



City of Oshawa  
FINAL GROWTH  
MANAGEMENT STUDY (G.M.S.)  
Intensification Strategy

March 2026





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# 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 retained Watson & Associates Economists Ltd. (Watson) and WSP Canada Inc. (WSP) to prepare a Growth Management Study (G.M.S.) to the 2056 planning horizon as part of Imagine Oshawa: the Official Plan Review (O.P.R.). The G.M.S. provides a coordinated framework to manage growth within Oshawa’s existing and future urban structure, balancing population and employment targets with infrastructure, fiscal, and environmental considerations.

This Intensification Strategy represents one of five technical documents provided through the G.M.S. It evaluates the City’s capacity to accommodate future housing and employment growth through intensification within the existing Built-Up Area (B.U.A.) of the City, identifies strategic intensification areas, and recommends policy directions to guide complete community development to 2056.

## Chapter 1: Introduction

The Intensification Strategy supports the implementation of the population and employment forecast established through the G.M.S., which projects 314,400 residents and nearly 113,000 jobs in Oshawa by 2056. The Intensification Strategy ensures that this growth can be achieved locally in a manner consistent with the 2024 Provincial Planning Statement (P.P.S.). The Intensification Strategy identifies the scale, form, and location of intensification potential within Oshawa’s B.U.A. and provides a framework for evaluating density targets across Strategic Growth Areas (S.G.A.s) and Protected Major Transit Station Areas (P.M.T.S.A.s). Together with the Land Needs Assessment (L.N.A.) and Employment Lands Strategy (E.L.S.), it establishes a long-range, locally driven approach to directing growth efficiently and sustainably.

## Chapter 2: Background

This chapter outlines the broader policy, housing, and market context informing Oshawa’s G.M.S. and Intensification Strategy. It summarizes the legislative direction established under the Planning Act, the P.P.S., and Envision Durham, which collectively guide local planning decisions related to intensification, land supply, and complete community development. The discussion highlights the City’s new responsibilities under the More Homes Built Faster Act (Bill 23) and Official Plan Amendment (O.P.A.) 233 in delineating P.M.T.S.A.s and establishing minimum density and employment targets to support transit-oriented growth.

The chapter also reviews macro- and local-scale housing conditions, noting sustained population growth, rising affordability pressures, and an expanding share of higher-density and secondary-unit development within the B.U.A. Local condominium demand, supported by relative affordability compared to other municipalities in the Greater Toronto Area (G.T.A.) continues to drive intensification. Together, these factors illustrate the policy alignment and





market readiness that position Oshawa to accommodate significant growth within its existing urban structure to 2056.

### **Chapter 3: City of Oshawa Intensification Growth Forecast**

Between 2015 and 2024, Oshawa's B.U.A. achieved an average intensification rate of 35%, or roughly 460 new housing units per year, primarily in high-density forms such as apartments. According to the G.M.S., approximately 22,000 new housing units are anticipated within the B.U.A., supporting a 50% City-wide intensification target between 2025 and 2056. The housing forecast identifies a mix of 4% low-density, 26% medium-density, 62% high-density units, and 8% secondary units. This forecast looks out over the next 30 years to 2056, and over the longer term, it is forecast that there will be continued demand for condominium and rental living within Oshawa's B.U.A.

Employment growth within the B.U.A. is expected to remain a key component of Oshawa's overall employment outlook. Of the 38,600 new jobs forecast between 2025 and 2056, approximately 11,370 are projected to be located within the B.U.A. This forecast is largely comprised within Population-Related Employment (P.R.E.) sectors such as retail, education, and health care, as well as Major Office Employment (M.O.E.) anticipated in high-density, mixed-use settings. These forecasts reinforce the continued importance of the B.U.A. as the City's central focus for higher-density residential and employment activity supported by existing and future infrastructure and transit networks.

### **Chapter 4: City of Oshawa Intensification Potential**

The analysis of intensification potential identifies redevelopment opportunities across ten primary focus areas within the B.U.A. The methodology builds on Envision Durham's Housing Intensification Study Technical Report (H.I.S.T.R.) but refines it through a local area-specific assessment of zoning, policy, and urban design conditions. The analysis delineates key corridors and nodes, applying density assumptions consistent with O.P.A. 233 and the City's emerging P.M.T.S.A. framework.

Collectively, the City's intensification areas can accommodate approximately 117,800 housing units. Of these, about 3% are anticipated in medium-density forms and 97% in high-density developments such as mid- and high-rise apartments. The largest opportunities are concentrated within the Central Oshawa P.M.T.S.A., which alone accounts for roughly 38,200 units, followed by Central Oshawa Core Area, the Taunton Road East Corridor, the Thornton's Corners P.M.T.S.A., and the King Street corridors.

Non-residential intensification potential totals approximately 485,000 sq.m of gross floor area (G.F.A.), representing about 13,100 jobs. The Central Oshawa P.M.T.S.A. accounts for the highest share of this total, followed by the Taunton Road East Corridor and then Thornton's



Corners P.M.T.S.A. Collectively, these findings demonstrate that Oshawa’s existing B.U.A. can accommodate substantial population and employment growth.

## **Chapter 5: Policy Recommendations**

The Intensification Strategy recommends that the City formally establish a 50% intensification target to 2056, consistent with Envision Durham and the City’s long-term G.M.S. framework. This target should be consolidated in a dedicated Growth Management chapter of the updated Official Plan (O.P.), supported by clear monitoring policies to track the pace and distribution of intensification across key areas.

The delineation of intensification areas should consider Envision Durham while integrating frameworks established through 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.

## **Chapter 6: Conclusions**

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 and P.M.T.S.A.s provides a strong foundation for directing growth efficiently and leveraging established and planned infrastructure, community amenities, and transit access.

The analysis highlights opportunities to encourage a broader mix of built form typologies within and beyond defined intensification areas. Together with the findings of the L.N.A. and E.L.S., the Intensification Strategy provides a cohesive basis for managing growth within the existing urban structure, aligning land use, infrastructure, and fiscal planning objectives. Through coordinated implementation, ongoing monitoring, and cross-departmental collaboration, Oshawa can continue to support compact, pedestrian-oriented, transit-supportive, and complete community development. The findings demonstrate that the City is well-positioned to manage long-term growth sustainably while reinforcing its role as a regional centre for housing, employment, and investment.

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# 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 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 financially, environmentally, and socioeconomically sustainably.

## 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 Official Plan (O.P.), a long-range policy document that guides all land use planning decisions at a more local level, is updated regularly to remain relevant and aligned with current provincial direction.<sup>1</sup>

In general, provincial direction is first implemented through a Regional O.P. update, such as the recently completed Envision Durham process, before a corresponding lower-tier municipal O.P., such as the City of Oshawa’s, is updated.<sup>2</sup> There have been numerous and significant provincial policy changes since 2016, however, 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 (“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 recent. Envision Durham generally aligns with updated provincial policy direction and allocates significant forecast growth to the City of Oshawa, projecting nearly 300,000 residents and 110,000 jobs by 2051. The G.M.S. focuses on implementing these targets from Envision Durham through a locally driven plan, ensuring that the City grows efficiently and sustainably over the long term.

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<sup>1</sup> 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 subsection 2.1.2.

<sup>2</sup> The Durham Regional Official Plan is entitled Envision Durham. The Durham Regional O.P.R. process that resulted in Envision Durham is referred to in the G.M.S. Background Discussion Paper (B.D.P.) as the Envision Durham process.

## 1.2 Deliverables

The Intensification Strategy will assess Oshawa’s ability to accommodate population and employment growth through intensification within its existing urban area boundaries. It will review current conditions, trends, and policies, and develop intensification strategies, including specific areas in the City as required by the Province. Specifically, the Intensification Strategy will identify the scale and types of intensification suitable for Oshawa, including establishing density targets and policies for Designated Growth Areas (D.G.A.s), Strategic Growth Areas (S.G.A.s), and Protected Major Transit Station Areas (P.M.T.S.A.s). Additionally, the Intensification Strategy will flag areas with significant intensification potential based on location, urban design, zoning, and access to transit considerations.

The Intensification Strategy Report functions within the context of five City of Oshawa G.M.S. reports:

### 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.

### 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 within a municipality. The L.N.A. will refine and extend population, employment and household growth forecasts for the City of Oshawa that were generated as part of Envision Durham. It will also address: 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. lands; and suitable growth management policies to achieve these outcomes.

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

The E.L.S. will provide a detailed inventory and analysis of the City’s Employment Area land supply. It will assess land absorption trends, regional competitiveness, and emerging sector needs. The E.L.S. will evaluate the adequacy of the current supply relative to future demand and identify areas of potential constraint, fragmentation, or underutilization. It will also provide 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. will be closely aligned with infrastructure and transportation planning considerations to ensure that

key Employment Areas are well-positioned to support long-term economic development and job creation.

#### **4. Intensification Strategy**

As mentioned above, the Intensification Strategy will assess Oshawa's capacity to accommodate growth within existing urban boundaries by defining suitable intensification types, setting density targets, and identifying key areas with strong potential based on factors such as location, urban design, zoning, and access to transit considerations.

#### **5. Growth Phasing and Urban Expansion Options Report**

The Growth Phasing and Urban Expansion Options Report will evaluate where Oshawa should grow geographically. It will assess the 2051 Urban Expansion Areas added through Envision Durham based on planning, servicing, and market readiness criteria. It will then establish a phasing framework prioritizing development areas, considering infrastructure capacity, cost efficiency, and community-building goals. The Growth Phasing and Urban Expansion Options Report will explore different development scenarios and 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, financial tools such as development charges, and asset management strategies.

## 2 Background

This chapter provides the broader context for the City of Oshawa’s G.M.S. and Intensification Strategy. It outlines how provincial, regional, and local policies establish the foundation for planning, but also situates these policies within Oshawa’s unique growth realities and market conditions. The discussion connects legislative direction under the Planning Act, the P.P.S., and Envision Durham with the City’s own planning framework and broader macroeconomic conditions. Together, these components inform how Oshawa manages land supply, intensification, housing, employment, and infrastructure planning to support complete, pedestrian-oriented, transit-supportive communities. Subsequent sections build on this framework to assess housing market trends, development capacity, and intensification potential across the City.

### 2.1 Policy Context

#### 2.1.1 Provincial Framework

The City of Oshawa’s G.M.S. is guided by the broader legislative and policy framework established under the Planning Act, the P.P.S., and the recently approved Durham Regional Official Plan (R.O.P.), Envision Durham. These policies set the basis for local planning decisions and establish requirements for land supply, intensification, infrastructure phasing, and complete community planning.

