Expansions may be accommodated through infrastructure planning and servicing strategies.
- **Criterion 4 - Integration with the Transportation Network:** The Phase 1 D.G.A. Expansions integrate well with the planned transportation network. Integration of the transportation network between the Phase 1 D.G.A. Expansions and the City’s planned development pattern is expected to occur over the longer term, given the cost and timing of constructing the necessary capital works in a manner that is aligned with the City’s phased approach to growth. Based on the information available, there are no known constraints that would prohibit these lands from developing in Phase 1.

4.1.3 Phase 2 Lands

4.1.3.1 Northeast Oshawa Community Area Expansion

The Northeast Oshawa Community Area Expansion is identified as a D.G.A. expansion location, as shown above in Figure 2 and Figure 4. As stated earlier, based on the market demand forecast to mid-2041, not all of the D.G.A. expansion lands will be required for

development. Accordingly, the Northeast Oshawa Community Area Expansion has been identified for Phase 2 of development, based on the following evaluation:

- **Criterion 1 – Sequential Community Area Growth:** The Northeast Oshawa Community Area Expansion is the most fragmented D.G.A. expansion location in relation to the City’s B.U.A. This area would serve as a detached growth location, whereas other D.G.A. Expansions provide an opportunity to extend the City’s growth in a contiguous, coherent outward progression.
- **Criterion 2 – Complete Communities:** The Northeast Oshawa Community Area Expansion has not yet been developed and is isolated from the City’s urban area, where many daily needs and community services are located. This area would need significant investment and growth to become a self-supporting neighbourhood.
- **Criterion 3 – Water and Wastewater Servicing:** The Northeast Oshawa Community Area Expansion is not contiguous with the City’s development pattern. Consequently, the extension of existing municipal water and wastewater servicing would be less efficient than the Phase 1 D.G.A. Expansions. As a result, logical growth sequencing would prioritize the Phase 1 D.G.A. Expansions in advance of the Northeast Oshawa Community Area Expansion, given its fragmented and isolated location.
- **Criterion 4 – Integration with the Transportation Network:** The Northeast Oshawa Community Area Expansion has limited integration with the planned transportation network. However, the City is conducting an I.T.M.P. update which, among other matters, will consider this growth location and where the transportation network should logically extend.

4.1.4 D.G.A. Community Area Observations

The Community Area assessment has placed an emphasis on the City developing as a complete community, a key policy direction from the P.P.S. and a matter of provincial interest. This represents the orderly and sequential progression of development from the City’s existing or planned development pattern, an approach that broadly aligns with growth management and good planning principles. Incontiguous patterns of development present a risk for heightened costs associated with prematurely extending municipal infrastructure. A key growth management principle is that the timing and location of development are aligned with the provision of existing or planned municipal servicing with sufficient capacity. The complexity and cost of infrastructure must also be considered, highlighting the potential for existing or planned development to provide support for the long-term servicing of other adjacent growth areas over time.

4.2 Employment Areas

The G.M.S. establishes the total Employment Area growth and associated phasing locations, informed by the findings of the E.L.S. These include:

- Existing Employment Areas;
- Kedron Employment Lands;
- Kedron Employment Area Expansion; and
- Columbus Employment Area Expansion.

The Employment Areas are planned to accommodate much of the City’s forecast employment growth over the planning horizon, and have been identified in a manner that aligns with the definition of “Area of Employment” under the Planning Act and is consistent with the P.P.S. The following sections provide the rationale for this mapping by applying the following four criteria to each Employment Area: sequential development; water and wastewater servicing; integration with the transportation network; and planning for and protecting Employment Areas. Employment Areas have an important role in supporting the City’s complete community framework by providing employment opportunities in proximity to surrounding Community Areas. Given that the Employment Areas serve a similar function in supporting economic development and job opportunities, applying the fifth criterion individually would have yielded a similar assessment across all expansion options, and therefore, this criterion was not applied.

4.2.1 Employment Area Phasing Plan Forecast and Mapping

Building on the findings of the E.L.S., the phasing structure sequences existing designated Employment Areas to ensure a continuous, market-ready supply of land that aligns with infrastructure capacity and long-term economic development objectives. Figure 5 provides a summary of the employment forecast by Phase and employment category, based on the City-wide Employment Area forecast established in the E.L.S.

Figure 5: City of Oshawa Employment Area Forecast, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056)

Employment Area Development Phasing	Employment Land Employment (E.L.E.)	Major Office Employment (M.O.E.)	Population-Related Employment (P.R.E.)	Total Employment
Phase 1 (2025 to 2041)	8,660	160	780	9,600
Phase 2 (2041 to 2056)	6,280	230	780	7,290
Total	14,940	390	1,560	16,890

Source: Watson & Associates Economists Ltd.

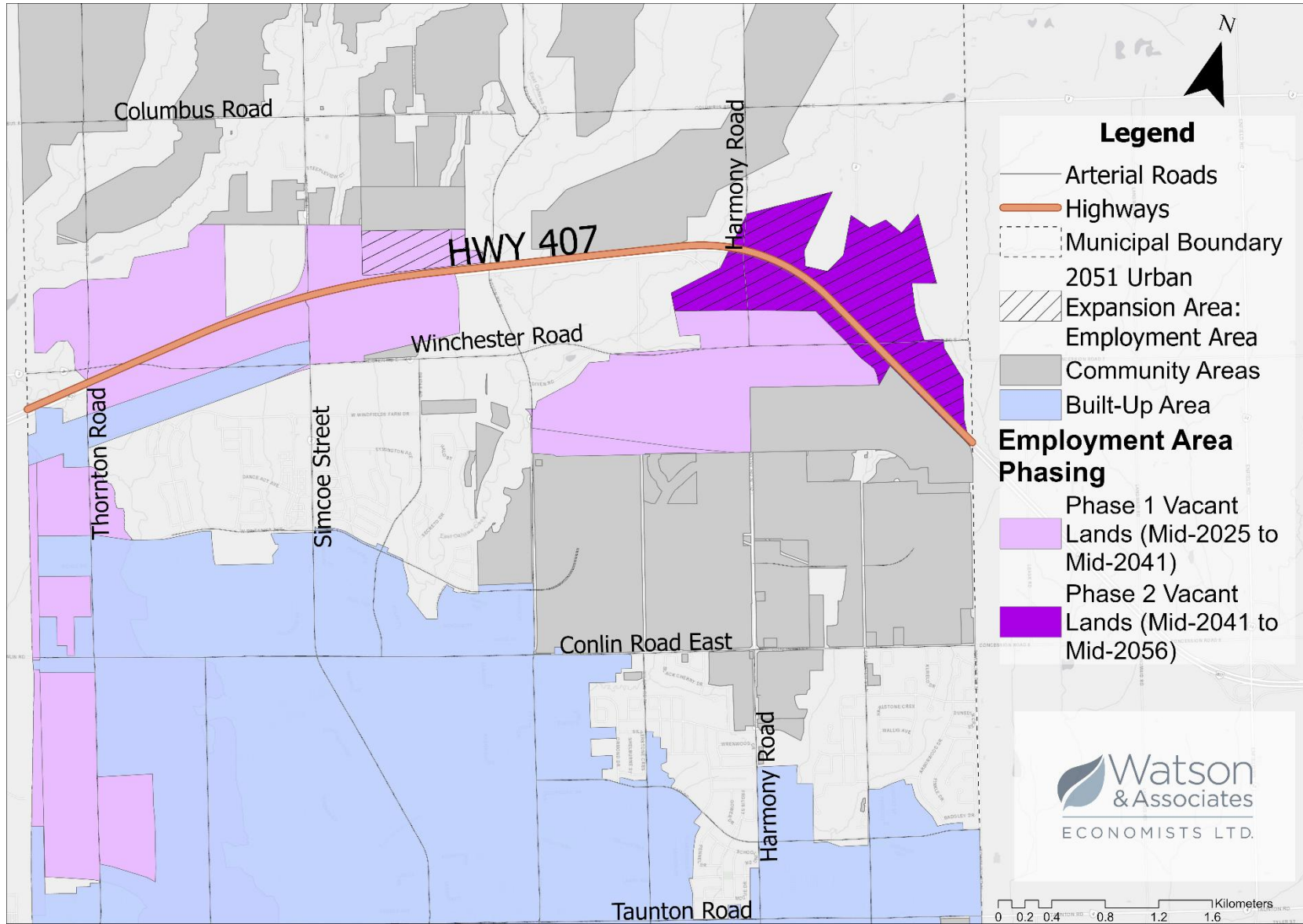
Considering the supply of vacant Employment Area lands within the Phase 1 framework and the limited surplus forecast through 2056, the majority of employment lands within the Urban Expansion Area are designated as Phase 2, as illustrated in Figure 6 below. Two exceptions

apply. The Kedron Employment Lands have already been brought into the urban boundary through O.P.A. 227 on January 27, 2025, and are therefore situated to proceed earlier within the planning horizon. In addition, the lands located south of the Columbus Community Area expansion are also identified to advance ahead of the broader Phase 2 areas. All remaining Urban Expansion Area employment lands are appropriately deferred to the Phase 2 period, reflecting the availability of near-term supply within Phase 1 lands and the objective of staging employment growth in a coordinated and fiscally responsible manner.