The Planning Act requires all municipal planning decisions to be consistent with the P.P.S. and to conform with applicable provincial Plans. Provided below is a summary of key components of the P.P.S. related to planning for intensification:

- The P.P.S. requires municipalities to establish and maintain minimum targets for intensification and redevelopment within Built-Up Areas (B.U.A.s), based on local conditions.<sup>3</sup> Furthermore, municipalities are required to keep their zoning by-laws up to date by establishing minimum densities, heights, and other standards to accommodate growth and development.<sup>4</sup>
- A key component of the P.P.S. is the focus on Major Transit Station Areas (M.T.S.A.s), which are defined as areas within an approximate 500- to 800-metre radius of a transit station, representing a 10-minute walk. Municipalities are required to delineate M.T.S.A. boundaries within their O.P.s and establish minimum density targets to promote transit-supportive development. As such, M.T.S.A.s are primary areas for intensification, encouraging higher-density development that optimizes public transit investments.

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<sup>3</sup> Provincial Planning Statement, 2024, policy 2.3.1.4, p. 8.

<sup>4</sup> Provincial Planning Statement, 2024, policy 6.1.6, p. 32.

- The P.P.S. sets minimum density targets for M.T.S.A.s according to the level of transit service, with densities ranging from 150 residents and jobs combined per hectare to 200 residents and jobs combined per hectare.
- Density targets in the P.P.S. are noted as minimum standards, and municipalities are encouraged to go beyond these minimum targets, where appropriate. It is important to note that the minimum density standard for M.T.S.A.s is not tied to a specific year. Achieving a minimum density should be viewed as a long-term objective, taking into account the specific local context, which may require a timeframe that extends beyond the current planning period as set out in Envision Durham (i.e., beyond 2051).
- Recent Planning Act amendments have eliminated minimum parking requirements in P.M.T.S.A.s and other areas where provincial policy mandates a delineated boundary around higher-order transit stations with specified minimum residents and jobs densities, such as M.T.S.A.s. As a result, no minimum vehicular parking requirements can be enforced for developments within an M.T.S.A or P.M.T.S.A.
- It is important to distinguish between an M.T.S.A. and a P.M.T.S.A. The latter are M.T.S.A.s formally designated and approved by the Minister as “protected” through specific O.P. policies. While municipalities are not required to identify P.M.T.S.A.s, they must do so to implement inclusionary zoning. Oshawa’s M.T.S.A.s are not yet protected; however, through Council-approved Official Plan Amendment (O.P.A.) 233, the City intends to enable inclusionary zoning and designate them as future P.M.T.S.A.s. O.P.A. 233 is currently under provincial review.

The P.P.S. also introduces the term “Designated Growth Area,” which differs subtly from the former Growth Plan term “Designated Greenfield Area.” Under the P.P.S., a D.G.A. refers to lands within settlement areas designated for growth or lands added to settlement areas that are not yet fully developed, rather than only traditional greenfield tracts. For the purposes of the G.M.S., the D.G.A. encompasses all greenfield lands outside of the B.U.A. Furthermore, the updated policy places greater emphasis on directing intensification and redevelopment within S.G.A.s, rather than expanding built boundaries as new greenfield lands develop. This shift underscores that the B.U.A. should remain delineated based on the original 2006 boundary, ensuring that intensification is measured in alignment with provincial intent and reflects true redevelopment activity rather than greenfield build-out. Retaining the existing B.U.A. boundary provides a more accurate representation of urban growth patterns, supports consistent monitoring of intensification, and avoids overstating the City’s redevelopment potential or understating future land needs.

More recently, the Province introduced the *Fighting Delays, Building Faster Act, 2025* (Bill 60), which proposes changes to Ontario’s planning framework to streamline development approvals. The legislation would standardize O.P.s by prescribing chapters and schedules, consolidating planning documents into a single comprehensive plan, and requiring municipalities to reduce detailed development standards, such as prescriptive building heights. These measures aim to establish greater consistency across municipalities and streamline the

planning process. Furthermore, Bill 60 also includes the standardization of land use designations, reducing their number and making them more flexible to accommodate a wider range of housing opportunities. Other provisions include expanding “as-of-right” zoning for certain performance standards, updating development charge calculations, and enabling faster implementation of Ministerial Zoning Orders. Infrastructure-related changes involve establishing a Water and Wastewater Public Corporations Act (primarily intended for municipalities in the Peel Region) and harmonizing municipal road standards. Collectively, these changes aim to streamline administrative processes and support the delivery of housing and infrastructure throughout Ontario. Bill 60 is not yet in effect, with the consultation period remaining open until November 22, 2025, and its passage date unknown.

## 2.1.2 Regional and Local Framework

### 2.1.2.1 Regional Policy Context

Envision Durham, fully approved by the Province in December 2024, directs major growth in Oshawa to 2051 and sets density targets for D.G.A.s and Employment Areas. Following Bill 23, the implementation of Envision Durham now falls to Oshawa through its O.P.R. Related themes such as intensification, urban expansion, and phasing were further detailed in the G.M.S. B.D.P., which also examined the transition from the 2020 to 2024 P.P.S.

Effective January 1, 2025, Bill 23 transferred land use planning authority from Durham Region to local municipalities. Oshawa must now conform to Envision Durham while interpreting Regional policies in light of new provincial direction, balancing conformity with fiscal, infrastructure, and housing objectives. The Intensification Strategy provides a platform for this work by identifying where Oshawa has flexibility within the Envision Durham framework, such as intensification targets, densities, and prioritizing intensification. The Envision Durham policy framework provides the following targets for the City in planning for intensification:

- The City’s overall target for accommodating new residential units within its existing B.U.A. is planned at 50%;
- An overall minimum gross density target in the Thornton’s Corners P.M.T.S.A. of 150 people and jobs per hectare;
- An overall minimum gross density target in the Central Oshawa P.M.T.S.A. of 150 to 175 people and jobs per hectare; and
- Identification of key areas for intensification across the Region, including Oshawa, for Urban Growth Centres, P.M.T.S.A.s, Regional Centres, Rapid Transit Corridors and Regional Corridors. These areas are referred to as S.G.A.s.

Subsection 5.1.14 of the Durham R.O.P. requires Area Municipal O.P.s to include intensification strategies that implement intensification targets, including minimums that are specified in Envision Durham. It is noted that the Envision Durham target is a minimum and that local municipalities may determine that a higher target is locally appropriate.

### 2.1.2.2 Local Policy Context

The Oshawa O.P. uses a “Central Area” hierarchy to direct growth and intensification. This structure designates distinct areas that range from the high-density Downtown Main Central Area (targeting 200 residents and jobs per hectare and a Floor Space Index or “F.S.I.” of 3.0 for that component of the Downtown Main Central Area comprising the Downtown Oshawa Urban Growth Centre) to Local Central Areas (targeting 24 units/ha and an F.S.I. of 1.0) to serve as focal points for compact, mixed-use development, ensuring residential and employment growth is strategically concentrated throughout the City. Further discussion related to Central Areas is provided in section 5.2.

The City of Oshawa’s O.P.A. 233, which was adopted by Oshawa Council on June 23, 2025, represents a concrete step toward implementing the higher density required by provincial growth mandates within the City’s key transit corridors. This amendment establishes minimum gross density targets for two critical P.M.T.S.A.s within walking distance of planned or existing GO Train stations: a robust target of 175 people and jobs per gross hectare for the more intensive Central Oshawa P.M.T.S.A., and a slightly lower but still aggressive target of 150 people and jobs per gross hectare for the Thornton’s Corners P.M.T.S.A. Crucially, in both of these transit-oriented districts, O.P.A. 233 mandates that a minimum of 25 jobs per gross hectare must be accommodated, ensuring that the new growth consists of mixed-use developments that balance residential intensification with essential employment and commercial spaces, thereby fostering complete, transit-supportive communities. The amendment is now awaiting final approval from the Province.

## 2.2 Housing Growth Context

### 2.2.1 Provincial Housing Context

Ontario’s housing market is facing two major interconnected challenges: a lack of market choice and erosion in affordability. While municipalities are on the frontline in facing these challenges, the current state of housing is largely an outcome of a broader range of factors that have influenced the market over the past decade. These include prolonged low interest rates, rapid money-supply growth and fiscal stimulus since 2008, elevated inflation relative to wage growth, and investor speculation that has pushed prices and rents higher. Housing access is also shaped by social and structural determinants such as household income, age and family composition, physical mobility, language and residency status, labour market precarity, and the effects of policy frameworks including zoning, tenant protections, and rent controls.

Provincial policy direction is increasingly focused on housing market choice and expanding housing supply across Ontario. The new P.P.S. is intended to simplify and integrate existing provincial policies while providing municipalities and the Province with greater flexibility to deliver on housing objectives and unlock housing opportunities at the local level.

Over the past few years, the Province has introduced several bills aimed at increasing housing supply and providing more attainable housing options. This includes Bill 23, which targets the creation of 1.5 million homes over the next 10 years. To implement this, Bill 23 introduced several changes aimed at increasing the supply of housing. This included assigning municipal housing targets to identify the number of new housing units needed by 2031, which impacts Ontario’s largest and fastest-growing single-tier and lower-tier municipalities. For the City of Oshawa, this housing target is 23,000 new residential units between 2022 and 2031.

The goal to construct 1.5 million new homes over the next decade is a notable challenge. To meet this target, Ontario-wide housing development activity will need to increase by about 50% to achieve this provincial target over the next decade. While the municipal housing targets are intended to provide guidance to impacted municipalities in achieving this goal, the high-level nature of the housing targets, which lack detail regarding housing form, tenure, or affordability, makes their application challenging for municipalities. Reconciling the Province’s housing targets with approved forecasts and local planning initiatives to enable/support housing supply growth requires more rigorous assessments that embrace the local context, as presented herein.

### 2.2.2 Local Housing Context

Over the past decade, Oshawa has added people and homes, while average prices and rents have climbed, reducing affordability across the continuum. Expanding housing choice is increasingly important to maintain a balanced, resilient community that supports a range of incomes. Housing affordability influences quality of place, economic growth, and competitiveness by shaping the City’s ability to attract and retain residents and businesses. In a knowledge-based economy, retaining skilled workers requires a diverse housing stock for individuals and families at all life stages.