Phase 1 lands are intended to accommodate employment growth to mid-2041 in locations that benefit from existing or planned Regional servicing and access to the goods movement network. Phase 2 lands represent longer-term employment opportunities anticipated to proceed in Phase 2 as infrastructure investments are realized and market conditions evolve. Recognizing that Employment Areas are critical to Oshawa's long-term economic development and competitiveness, the City should maintain appropriate flexibility in implementing the phasing framework to ensure it can respond to market opportunities and present a broad range of employment land options to prospective businesses.

The following subsections provide the rationale behind these phases by applying the criteria to the Employment Areas to assess orderly and efficient long-term employment growth, infrastructure requirements such as servicing and transportation, and the long-term protection of Employment Areas. For the purposes of assessing Employment Areas, the Complete Communities criteria were not evaluated, as all Employment Area lands are recognized as contributing to Oshawa evolving as a complete community by providing long-term employment opportunities and economic development.

Figure 6: City of Oshawa Employment Area Phasing Map, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2056) Lands



Source: Watson & Associates Economists Ltd.

4.2.2 Phase 1 Employment Areas

4.2.2.1 Existing Employment Area and Kedron Employment Area Conversion

The Phase 1 Employment Areas are shown in Figure 6 and include the Existing Employment Areas and the Kedron Employment Area Conversion. These lands are part of the City's urban area and are further delineated in Figure 2. The Existing Employment Areas and Kedron Employment Area Conversion have been evaluated against the Phasing Plan Evaluation Criteria, established in Chapter 3:

- **Criterion 1 – Sequential Employment Growth:** Prioritizing growth on the remaining vacant lands within Existing Employment Areas is a logical and efficient approach to accommodating long-term employment growth and, combined with the Kedron Employment Area Conversion, will provide most of the land needed to meet the Phase 1 growth forecast shown in Figure 5. Directing growth to these areas reinforces the established urban structure and supports a coordinated pattern of growth consistent with growth management principles. Both the Existing Employment Areas and Kedron Employment Area Conversion are located in general proximity to existing and planned Community Areas, which supports a cohesive urban structure, mitigates the fragmentation of employment lands, and allows municipal infrastructure and servicing to be comprehensively planned.
- **Criterion 2 – Water and Wastewater Servicing:** The Existing Employment Areas are currently serviced by municipal water and wastewater infrastructure, or located to adjacent servicing infrastructure, with available capacity to accommodate additional development and redevelopment to support intensification opportunities. Furthermore, the City is planning to extend full municipal water and wastewater servicing to support the orderly development of the Kedron Employment Area Conversion. The Region will continue to plan for long-term full municipal servicing of these areas to accommodate projected employment growth and ensure sufficient capacity is maintained.
- **Criterion 3: Integration with the Transportation Network:** The Existing Employment Area and Kedron Employment Area Conversion can be reasonably integrated into the City's existing and planned transportation network, given their strategic locations along major goods movement facilities and corridors, and proximity to the local road network and transit system. The transportation analysis generally indicates that the transportation network can accommodate growth and intensification within these areas with minimal congestion, except in specific locations in the Existing Employment Area, such as Thornton Road South, Stevenson Road South, and Colonel Sam Drive, shown in Appendix A – Figure A-2. It is reasonable to expect that these areas of congestion may be addressed through longer-term capital planning initiatives, such as the I.T.M.P. update.

- **Criterion 4 – Planning for and Protecting Employment Areas:** Directing future employment growth to Existing Employment Areas supports the protection and viability of employment lands, maximizes the use of existing infrastructure, supports efficient goods movements, and avoids potential land use conflicts with sensitive land uses. Accommodating additional employment growth in the Existing Employment Area reinforces its function and reasonably mitigates the need for Employment Area removals and/or conversions. The Kedron Employment Area Conversion provides a contiguous supply of land which will be developed specifically for employment uses.

4.2.2.2 Columbus Employment Area Expansion

The Columbus Employment Area Expansion is shown above in Figure 2 and Figure 6, and is the only Employment Area expansion option recommended for Phase 1.

- **Criterion 1: Sequential Employment Growth:** The Columbus Employment Area Expansion represents a logical expansion of the Existing Employment Area. These lands represent orderly, sequential, and phased growth, serving as an extension of the Existing Employment Area, which it directly abuts. It is recommended that these lands be included in Phase 1 to round out the Existing Employment Area and provide development opportunities for new large-scale manufacturing and industrial-related uses.
- **Criterion 2 – Water and Wastewater Servicing:** Municipal servicing infrastructure may be extended from the Existing Employment Area to the abutting Columbus Employment Area Expansion. Given the proximity of these lands to the existing urban area, this location represents a logical expansion of servicing infrastructure, enabling the development of full municipal servicing to occur in a coordinated, cost-effective, and sustainable manner.
- **Criterion 3 – Integration with the Transportation Network:** The Columbus Employment Area Expansion benefits from proximity to Highway 407 East, a major goods movement corridor, which is an objective that is consistent with the P.P.S. The Transportation Analysis, shown in Appendix A – Figure A-2, indicates that congestion in this area is anticipated to be lower/free flowing, and additional improvements will be reviewed further in the I.T.M.P. update.
- **Criterion 4 – Planning for and Protecting Employment Areas:** Designating the Columbus Employment Area Expansion as an Employment Area allows the City to plan for, protect, and preserve these lands for future employment uses supporting long-term economic growth planning, while also reinforcing the importance and function of the abutting Existing Employment Area. This location offers strong connections to the strategic transportation and goods movement network and enables new employment

uses to be clustered near existing businesses and economic uses. Given the Columbus Community Area Expansion to the north, additional land use planning studies may be required for the Employment Area to ensure matters such as land use compatibility with adjacent sensitive uses.

4.2.3 Phase 2 Employment Areas

4.2.3.1 Kedron Employment Area Expansions

The Kedron Employment Area Expansion is shown above in Figure 2 and Figure 6, and is recommended as a Phase 2 urban expansion location.

- **Criterion 1: Sequential Employment Growth:** The Kedron Employment Area Expansion represents the logical progression of development, serving as an extension of the Kedron Employment Area Conversion, which is proposed to accommodate growth in Phase 1. It is recommended that the Kedron Employment Area Expansion be utilized following the further build-out of the Existing Employment Area and Kedron Employment Area Conversion, as well as the orderly progression of growth to the Columbus Employment Area Expansion.
- **Criterion 2 – Water and Wastewater Servicing:** Municipal servicing infrastructure can be extended to the Kedron Employment Area Expansion from the abutting Kedron Employment Area Conversion. Given the proximity of these lands to the existing or planned development pattern, this location represents a logical expansion of servicing infrastructure, enabling the development of full municipal servicing to occur in a coordinated, cost-effective, and sustainable manner. If the development of the Kedron Employment Area Expansion preceded the build-out of the adjacent Kedron Employment Area Conversion, it would require potentially costly, premature municipal servicing extensions.
- **Criterion 3 – Integration with the Transportation Network:** The Kedron Employment Area Expansion benefits from proximity to Highway 407 East, a major goods movement corridor, which is an objective that is consistent with the P.P.S. The Transportation Analysis, shown in Appendix A – Figure A-2, indicates congestion in this area is anticipated to be lower/free flowing, and additional improvements will be reviewed further in the I.T.M.P. update. Through the I.T.M.P., the City will also evaluate where additional servicing and infrastructure are required to service the Employment Area.
- **Criterion 4 – Planning for and Protecting Employment Areas:** Designating the Kedron Employment Area Expansion as an Employment Area allows the City to plan for, protect, and preserve these lands for future employment uses supporting long-term economic growth planning, a key policy direction of the P.P.S. and a matter of provincial interest. Further, this location offers strong connections to the strategic transportation

and goods movement network, which aligns with provincial policy to support economic competitiveness and investment readiness. Additional land use planning studies may be required for the Kedron Employment Area Expansion to ensure matters such as land use compatibility with adjacent Community Areas, for example.