As Oshawa grows and matures, demand for varied housing forms will rise. Demographic and market trends, including greater cultural diversity, an aging baby boom cohort, and ongoing affordability pressures, point to a need for a broader mix by type, built form, density, and price. Within this context, the “missing middle” is critical, including townhouses, stacked townhomes, and low-rise apartments that sit between single-detached dwellings and high-rise apartments. These forms add gentle density, support affordability, and help balance the City’s supply. While the L.N.A. emphasizes ground-oriented opportunities in the D.G.A., this Intensification Strategy evaluates capacity within intensification areas for higher-density and missing middle growth.

Secondary units have become a major contributor to Oshawa’s housing. The record number of accessory apartment permits in 2023 and 2024, culminating in 396 permits in 2024, or roughly 42% of all new residential units, has led to the two-unit house registry now approaching 2,700 properties. City-wide zoning that permits up to two additional units per lot, along with new rural permissions in the P.P.S., has expanded attainable rental supply and supports the 50%

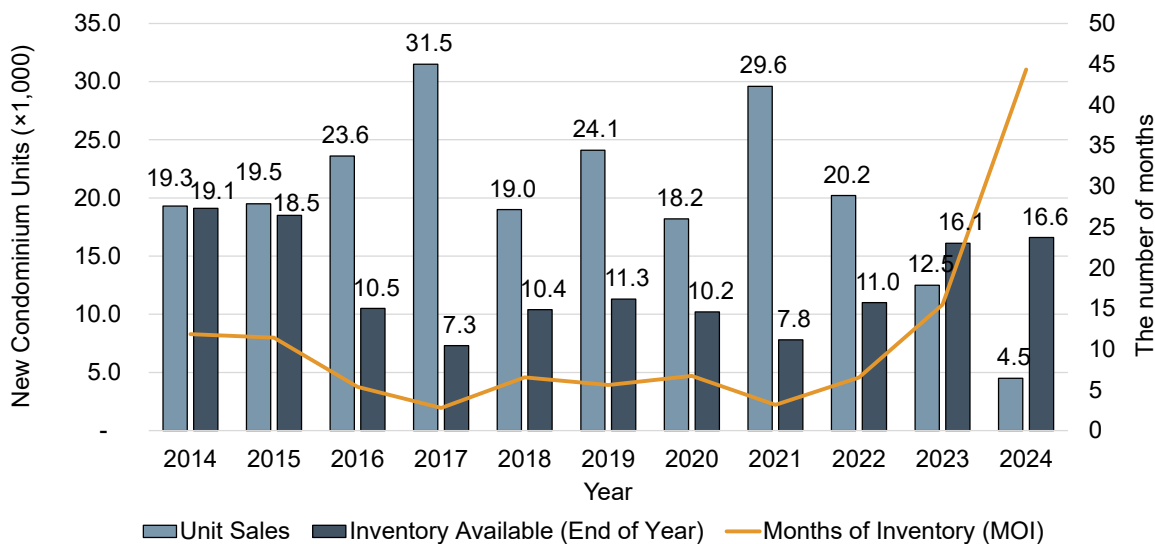
intensification target. Continued uptake shows strong homeowner participation in gentle density and demonstrates how policy reform can advance affordability and diversification.

### 2.2.3 Condominium Market

Over the past decade, the Greater Toronto Area (G.T.A.) condominium market has seen significant development and sales activity, as illustrated in Figure 1. However, market conditions have softened in recent years, with 2024 new unit sales reaching their lowest levels since the mid-1990s and unsold inventory at record highs. This slowdown reflects broader regional trends, where high-density condominium demand remains sluggish, even as population growth and long-term housing needs continue to support its viability. In contrast, demand for purpose-built rental housing has strengthened steadily over the past year, reflecting shifting investor sentiment and affordability constraints in the ownership market.

The condo sales market is expected to strengthen through 2026, driven by lower interest rates and pent-up demand.<sup>5</sup> The Bank of Canada recently reduced its policy rate to 2.25%, with further cuts anticipated if the U.S. Federal Reserve proceeds with its own easing cycle. Should rates fall below the Bank of Canada’s neutral level, financing conditions could once again become stimulative for both buyers and investors, potentially marking the bottom of the current cycle. While the near-term timing of this recovery will depend on inventory levels and broader economic indicators such as mortgage rates and labour force trends, there remains a need for the City to plan for a range of housing options, including high-density forms, over the long-term horizon of its O.P.

Figure 1: The Greater Toronto Area New Condominium Market



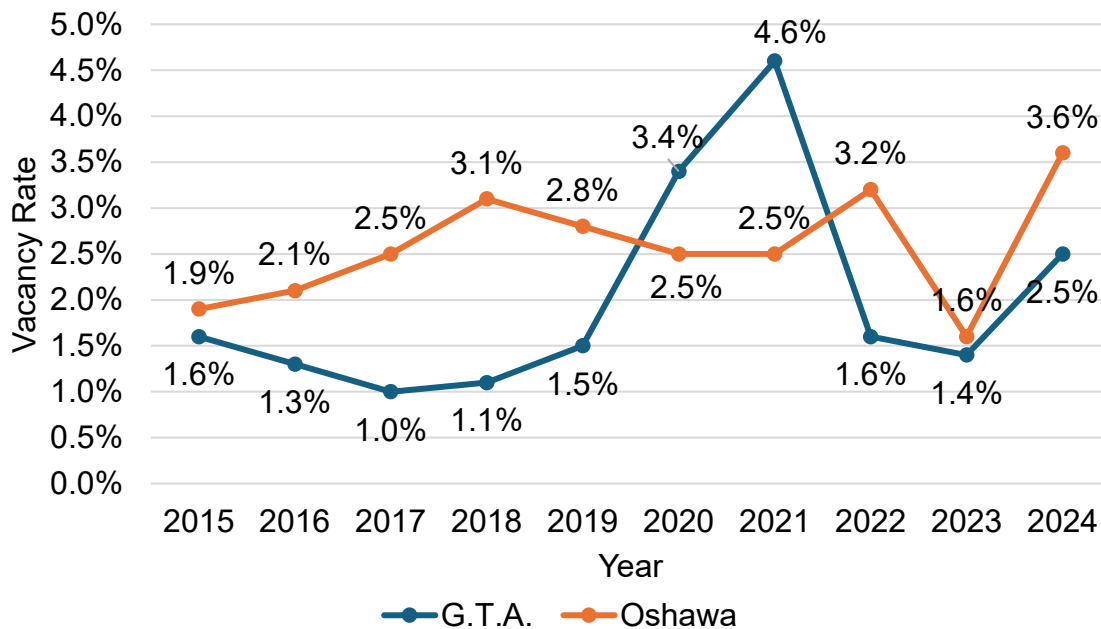
Source: Driven from Altus Data Studio by Watson & Associates Economists Ltd., 2025.

<sup>5</sup> TD Economics, September 2024. Oversupplied GTA Condo Market a Headwind for Home Prices.

Similar market trends have been observed in the local Oshawa condominium market. Oshawa has experienced significant growth in the condominium development market over the past decade. Between 2015 and 2024, Oshawa’s condominium housing base expanded by approximately 2,970 units, representing an average annual development activity of 297 units.<sup>6</sup> According to the most recent Census, Oshawa’s condominium supply is estimated at 1,450 total units as of 2021. Of these, 60% are owner-occupied while 40% are rented out by owners.<sup>7</sup> This growth reflects both increased consumer interest in higher-density living and the broader regional shift toward more compact housing forms as affordability challenges persist.

As shown in Figure 2, over the past decade, Oshawa’s apartment vacancy rate has consistently exceeded the G.T.A. average, even when accounting for the temporary increase in vacancies during the COVID-19 pandemic. Since 2015, Oshawa’s vacancy rate has risen from 1.9% to a decade high of 3.6% in 2024. While this modest increase suggests a temporary easing of tight rental conditions, it may also indicate that new supply is beginning to outpace short-term demand in certain segments. Over the longer term, maintaining a moderate vacancy rate is essential for market balance, as it supports tenant mobility, prevents excessive rent escalation, and ensures that new housing development continues to align with evolving demand patterns.

**Figure 2: Rental Apartment Vacancy Rates in the G.T.A. and Oshawa, 2015 to 2024**



Source: Derived from the C.M.H.C. Housing Portal by Watson & Associates Economists Ltd., 2025.

<sup>6</sup> Canada Housing and Mortgage Corporation (C.M.H.C.) Housing Starts.

<sup>7</sup> Statistics Canada Table 46-10-0070-01 Investment status of residential properties.

As of Q3 of 2025, the median sale price of a condominium apartment in Oshawa was \$377,500. Comparatively, the median prices for condominium apartments were \$490,000 in Durham Region, \$550,000 in Halton Region, \$515,000 in Peel Region, and \$585,000 in the City of Toronto.<sup>8</sup> The relative affordability of this housing type in Oshawa compared to the surrounding G.T.A. will continue to be a driver of demand, supporting housing intensification growth within the City.

Accordingly, the local condominium market in Oshawa remains active, with approximately 450 condominium units currently in active sales, and an additional 1,100 units set to be launched soon in the pre-construction category.<sup>9</sup> Recent condominium development projects have largely comprised low- to high-rise buildings, ranging between 60 and 600 units per building. Over the past five years, average condominium unit sizes in new units have averaged approximately 67 sq m.<sup>10</sup>

As summarized in Figure 3 below, over the next four years, approximately 1,440 units are expected to be occupancy-ready. In addition, the City has approximately 9,000 high-density units in the development approval process, indicating short- and medium-term opportunities to accommodate intensification across the forecast horizon.<sup>11</sup>

**Figure 3: City of Oshawa Condominium Projects by Construction Status**

Condominium Project Status	Total Units	Units Released
Complete	336	336
Pre-Construction (Coming Soon)	1,100	-
<b>Total</b>	<b>1,436</b>	<b>336</b>

Source: Derived from Altus Data Studio by Watson & Associates Economists Ltd., 2025.

<sup>8</sup> Toronto Real Estate Board Condo Market Report, 2025 Q3.

<sup>9</sup> Altus Data Studio.

<sup>10</sup> Altus Data Studio.

<sup>11</sup> Including units that are proposed and not yet approved.