4.2.4 Employment Area Observations

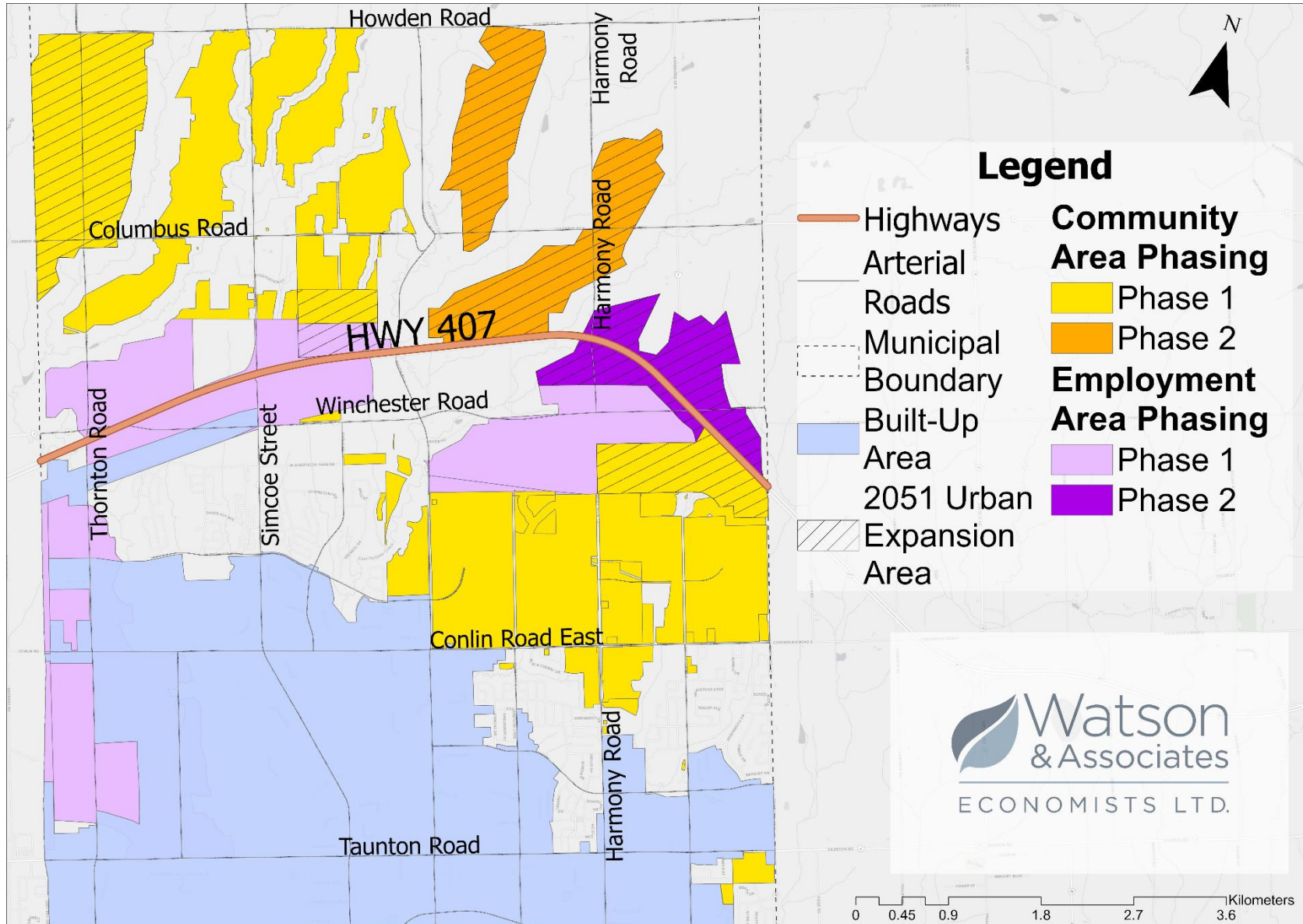
The Employment Area assessment contemplates growth first occurring through near-term development within Employment Areas where infrastructure, transportation, and other employment uses are already established and can accommodate additional intensification. Upon absorption of the Existing Employment Area and Kedron Employment Area Conversion, or as otherwise driven by market demand, it is anticipated that the City may consider development of the Columbus Employment Area Expansion and Kedron Employment Area Expansion. Accordingly, the Employment Area lands are evaluated in an order that prioritizes intensification and the development of vacant lands within the urban area before outward expansion to vacant greenfield lands. In all cases, it can be reasonably expected that existing or planned municipal servicing and transportation infrastructure can be optimized in an efficient manner.

4.3 Conclusions

This chapter translates the phasing evaluation framework established in Chapter 3 into a guiding sequencing structure for Community Areas and Employment Areas to the 2056 planning horizon. The resulting two-phase structure provides a practical approach to managing growth in a manner that is contiguous, serviceable, fiscally responsible, and aligned with the City's complete community objectives. By prioritizing lands that can be efficiently serviced and logically integrated with the existing urban structure, the plan supports the optimization of infrastructure investments, the orderly extension of services, and the coordinated delivery of housing and employment opportunities. The two-phase structure anchored at mid-2041 provides an appropriate near-term checkpoint aligned with development planning cycles, while maintaining flexibility to respond to evolving market conditions, servicing capacity, and policy direction.

Figure 7 provides the combined phasing plan for both the Employment Area and D.G.A. Community Area lands. While Phase 1 lands are identified as the priority for advancement to mid-2041, the framework is not intended to be static. Ongoing monitoring of development activity, infrastructure readiness, and employment land absorption will be essential to ensure that the phasing structure continues to reflect local conditions and supports balanced growth across the municipality. The detailed progression of development within each phase will be coordinated through the City's development approval, secondary planning, and related implementation processes to ensure alignment with servicing, infrastructure, and complete community objectives as lands advance over time.

Figure 7: City of Oshawa Combined Phasing Map, Phase 1 (Mid-2025 to Mid-2041) and Phase 2 (Mid-2041 to Mid-2051) Lands



Source: Watson & Associates Economists Ltd.

5 Policy Recommendations

Implementing the phasing framework provides a clear, policy-based approach to sequencing growth in a manner that supports contiguous development, efficient infrastructure delivery, and fiscal sustainability. The phasing framework is intended to guide development approvals, capital planning, and infrastructure coordination rather than function as a constraint on long-term planning.

The phasing framework should not be undermined by prolonged inaction attributable to individual ownership interests. Where development delays are determined by the City to be unreasonable and inconsistent with the broader objectives of the G.M.S. or the O.O.P., the City may re-examine the identification and prioritization of growth areas through an amendment process. Any such reconsideration should demonstrate that the proposed changes do not result in adverse financial, servicing, or planning impacts to the municipality, as determined by Council through its normal review processes and in consultation with applicable approval authorities.

To this end, and building on the results of the Oshawa G.M.S. Phase 2 reports, the following policy recommendations are intended to guide decision-making for the City's growth phasing.

5.1 Settlement Structure & Urban Boundary Framework

A defined settlement structure is fundamental to effective growth management and long-term infrastructure planning. Envision Durham establishes Oshawa's Settlement Area boundaries, B.U.A. Boundary, and Urban Expansion Areas, providing a comprehensive and approved framework for accommodating future growth. Carrying this structure forward into the O.P. provides certainty, supports intensification objectives, and supports the City's growth management objectives.

- **Recommendation:** It is recommended that the City adopt and implement the Settlement Area boundaries as identified in Envision Durham, inclusive of the Urban Area Boundary, Hamlet (Raglan), and Country Residential Subdivisions, and that no additional Settlement Area boundary expansions be contemplated at this time, beyond those already approved.
- **Recommendation:** It is recommended to use the Delineated Built Boundary identified in Envision Durham. For clarity and consistency with related terminology used in the P.P.S., it is recommended to refer to the Delineated Built Boundary as the B.U.A. Boundary in all O.O.P. schedules.

5.2 Growth Management and Phasing Implementation

The G.M.S. confirms that Oshawa has sufficient land to accommodate forecast growth, shifting the focus from identifying additional land supply to managing the timing, sequencing, and

coordination of development. A clear growth management and phasing framework provides the City with a practical tool to guide development approvals, infrastructure investment, and financial planning in a manner that is orderly, contiguous, and fiscally responsible. This framework is intended to be adaptive and responsive to changing conditions over time.

- **Recommendation:** It is recommended that the City implement the growth phasing framework established through the G.M.S., including the identification of Phase 1 and Phase 2 Community Area and Employment Area lands. The phasing framework should be used as a guiding tool to inform development approvals, infrastructure planning, capital budgeting, and the coordination of growth-related financial tools to ensure orderly, contiguous, and fiscally responsible development.
- **Recommendation:** It is recommended that existing and planned Employment Areas be protected for long-term employment use and that employment intensification and development be prioritized in locations with existing or planned servicing, access to the regional goods movement network, and compatibility with surrounding land uses. Employment Area removals should be discouraged unless it can be demonstrated that lands are no longer required for employment purposes and that removal would not undermine the City's long-term employment land supply.
- **Recommendation:** It is recommended that the City proactively monitor the development and build-out of the Employment Areas to ensure it maintains a reasonable supply of investment-ready land consistent with projected employment growth and demand. The urban expansion options for Employment Areas are strategically located with good access to major goods movement corridors and can be marketed to strategic target sectors. Maintaining a supply of investment-ready land can contribute to the City's long-term economic resilience.
- **Recommendation:** It is recommended that the City implement an ongoing growth monitoring framework to track population, housing, and employment growth, intensification rates, servicing capacity, and development activity across the municipality. Monitoring results should be used to periodically review and, where appropriate, adjust the phasing framework to respond to changing market conditions, infrastructure availability, and policy direction. Ultimately, a growth monitoring framework would provide a clearer understanding of recent growth trends and insights into the potential broad-reaching impacts of urban growth, and would generate greater growth management efficiencies within the City when responding to changes in real estate market conditions, development pressures, and provincial planning policy direction.

5.3 Supporting Future Complete Communities

D.G.A.s represent the primary locations for accommodating future greenfield development and must be planned to support complete, well-structured communities. The land needs assessment demonstrates that higher development densities are both achievable and

necessary to align growth forecasts with infrastructure planning and land supply assumptions. Secondary planning is a key implementation tool to translate density targets and phasing direction into coordinated land use, servicing, transportation, and community infrastructure outcomes that support complete communities.