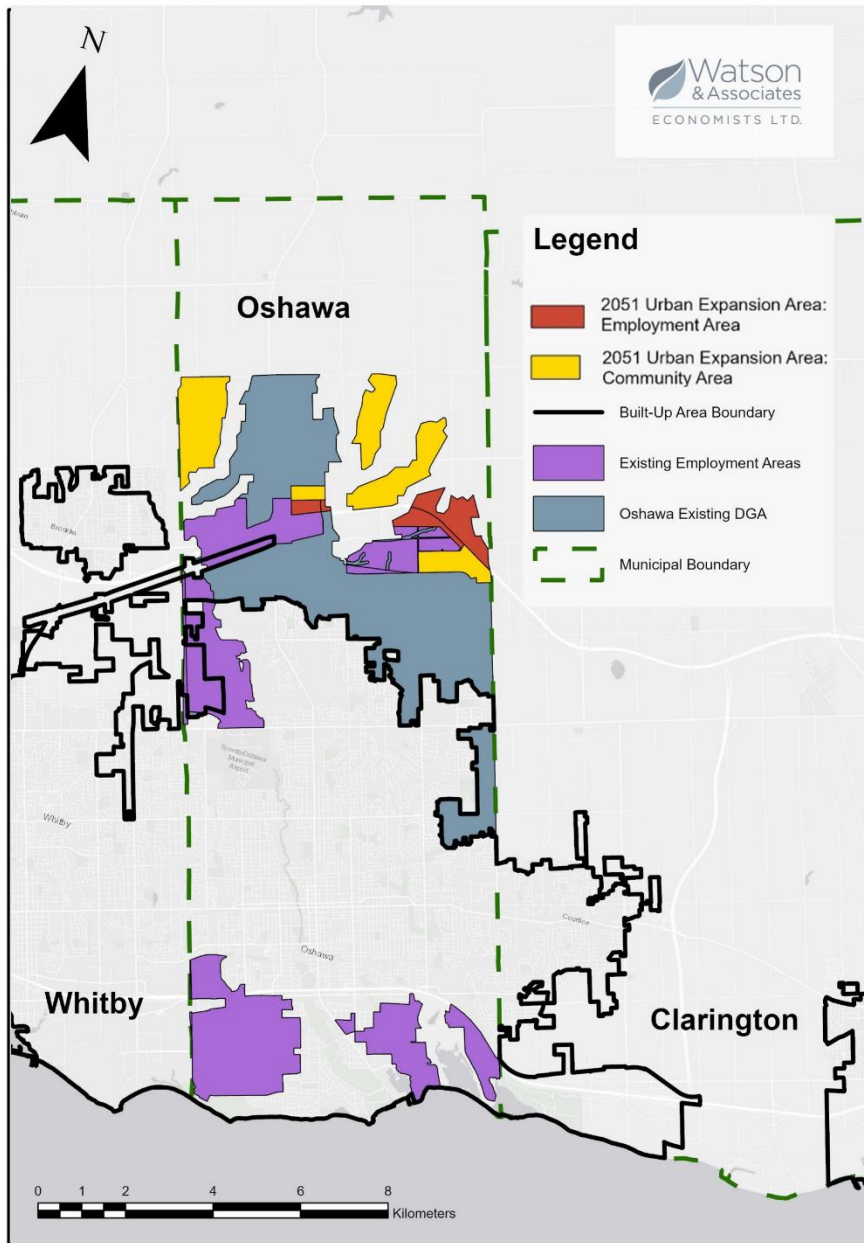
# 3 City of Oshawa Intensification Growth Forecast

## 3.1 Historical Intensification in the City of Oshawa

The L.N.A. includes updated population and housing forecasts for the City of Oshawa from 2021 to 2056. It identifies that Oshawa’s population is expected to reach 314,400 by 2056, an increase of 15,900 people beyond the 2051 Envision Durham forecast, with growth exceeding short-term expectations due to factors such as rising household sizes and a higher share of non-permanent residents. The housing forecast anticipates activity above historical averages, with new construction consisting of 21% low-density, 31% medium-density, and 48% high-density units. The L.N.A. also emphasizes the growing importance of “missing middle” housing forms – such as duplexes, triplexes, townhouses, and low-rise apartments – to address affordability and demographic change. Further details can be found in the L.N.A.

As established in the L.N.A., the City of Oshawa’s long-term growth forecast considers housing development across the B.U.A., the D.G.A., and the Rural Area (see Figure 4). Through Envision Durham, a City-wide intensification target of 50% was established. This target is appropriate for Oshawa and is being implemented through the City’s G.M.S. The target reflects both historical trends and the continued role of the B.U.A. as the strategic focus for higher-density housing, as well as the City’s D.G.A. in supporting a wide range of housing types. Chapter 4 of this Report provides a detailed assessment of intensification potential within the B.U.A.

Figure 4: City of Oshawa Policy Areas

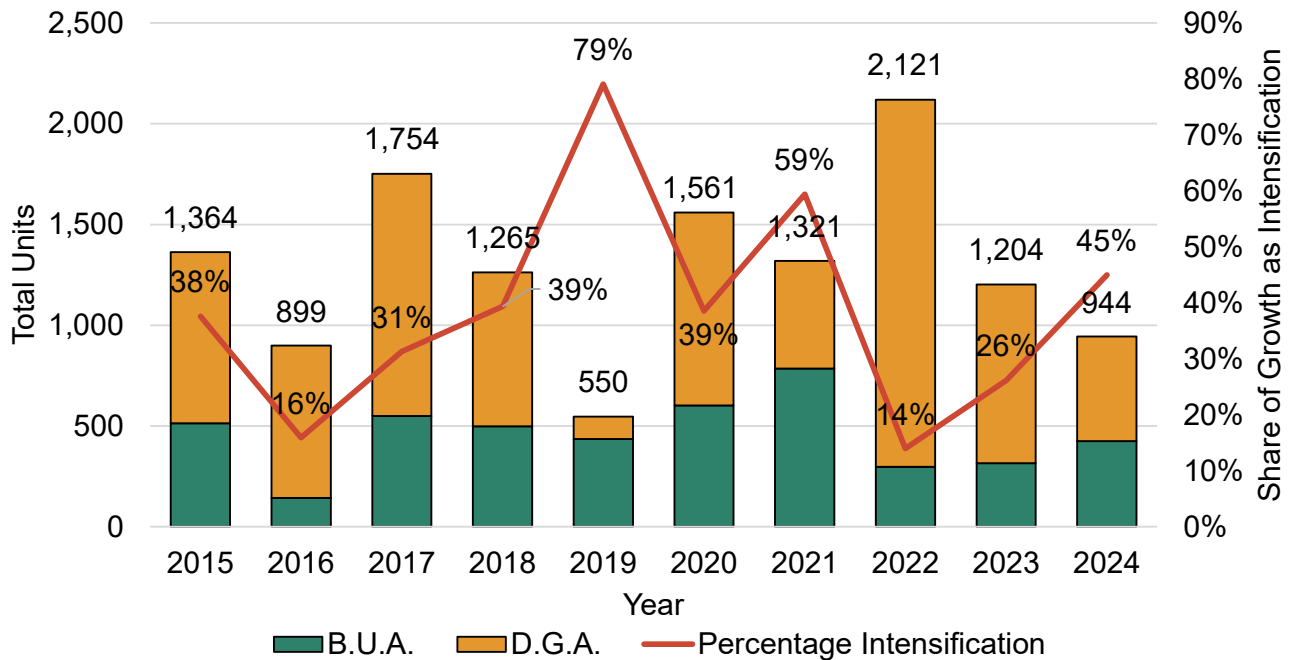


Source: Watson & Associates Economists Ltd., based on City of Oshawa spatial data.

As shown in Figure 5, between 2015 and 2024, Oshawa’s B.U.A. achieved an average intensification rate of 35%, or roughly 460 new housing units per year, primarily in high-density forms such as apartments. Over this 10-year period, the rate of intensification has fluctuated. Since 2022, the rate of intensification has continued to increase, but as discussed in the previous chapter, the G.T.A. condo market is facing short-term challenges related to a lack of demand and an oversupply of units. With that being said, this forecast looks out over the next 30 years to 2056. Over the longer term, to accommodate anticipated population growth in the City across a broad range of age groups and income levels, it is forecast that there will be

continued demand for both high-density condominium and rental apartment living within Oshawa’s B.U.A.

Figure 5: City of Oshawa Historical Intensification, 2015 to 2024



Source: Derived from City of Oshawa building permit data and Annual Housing Monitoring Reports, 2015 to 2024 by Watson & Associates Economists Ltd.

### 3.2 City of Oshawa Housing Intensification Forecast, 2021 to 2056

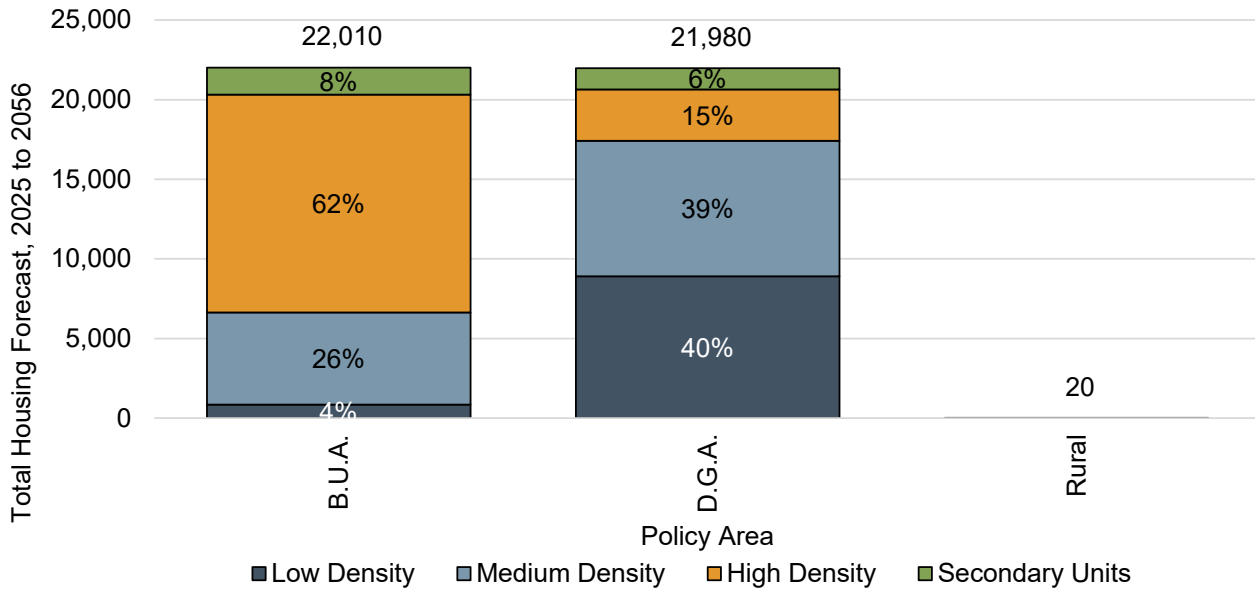
As shown in Figure 6, the B.U.A. is forecast to accommodate approximately 22,000 housing units from 2025 to 2056, reinforcing its role as the City’s primary focus for high-density residential growth and a key contributor to Oshawa’s 50% intensification target. The following chapter explores the opportunities that exist within the B.U.A. to accommodate this growth.