- **Recommendation:** It is recommended that the City identify the Urban Expansion Areas, as shown in Envision Durham, as D.G.A.s in the O.O.P. and adopt the D.G.A. development densities identified in the L.N.A., including a minimum target of approximately 63 people and jobs per gross hectare across the D.G.A. These density targets should be incorporated into the O.P. to support efficient land use, cost-effective servicing, and alignment with the growth forecasts underpinning the G.M.S.
- **Recommendation:** It is recommended that secondary planning be undertaken for all Community Areas and Employment Areas greater than 20 hectares, in accordance with Envision Durham. Part II Plans should establish land use structure, density distribution, transportation networks, servicing strategies, parks and open space systems, and community facilities to support the creation of complete communities.

5.4 Infrastructure Coordination

Infrastructure capacity and economic development considerations are key determinants of where and when growth should occur. Coordinated planning for water, wastewater, and transportation infrastructure ensures that development proceeds efficiently and does not outpace servicing or capital investment.

- **Recommendation:** It is recommended that the City continue to coordinate water and wastewater servicing planning with Durham Region to ensure that development proceeds in alignment with available and planned servicing capacity. The timing and sequencing of development within Community Area and Employment Area D.G.A.s should be guided by the phasing framework and linked to the orderly extension of municipal services and long-term capital planning.
- **Recommendation:** Recognize municipal servicing and transportation as conditions that must be satisfied prior to any lands being identified as Phase 1. This may include such matters as confirming capacity, infrastructure constructability, delivery responsibilities, and funding approach.
- **Recommendation:** It is recommended that the identified areas of existing or future transportation congestion identified in this Report be addressed through ongoing transportation planning and future capital works programming. Growth phasing decisions should consider transportation network capacity and planned improvements to ensure that development does not outpace infrastructure investment and that complete, connected communities are supported over time.

6 Conclusions

This Report represents the final component of the City's G.M.S. and builds on the findings of the G.M.S. Phase 2 reports, which have already established that Oshawa has sufficient land to accommodate forecast population and employment growth to mid-2056. Accordingly, the focus of this chapter is not to revisit land need but to translate the confirmed land supply into a clear, implementable phasing structure that specifies where and when growth should occur within the existing B.U.A. and D.G.A. framework.

The resulting phasing plan establishes a two-phase structure anchored at mid-2041 and extending to 2056. The framework applies across designated lands within both the existing urban area and the Urban Expansion Areas, recognizing that not all lands are expected to advance at the same time. Phase 1 lands are those anticipated to accommodate growth within the near to medium term planning horizon, while Phase 2 lands represent longer term capacity that provides continuity of supply beyond mid-2041 and flexibility through to mid-2056.

For Community Area lands, the phasing structure emphasizes sequential outward progression from established areas, while recognizing that intensification within the B.U.A., including within S.G.A.s and P.M.T.S.A.s, will continue to occur without the need for a formal sequencing framework. This approach supports a coherent urban structure and reinforces the logical integration of new development with existing neighbourhoods, services, and infrastructure.

For Employment Area lands, the phasing framework reflects the market demand analysis and absorption outlook established through the E.L.S. and related forecasts. Given the identified supply of developable Employment Area lands, growth to mid-2041 can be accommodated within existing designated areas and recently converted lands, with expansion areas positioned to advance as longer-term demand materializes. This approach ensures a continuous, market-ready supply of employment land over the horizon, while aligning the release of additional lands with demonstrated absorption trends and broader economic conditions.

The phasing plan is intended to provide high-level structure and direction rather than to function as a rigid, engineering-based gating mechanism. While servicing and transportation considerations have informed the evaluation, the infrastructure analysis is strategic in nature and confirms that no systemic constraints preclude the sequencing identified. Ongoing monitoring of housing delivery, employment absorption, and infrastructure planning initiatives will remain important to ensure that phasing continues to reflect market conditions, capital planning cycles, and policy direction over time. The G.M.S. establishes a clear and practical sequencing framework for 2056 that aligns growth with logical urban progression, demonstrated market demand, and coordinated strategic-level infrastructure planning. This structure provides certainty for implementation while maintaining the flexibility necessary to respond to evolving development patterns and long-term city-building objectives.