Employment growth within Oshawa’s B.U.A. is also expected to remain a significant component of the City’s overall employment forecast to 2056. Of the approximately 38,600 new jobs anticipated between 2025 and 2056, about 11,370 are projected to be located in the B.U.A., primarily within Population-Related Employment (P.R.E.) sectors such as retail, education, health care, and local services. Of this total, the B.U.A. is forecast to accommodate the majority of Major Office Employment (M.O.E.) growth, with roughly 3,200 new office and institutional jobs, reinforcing its continued role as the City’s central hub for higher-density, knowledge-based, and service-oriented employment.

Overall, the B.U.A. is expected to capture a growing share of population and employment tied to intensification and mixed-use development, supported by proximity to transit, established infrastructure, and S.G.A.s. This pattern aligns with Oshawa’s broader planning objectives to

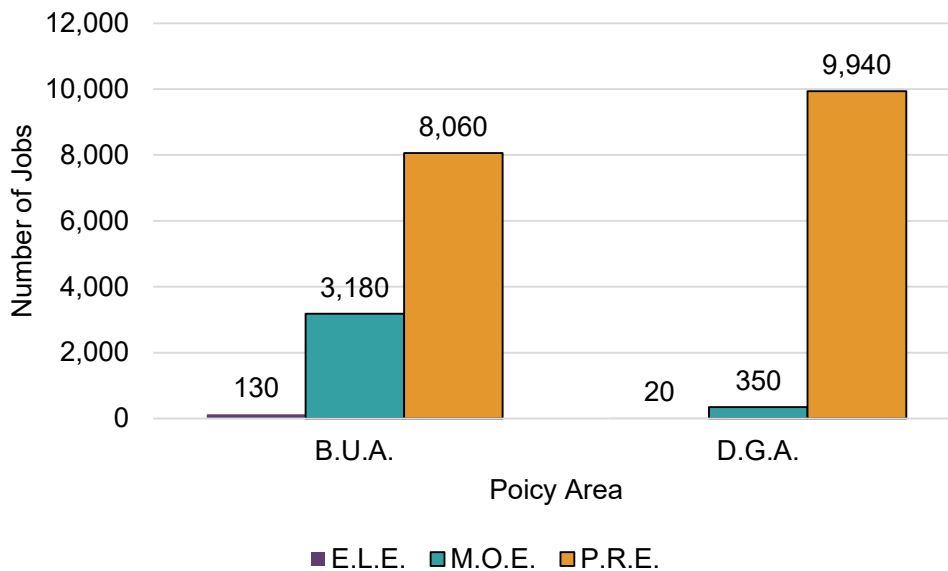
direct higher-density population and employment growth to existing urban areas, supporting compact, transit-oriented development.

**Figure 6: City of Oshawa Housing Forecast by Structure Type and Policy Area, 2025 to 2056**



Source: Forecast prepared by Watson & Associates Economists Ltd., 2025.

**Figure 7: City of Oshawa Share of Forecast Community Area Employment Growth by Land Use Category, 2025 to 2056**



Source: Watson & Associates Economists Ltd., 2025.

# 4 City of Oshawa Intensification Potential

## 4.1 Methodology / Approach

### 4.1.1 Delineating Areas for Intensification Focus

The methodology for this intensification analysis was developed following a review of the Housing Intensification Study Technical Report (H.I.S.T.R.) and the Employment Strategy Technical Report (E.S.T.R.) completed as part of Envision Durham.<sup>12</sup> The Region's H.I.S.T.R. identified an intensification supply potential of 47,600 housing units within the City of Oshawa.<sup>13</sup> Since the Region's analysis was completed, the City has undertaken a review of its P.M.T.S.A.s, which are planned to accommodate significantly more growth than previously recognized in the Region's study. Additionally, this Intensification Strategy offers a more detailed examination of intensification opportunities tailored to Oshawa's unique local context. It is important to note that the Intensification Strategy identifies significantly more intensification opportunities than were identified through the Region's work as part of Envision Durham.

The first step in developing the City of Oshawa's intensification analysis involved identifying areas to be reviewed for their potential to accommodate future growth. This was informed by a review of S.G.A.s identified by the Region of Durham for Oshawa, and built upon the land supply inventory completed as part of the Region's H.I.S.T.R. In collaboration with City staff, the Consultant Team refined and delineated key intensification focus areas within the S.G.A.s. It is important to note that the Consultant Team did not evaluate all site opportunities within the S.G.A.s. Instead, the analysis concentrated on strategically selected focus areas with the greatest potential to support intensification. As such, the supply opportunities identified in this report represent targeted areas and are not exhaustive of all potential intensification sites within the City's S.G.A.s.

Figure 8 provides a map of the City's intensification areas. These areas are organized into ten distinct zones, as outlined below. It is important to note that the areas shown in Figure 8 represent the geographic extent of potential intensification opportunities to accommodate growth to 2056. These areas do not reflect the full extent of the City's S.G.A.s, which include Rapid Transit Corridors, Regional Corridors, Urban Growth Centres, and P.M.T.S.A.s. The Region of Durham has delineated these S.G.A.s in Envision Durham, specifically in Map 1 – Regional Structure: Urban & Rural Systems.

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<sup>12</sup> Envision Durham – Growth Management Study – Housing Intensification Study Technical Report, prepared by Urban Strategies Inc. and Watson & Associates Economists Ltd. August 24, 2021; and Envision Durham – Growth Management Study – Employment Strategy Technical Report, prepared by Urban Strategies Inc. and Watson & Associates Economists Ltd., September 24, 2021.

<sup>13</sup> Envision Durham – Growth Management Study – Housing Intensification Study Technical Report, prepared by Urban Strategies Inc. and Watson & Associates Economists Ltd. August 24, 2021, p.8.

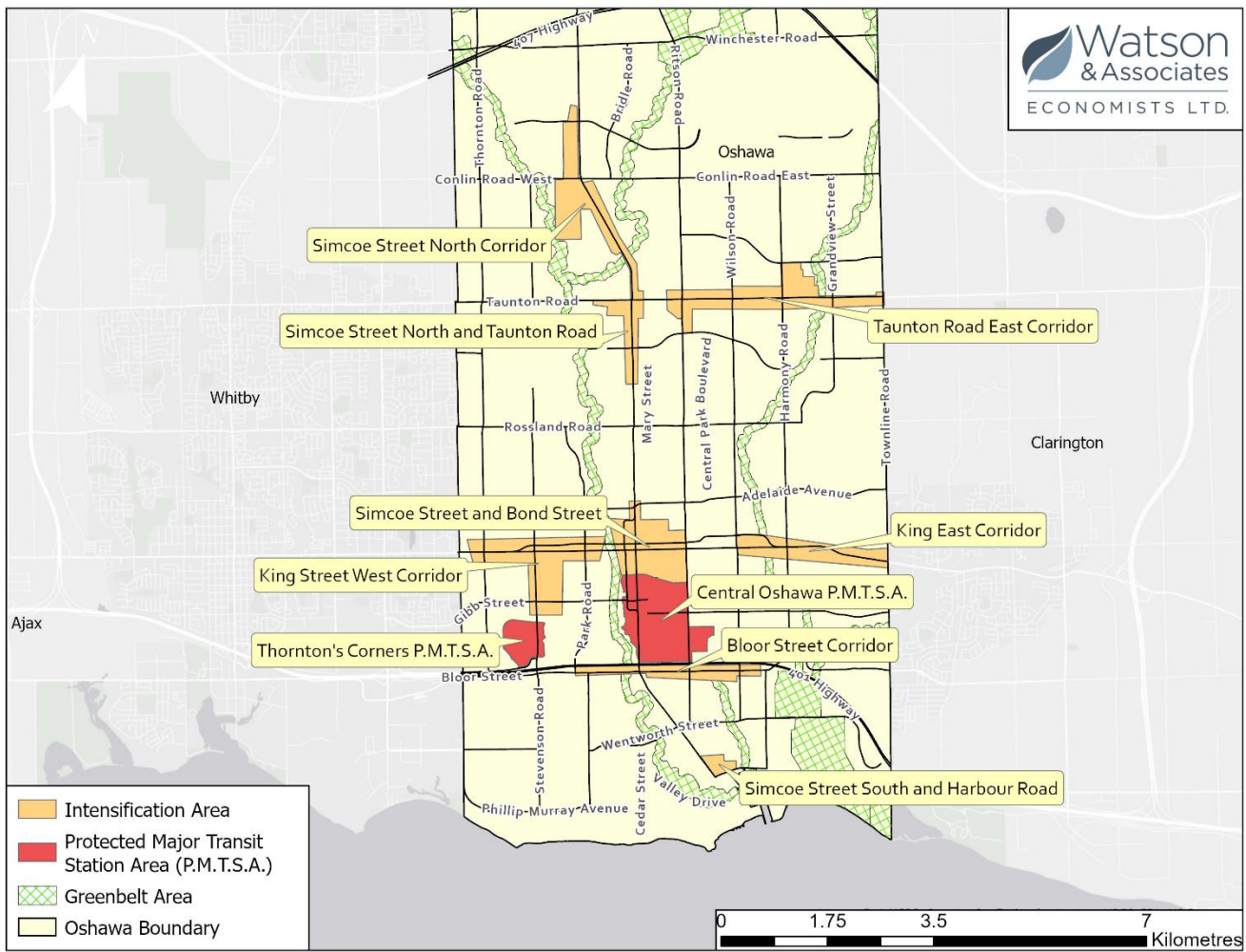
North of Rossland Road:

1. Simcoe Street North Corridor
2. Simcoe Street North and Taunton Road
3. Taunton Road East Corridor

South of Rossland Road:

1. Central Oshawa Core Area
2. Central Oshawa P.M.T.S.A.
3. King Street East Corridor
4. King Street West Corridor
5. Bloor Street Corridor
6. Thornton's Corners P.M.T.S.A.
7. Simcoe Street South and Harbour Road

Figure 8: City of Oshawa Intensification Areas



## 4.1.2 Identifying Lands for Intensification Opportunities

The second step in the City of Oshawa’s intensification analysis focuses on identifying sites with potential for redevelopment within identified intensification areas. This includes categorizing land parcels into three main types based on a site-by-site review by the Consultant Team and with assistance from City staff:

- Vacant lands;
- Properties with active development applications; and
- Sites that are already developed.