7 Acronyms and Abbreviations

- Activity Based Model (A.B.M.)
- Background Discussion Paper (B.D.P.)
- Built-Up Area (B.U.A.)
- City of Oshawa Growth Management Study (G.M.S.)
- Designated Growth Area (D.G.A.)
- Employment Land Employment (E.L.E.)
- Employment Lands Strategy (E.L.S.)
- Geographic Information System (G.I.S.)
- Integrated Transportation Master Plan (I.T.M.P.)
- Land Needs Assessment (L.N.A.)
- Major Office Employment (M.O.E.)
- Official Plan (O.P.)
- Official Plan Amendment (O.P.A.)
- Official Plan Review (O.P.R.)
- Oshawa Official Plan (O.O.P.)
- Population-Related Employment (P.R.E.)
- Protected Major Transit Station Area (P.M.T.S.A.)
- Provincial Planning Statement, 2024 (P.P.S.)
- Strategic Growth Area (S.G.A.)
- Traffic Analysis Zone (T.A.Z.)

Appendix A: Project Traffic Congestion (2056)

Figure A-1
Oshawa Community Areas – 2056 Areas of Congestion

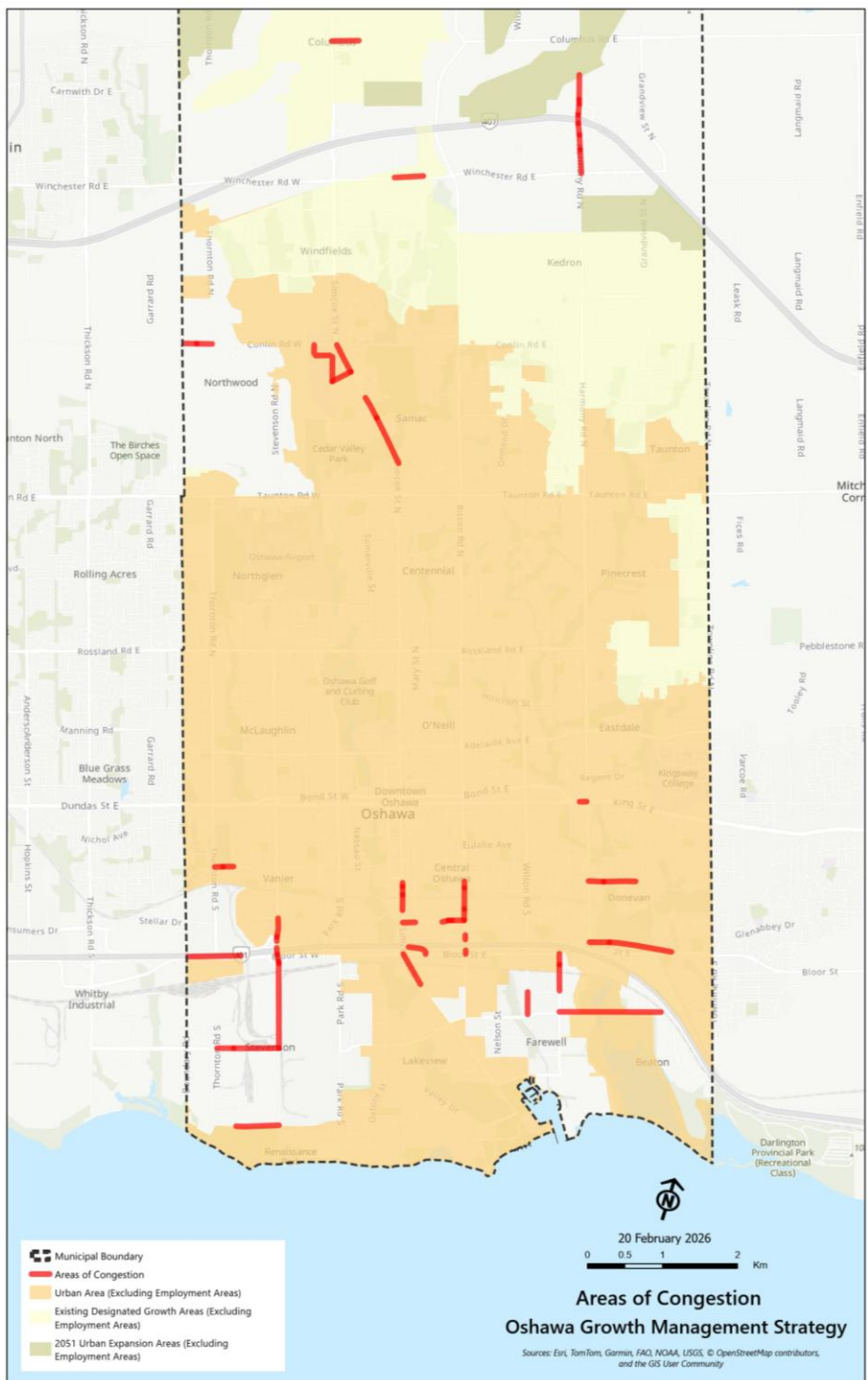


Figure A-2
Oshawa Employment Areas – 2056 Areas of Congestion