Vacant lands and active applications are considered immediate candidates for intensification. For developed sites, a detailed screening process is applied to determine whether they face any constraints that would limit redevelopment. These constraints include the presence of public parks, infrastructure, institutional uses, and properties that have been recently developed, typically within the past ten years. Sites that are already built at medium or high density or for mixed-use are reviewed to ensure they are not already optimized for intensification. After this screening, the remaining developed sites that do not face significant constraints are identified as viable redevelopment opportunities. These sites are considered suitable for future intensification, particularly if they are underutilized or located in areas with supportive planning policies.

Detailed maps of the intensification areas are provided in Appendix A.

## 4.1.3 Non-Developable Take-Out Factor Applied

Determining an appropriate “takeout factor” for intensification sites is critical to a reliable forecast of the net developable area of a given site, and thus the assumed number of residential units and gross floor area (G.F.A.) that the site could support. Based on experience, the median takeout factor observed on a site-by-site basis in comparable jurisdictions across the Greater Toronto and Hamilton Area (G.T.H.A.) is low. When forecasting the intensification potential for the entire City, however, the need for parkland must be taken into consideration. Accordingly, the best way to account for these parkland needs is to apply an assumed 15% conveyance to each site. This assumption reflects that while not every site will meet the threshold for a 15% conveyance under the provisions of subsection 42 (3.3) of the Planning Act, a certain portion of the aggregate lands in the City’s intensification areas will need to be acquired for parkland (through conveyance or purchase) to service the increased residential population.

For sites under two hectares, an assumed 15% parkland conveyance combined with a 5% allowance for rights-of-way results in a total takeout factor of 20%. For sites two hectares or larger, a 15% parkland conveyance and a 15% right-of-way allowance were applied, resulting

in a total takeout factor of 30%. This higher adjustment reflects the expectation that larger sites will require more internal roads and infrastructure to support development.<sup>14</sup>

#### 4.1.4 Review of Policy Framework

Sites identified as potential candidates for residential and non-residential intensification were evaluated in accordance with the City's Zoning By-law and policy framework to estimate housing units and G.F.A. yield potential. The Consultant Team also reviewed O.P.A. 233, which establishes policy direction for planning and intensification within the City's P.M.T.S.A.s.<sup>15</sup> Where ranges were provided, the midpoint value was used to establish yields of housing units and G.F.A.

#### 4.1.5 Identifying Housing Unit Type Opportunities

Sites were grouped into logical development blocks defined by existing road networks. Fragmented parcels that could not form a cohesive block, such as those surrounded by recently developed properties or constrained by physical barriers, were identified as infill opportunities suitable for medium-density housing, including townhouse developments. Larger blocks with significant depth from the road were recognized as offering a broader range of housing options, accommodating both medium- and high-density housing forms. The remaining intensification opportunities were identified for high-density housing forms, including mid-rise apartments (typically 6–12 storeys) and stacked townhouses, as well as high-rise apartment buildings generally exceeding 12 storeys. The selection of higher-density housing forms was guided by the surrounding context, ensuring appropriate transitions to adjacent lower-density neighbourhoods. Higher building heights were prioritized within P.M.T.S.A.s and areas surrounded by already established higher-density built forms. It is important to note that the Consultant Team did not assume maximum densities permitted under existing zoning. This approach was made to allow flexibility and support a broad range of housing options across the intensification areas. By not defaulting to the highest allowable densities, the analysis avoids a scenario where the intensification potential would be dominated by high-rise towers.

This approach highlights the City's commitment to providing a diverse range of housing options and building forms, rather than concentrating solely on high-rise towers. Incorporating a range of scales, including townhouses, mid-rise apartments, and taller buildings, in carefully selected locations, fosters balanced growth that meets diverse market demands and complements the character of surrounding neighbourhoods.

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<sup>14</sup> It is noted that these take-outs are directional in nature and are used to estimate developable land area. During the specific development application review, further assessment will be required to consider additional factors such as public safety, environmental protection, and other site-specific constraints, to determine the net developable area.

<sup>15</sup> O.P.A. 233 was adopted by City of Oshawa Council in July 2025 but is awaiting Ministry of Municipal Affairs and Housing (M.M.A.H.) approval.

As previously noted, the City’s policy and zoning framework also guided direction on building heights and built forms.

#### 4.1.6 Housing Units Per Net Hectare Assumption

In the absence of specific guidance within the City’s policy and zoning framework regarding average units per net hectare and minimum or maximum building coverage, the Consultant Team applied the following assumptions for residential density to intensification blocks outside of P.M.T.S.A.s:

- Townhouses (excluding stacked townhouses): 65 units per net hectare;
- Mid-Rise Apartments/Stacked Townhouses: 150 units per net hectare; and
- High-Rise Apartments: 250 units per net hectare.

Drawing from O.P.A. 233 and the policy sub-areas identified within the P.M.T.S.A., the assumed housing unit densities exceed the previously noted benchmarks, with policy guidance supporting densities of 300 units per net hectare or more. The highest density assumption was applied to Area E of the P.M.T.S.A., where the Consultant Team adopted a midpoint of 650 units per net hectare, based on a policy-supported range between 300 and 1,000 housing units per net hectare.<sup>16</sup> It is anticipated that development in this area will primarily consist of tower-built forms (i.e., exceeding the highest density and number of storeys within the City’s intensification areas) with limited parking provisions, leveraging access to regional transit infrastructure.

#### 4.1.7 Non-Residential Gross Floor Area Assumption

Recognizing that a significant portion of the intensification blocks are currently occupied with commercial uses, it is critical for the City to maintain and strengthen its commercial function as part of future redevelopment efforts. These areas play an essential role in supporting employment, services, and economic vitality, and their continued presence will help maintain a balanced urban fabric.

In addition to retaining existing commercial uses, the City must also ensure that new development within intensification areas includes locally serving retail amenities that meet the daily needs of residents. This includes small-format retail, personal and professional services, and community-oriented spaces that enhance livability and walkability. Typically, commercial activity in intensification areas is characterized by a blend of institutional and retail uses, often delivered in compact and pedestrian-friendly formats. These uses contribute to complete communities by fostering social interaction, supporting transit-oriented development, and reducing reliance on automobile travel. Ensuring a thoughtful integration of commercial and

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<sup>16</sup> City of Oshawa O.P.A. 233, Schedule “A” to By-law 74-2025, approved by City of Oshawa Council, under review by the Province. O.P.A. 233 identifies five geographic areas within the Central Oshawa P.M.T.S.A. under policy 2.16.1.2. Area E represents most of the lands within the P.M.T.S.A., including large blocks of land. The density in this area is planned to range from 300 to 1,000 units per hectare.

residential functions will be key to creating vibrant, inclusive, and sustainable urban environments.

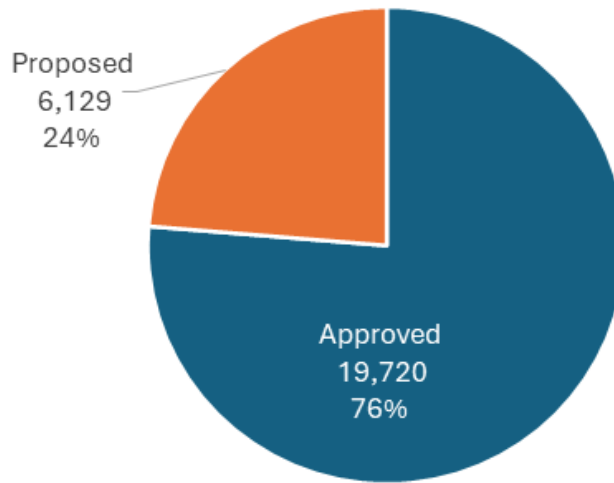
To support the guiding principles outlined above, the Consultant Team made the following assumptions regarding non-residential development opportunities within intensification areas:

- Sites fronting major roads are expected to include ground-floor commercial uses integrated within residential developments, such as mid-rise buildings, stacked townhouses (such as live-work units), and high-rise towers. Sites located near key intersections are anticipated to accommodate a greater share of commercial space, which may extend beyond the ground level to include second-storey or upper-level uses. These upper-level spaces are envisioned to support office-type functions, contributing to a diverse mix of employment and service opportunities. This approach promotes active street frontages, enhances walkability, and aligns with transit-oriented development by concentrating commercial amenities in highly accessible locations.
- It is assumed that intensification areas should provide approximately 2.3 to 2.8 sq m (25 to 30 sq ft.) of commercial floor space per capita. This benchmark ensures residents have convenient access to retail, services, and amenities within walking distance, supporting the development of complete and vibrant communities.
- To achieve this target, the Consultant Team estimated that each housing unit should be supported by approximately 3 to 6 sq m of commercial floor space, which aligns with the population per capita benchmark. Commercial uses were not assumed for medium-density sites or blocks. A higher amount of commercial G.F.A. was assumed within the Central Oshawa P.M.T.S.A. since it is envisioned to be a key hub for employment uses, such as office uses.

## 4.2 Review of Active Applications within the City's Intensification Areas

A key component of the intensification analysis was a review of the development activity within the City's intensification areas. As illustrated in Figure 9, there is strong development interest within the City's intensification areas, as demonstrated by the volume of active applications. The current application pipeline represents approximately 25,850 housing units within the identified intensification areas. Of these, an estimated 76% have already received approval from the City, while the remaining 24% are still in the proposed stage.

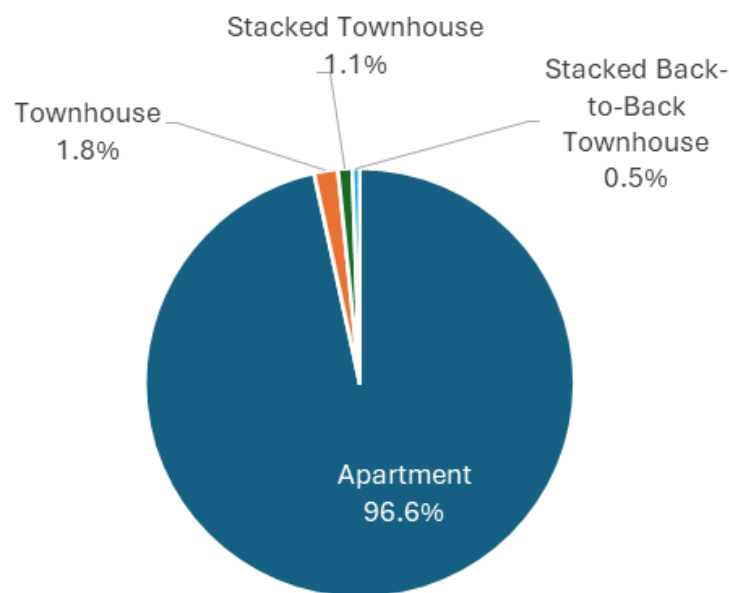
Figure 9: City of Oshawa Housing Units in Active Applications within Intensification Areas by Status, 2025



Source: Approved applications derived from City of Oshawa development applications by Watson & Associates Economists Ltd., 2025.

Figure 10 illustrates active applications by housing type, highlighting a clear trend toward high-density development. Apartments dominate the application mix, representing approximately 97% of all active applications, while townhouses and stacked townhouses make up the remaining 3%. It is important to note that there are also active applications outside the identified intensification areas within the B.U.A., accounting for roughly 640 townhouses currently in the development approvals pipeline, in addition to those captured in Figure 10.

Figure 10: City of Oshawa Housing Units in Active Applications within Intensification Areas by Housing Type, 2025



Source: Approved applications derived from City of Oshawa development applications by Watson & Associates Economists Ltd., 2025.

For the intensification analysis presented in the following sections, the Consultant Team considered only approved applications from the active development pipeline, as these represent committed projects with a high likelihood of proceeding. Proposed applications were evaluated alongside remaining vacant parcels and potential redevelopment sites to assess their suitability for future intensification opportunities.

## 4.3 Intensification Potential by Area

### 4.3.1 Overview of Intensification Areas

The subsequent subsection outlines the land potential of each intensification area. Each area was individually assessed to identify its strengths, weaknesses, and opportunities for growth. The analysis considered the local context, including existing land use and community character, as well as applicable policy directions and planning frameworks, to ensure consistency with the City's planning objectives. A map illustrating the identified areas can be found in subsection 4.1.1.

The **Central Oshawa P.M.T.S.A. and Central Oshawa Core Area** areas are key focal points for intensification at the centre of the City, offering more than 101 hectares of redevelopment land, about 50 hectares in the Central Oshawa P.M.T.S.A. and 51 hectares in the Central Oshawa Core Area. Most opportunities are on low-density residential lands and commercial parcels along arterial roads, which are well-suited for mixed-use development. Intensification momentum is evident with 15 active applications covering nearly 29 hectares. The land potential comprises both small, fragmented intensification sites and large blocks of intensification opportunities. The Central Oshawa P.M.T.S.A. is planned to serve as the primary hub for high-rise development within the City's Intensification Strategy.

The **King Street West and East Corridors** offer significant redevelopment potential along one of Oshawa's main east-west arterials. Together, they encompass over 108 hectares, with approximately 81 hectares in King Street West and 24 hectares in King Street East. These areas are largely occupied by low-density residential and older commercial uses, creating strong opportunities for mixed-use intensification along a central transit corridor. Vacant land is limited, with only two parcels totalling about one hectare in King Street West and none in King Street East, meaning redevelopment will be the primary driver of growth. Development interest is emerging, with active applications in both corridors, signalling early momentum for high-density and mixed-use projects.

The King Street West Corridor benefits from its proximity to Trent University Durham G.T.A. Campus, located just south of King Street West on Thornton Road. This adjacency positions the corridor to capitalize on student housing demand and service-oriented retail opportunities. Trent's ongoing campus expansion, including new academic buildings and residences, creates a unique opportunity to integrate purpose-built student accommodations, mixed-use developments, and amenities that cater to both students and the broader community. The

corridor's existing commercial base and arterial connectivity make it well-suited for projects that blend residential, retail, and institutional uses, supporting a vibrant and transit-oriented environment.

Currently, the built form along King Street West and East is characterized by auto-oriented commercial strips, surface parking, and limited pedestrian infrastructure. Residential development is primarily single-detached homes on adjacent streets, with very few medium-density or apartment buildings. This pattern presents challenges but also flexibility for redevelopment. Future improvements, including streetscape upgrades and enhanced transit service, will be critical to transforming these corridors into higher-density, mixed-use urban nodes that leverage their strategic location and institutional anchor.

The **Bloor Street Corridor** presents a significant opportunity for mixed-use intensification along a key east–west arterial. The corridor also runs parallel to Highway 401, offering good exposure to traffic, making it an attractive location for a variety of non-residential uses, including offices and retail uses. Spanning approximately 62 hectares, with 58 hectares identified for redevelopment and less than two hectares of vacant land, the corridor is currently dominated by low-density residential and commercial parcels. The existing apartment stock is limited, with only three high-density parcels and minimal institutional uses, underscoring the need for innovative new housing forms and community amenities. While the redevelopment footprint is substantial, the area is primarily composed of small, fragmented parcels, which present challenges for large-scale projects and will require extensive land assembly. This constraint highlights the importance of strategic planning and phased development to fully unlock the corridor's potential. With its central location, strong connectivity, and alignment with regional growth objectives, Bloor Street is well-positioned to evolve into a dynamic mixed-use corridor that supports both residential intensification and commercial vitality. A key challenge is that the corridor will face competition from the Central Oshawa P.M.T.S.A. for future development interest.

**Simcoe Street South and Harbour Road** is a strategic waterfront gateway in Oshawa, located at the southern end of Simcoe Street South, where it meets Lake Ontario. The gateway spans 18 hectares, comprising 8 hectares for redevelopment and 3 hectares of vacant land. This corridor offers direct access to the City's waterfront and is anchored by key destinations, including Lakeview Park, the Oshawa Harbour, and surrounding recreational amenities. It is characterized by industrial and port-related uses, with some commercial and service-oriented businesses along Simcoe Street South. Its proximity to the waterfront and arterial connectivity positions it as a unique opportunity for redevelopment and public realm enhancement. Compared to other intensification areas, this area is relatively small in terms of geographic size.

The **Thornton's Corners P.M.T.S.A.** is one of Oshawa's most significant intensification opportunities, driven by its large land base and strategic location near Highway 401 and the planned Thornton's Corners GO station. The area spans approximately 55 hectares, with 39

hectares identified for redevelopment and 16 hectares of vacant land. Redevelopment parcels largely include underutilized big-box commercial sites, creating strong potential for mixed-use intensification and employment-focused development.

The combination of large contiguous parcels and proximity to major transportation infrastructure positions Thornton's Corners as a prime candidate for master-planned, transit-oriented development, which could include a range of medium and high-density opportunities. Future GO service and highway access will enhance regional connectivity, supporting high-density residential and employment growth.

**The Simcoe Street North/Taunton Road and Taunton Road East Corridors** encompass approximately 191 hectares, with 146 hectares identified for redevelopment, 18 hectares under active applications, and 26 hectares of vacant land. There is development application momentum with 18 hectares of active applications. This corridor is characterized by automotive-oriented uses and low-density residential parcels, with surface parking dominating the streetscape. Commercial sites include national retailers, restaurants, and service businesses that primarily cater to automobile traffic, reflecting the area's role as a suburban shopping destination. Residential development is limited and generally consists of single detached homes on adjacent streets, with very few medium-density or apartment buildings present. Institutional and community amenities are minimal, and the corridors lack a robust pedestrian environment, resulting in highly auto-dependent areas. Future improvements, including Simcoe Street Rapid Transit, enhanced bus service along Taunton Road, and streetscape upgrades, will be critical to transforming these corridors into vibrant, higher-density urban nodes.

The **Simcoe Street North Corridor** is a smaller but strategically important intensification area located along Simcoe Street North, north of Taunton Road. It spans approximately 16 hectares, with 11 hectares identified for redevelopment and four hectares under active applications. The corridor is currently characterized by a mix of low-density residential parcels, commercial sites and plazas, including automotive-oriented retail uses and small retail establishments. This existing pattern creates strong potential for mixed-use redevelopment that can introduce higher-density housing and modern commercial formats. The Durham College campus and Ontario Tech University campus stand out as key anchors for future intensification. The presence of these institutions provides significant opportunities to attract complementary residential and mixed-use development, as well as innovation-driven employment uses, positioning the corridor for a more dynamic urban character.

Active applications across eight parcels signal early momentum toward transformation, with proposals that include low-density conversions to higher-density uses, high-density residential, and commercial redevelopment. While the corridor's scale is modest compared to major nodes, its north-south orientation and proximity to Taunton Road position it well for transit-supportive growth. Future improvements to Simcoe Street transit service will further enhance

connectivity, making this corridor an attractive candidate for phased intensification and a more urban, pedestrian-friendly environment.

### 4.3.2 Summary of Intensification Potential by Intensification Area

Figure 11 provides a summary of the intensification potential for housing and non-residential G.F.A. by area. Key highlights include:

- As outlined in Figure 11, the Central Oshawa P.M.T.S.A. is projected to have the highest intensification potential, with over 37,600 housing units and 223,000 sq m of commercial G.F.A. or approximately 6,000 jobs (excluding Work at Home employment). The housing unit assumptions used in the analysis are based on O.P.A. 233. In alignment with the City's Integrated M.T.S.A. Study, the area is envisioned to support a diverse mix of retail and office uses. Compared to other intensification areas, a stronger emphasis has been placed on non-residential development, with approximately 6 sq m of commercial space allocated per housing unit.
- Central Oshawa Core Area, a major node within the City of Oshawa, has the potential to accommodate approximately 16,640 housing units and 550 jobs.
- Taunton Road East Corridor, envisioned to transform from a commercial suburban retail corridor, has the potential to accommodate approximately 16,410 housing units and 1,580 jobs. It is anticipated that this area will continue to serve the commercial needs of the North Oshawa area.
- Thornton's Corners P.M.T.S.A. assumptions are based on O.P.A. 233, which provides direction on the average units per net hectare. Key considerations for this area include the opportunity to retain the commercial function of the area and the potential to leverage future transportation improvements. The area is anticipated to accommodate over 13,060 housing units and approximately 1,580 jobs.
- Other remaining intensification areas are anticipated to accommodate between 2,600 and 12,000 housing units.
- The average number of people and jobs per hectare ranges from 962 in the Central Oshawa P.M.T.S.A. to 260 in the Simcoe Street South and Harbour Road area, resulting in an overall average of 457 people and jobs per hectare. It is important to note that these figures represent only the averages for lands identified for intensification, including redevelopment and development of vacant parcels, and do not reflect the overall average across the entire intensification area. Existing uses not identified for intensification (e.g., occupied uses not identified for redevelopment and parkland) may bring down the average people and jobs density average of the entire intensification area.

Figure 11: City of Oshawa Housing Unit and Non-Residential G.F.A. Potential within Intensification Areas

Intensification Areas	Medium-Density Housing Units	High-Density Housing Units	Total Housing Units	Share of Housing Unit Potential	Commercial G.F.A. (sq m)	Jobs <sup>[1]</sup>	Share of Non-Residential G.F.A. Potential
Central Oshawa P.M.T.S.A.	620	37,600	38,220	32%	222,930	6,030	46%
Central Oshawa Core Area	10	16,630	16,640	14%	20,340	550	4%
Taunton Road East Corridor	1,150	15,270	16,410	14%	58,510	1,580	12%
Thorton's Corners P.M.T.S.A.	590	12,460	13,060	11%	58,480	1,580	12%
King Street West Corridor	960	10,670	11,620	10%	46,760	1,260	10%
Bloor Street Corridor	80	7,230	7,300	6%	42,250	1,140	9%
Simcoe Street North and Taunton Road	170	5,690	5,860	5%	18,200	490	4%
Simcoe Street North Corridor	-	3,170	3,170	3%	6,020	160	1%
King Street East Corridor	230	2,770	3,000	3%	8,200	220	2%
Simcoe Street South and Harbour Road	320	2,240	2,560	2%	3,670	100	1%
<b>Total Intensification Areas</b>	<b>4,110</b>	<b>113,730</b>	<b>117,840</b>	<b>100%</b>	<b>485,400</b>	<b>13,110</b>	<b>100%</b>

<sup>[1]</sup> Excludes work at home employment. Employment based on G.F.A. at one job per 37 sq m. Source: Figures have been rounded. Watson & Associates Economists Ltd.

## 4.4 Summary of Intensification Potential

### 4.4.1 Total Housing Unit Intensification Potential

Figure 12 presents a summary of intensification opportunities within the identified areas, drawing on the methodology previously outlined and the number of housing units associated with approved development applications. As previously discussed, the Consultant Team included only approved applications from the active development pipeline, as these represent confirmed projects that are unlikely to change. Proposed applications were grouped and

assessed alongside remaining vacant parcels and redevelopment sites to evaluate their potential for future intensification.

The analysis indicates that Oshawa’s intensification areas have the capacity to accommodate approximately 117,840 housing units. Of this total, 4,110 units are suitable for medium-density housing, while the remaining 113,730 units are intended for high-density housing forms. One of the main objectives of the analysis was to support a broad range of housing types, including townhouses, stacked townhouses, low-rise apartments, and high-rise apartments. As previously discussed, the analysis did not apply the maximum permitted densities established in the City’s policy framework. Instead, the approach was focused on providing a variety of housing options that reflect projected demand and respect the surrounding local context, ensuring appropriate transitions to existing low-density neighbourhoods.

**Figure 12: City of Oshawa Housing Unit Potential within Intensification Areas, 2025**

Intensification Opportunities	Medium-density <sup>[1]</sup>	High-density <sup>[2]</sup>	Total Housing Units	Share of Housing Units
Approved Applications	270	19,450	19,720	17%
Other Intensification Opportunities	3,840	94,280	98,120	83%
<b>Total Intensification Potential</b>	<b>4,110</b>	<b>113,730</b>	<b>117,840</b>	<b>100%</b>
<b>Housing Mix (%)</b>	<b>3%</b>	<b>97%</b>	<b>100%</b>	<b>-</b>

[1] Includes back-to-back townhouses and street townhouses.

[2] Includes stacked townhouses and apartments.

The above figure has been rounded.

Source: Approved applications derived from City of Oshawa development applications by Watson & Associates Economists Ltd. Other intensification opportunities based on intensification potential on vacant lands and redevelopment based on an analysis by Watson & Associates Economists Ltd., 2025.

Based on Figure 12, the intensification areas identified have the potential to accommodate approximately 117,840 units, far exceeding the demand forecast of 22,000 units between 2025 and 2056. As discussed earlier, the B.U.A. is forecast to accommodate an additional 5,800 medium-density units between 2025 and 2056. While the potential for 4,110 medium-density units has been identified within the intensification areas, there is still a greater opportunity to accommodate townhouses throughout the B.U.A. As mentioned previously, the maximum permitted densities based on the zoning could be utilized to accommodate a greater number of townhouses. Furthermore, there are other opportunities to accommodate townhouse development in the B.U.A., outside the identified intensification areas, based on additional lands with development applications and redevelopment potential that have not been assessed in this report. Viewed through a missing-middle lens, the identified high-density surplus can be partially redirected by refining zoning to enable more medium-density forms such as

multiplexes, stacked townhouses, and small apartments in appropriate B.U.A. locations, thereby rebalancing supply toward feasible ground-related and low- to mid-rise options.

#### 4.4.2 Total Non-Residential G.F.A. Potential

As previously discussed, the Consultant Team examined opportunities for non-residential G.F.A. within Oshawa’s intensification areas. The analysis focused on identifying G.F.A. that would sustain the commercial function of existing retail and service areas, while also introducing new opportunities to serve the anticipated local population. It is important to clarify that the objective should not be to preserve the existing quantity of commercial G.F.A., but rather to maintain and evolve its functional role. Much of the current commercial built form is oriented toward automobile access and designed to attract regional customers. As intensification progresses, commercial spaces should transition toward formats that are better integrated with the surrounding urban fabric and responsive to the needs of a more localized, pedestrian-oriented customer base. This approach supports a more context-sensitive and sustainable urban structure, ensuring that commercial uses remain viable and relevant within a changing cityscape.

Figure 13 provides a summary of the non-residential G.F.A. potential and corresponding job potential within the intensification areas. As summarized in Figure 13, the intensification areas have the potential to accommodate approximately 485,400 sq m (5,225,000 sq ft.) and approximately 13,120 jobs based on one job per 37 sq m of commercial G.F.A.<sup>17</sup>

Figure 13: City of Oshawa Non-Residential G.F.A. and Job Potential within Intensification Areas, 2025

Intensification Opportunities	Commercial G.F.A. sq m	Estimated Jobs
Non-Residential Potential	485,400	13,120

Watson & Associates Economists Ltd., 2025.

<sup>17</sup> The 13,140 represents the job potential within the Intensification Areas from a capacity perspective. As identified in Chapter 3, there are 11,370 jobs forecast within the B.U.A. between 2025 and 2056. This implies that there are additional opportunities within the intensification areas to accommodate growth post-2056. Furthermore, there are opportunities within the B.U.A., but outside of the Intensification Areas, to accommodate employment growth within and beyond the 2056 planning horizon.

## 5 Policy Recommendations

Building on the policy options and recommendations identified in the L.N.A., the purpose of this chapter is to identify key policy recommendations to strategically direct intensification and development within the City's existing B.U.A. Developing strong policies for intensification will ensure that growth is coordinated with infrastructure and land use compatibility, while contributing to the achievement of complete communities. The recommendations address legislative conformity and best practice requirements, while also being driven by technical analysis completed for this report.

Intensification in the context of this report means residential growth within the B.U.A., where development of different uses and densities has already occurred. Intensification can occur through different means, including redevelopment of existing building stock, development on vacant lots, or infill development. The various intensification areas that have been assessed through this G.M.S. are presented in Chapter 4 of this Report.

The policy **recommendations** are intended to be in accordance with the Planning Act and consistent with the P.P.S. Policy **options** are not necessary for conformity but build on identified opportunities and are provided for the City's consideration as it moves forward with the Oshawa O.P.R.

### 5.1 Intensification Target

The City of Oshawa's existing B.U.A. can accommodate significant population and job growth through redevelopment and development at higher densities than the existing development pattern. Through a range of redevelopment opportunities, the development of vacant and/or underutilized lots, infill development, and the expansion or conversion of existing buildings, it is anticipated that the City's overall land needs for growth will be impacted by the rate of intensification that occurs in the B.U.A.

Subsection 5.1.14 of Envision Durham requires Area Municipal O.P.s to include intensification strategies that implement intensification targets, including minimums that are specified in the R.O.P. It is noted that the Envision Durham target is a minimum and that local municipalities may determine that a higher target is locally appropriate.

The in-effect O.O.P. sets a minimum intensification target of all new residential units to occur within the City's B.U.A., in order for the City to contribute to the Region's previous overall intensification target of 40% (Oshawa O.P., Policy 1.7).

The following draft recommendations are offered regarding intensification targets:

**Recommendation:** It is recommended to set a City-wide intensification target that 50% of residential growth to 2056 occur within the B.U.A.

**Recommendation:** Centralize City-wide intensification goals and policies in a chapter devoted to growth management, along with other growth-related policies.

**Option:** Consider introducing monitoring policies to track growth through intensification at a city-wide level, as well as across different areas within the City structure. This monitoring can inform the City on its progress toward its overall intensification target, but also how well the City structure and hierarchy of development is being implemented. For example, closely monitoring development across the City's S.G.A.s can provide information on whether the City is achieving higher densities and unit counts and where intensification may need to be further encouraged.

## 5.2 Delineate Intensification Areas

A key component of managing growth and development in the City is identifying locations for intensification. The Province directs planning authorities to identify and focus growth and development in S.G.A.s, which are intended to accommodate significant population and employment growth and serve as focal areas for education, commercial, recreational, and cultural uses (P.P.S., Policies 2.4.1.1 and 2.4.1.2). S.G.A.s should be planned to accommodate and support the transit network and provide connections between transit types, and to support affordable, accessible, and equitable housing (P.P.S., Policy 2.4.1.2).

Envision Durham contemplates that a substantial share of new residential and employment growth should be directed to S.G.A.s, including Urban Growth Centres (major mixed-use nodes planned to accommodate high-density residential, employment, and transit-oriented development), Regional Centres, M.T.S.A.s, P.M.T.S.A.s, and Rapid Transit Corridors (Durham R.O.P., Policy 5.1.8). Intensification and redevelopment are also directed towards other nodes and corridors, including Rural Regional Centres, Regional Corridors, Local Centres, and Local Corridors. Each of these locations for intensification, redevelopment and growth has specific roles and minimum density targets identified by the Region.

Envision Durham directs that municipalities must plan for S.G.A.s by delineating their boundaries, setting out appropriate land use designations, minimum residential and employment density targets, and setting minimum and maximum building heights (Durham R.O.P., Policy 5.2.6). The S.G.A. targets identified by Envision Durham are shown in Figure 14, below:

Figure 14: Envision Durham Strategic Growth Areas and Associated Density Targets

Strategic Growth Area	Minimum Transit Supportive Density Target (people and jobs per gross hectare)
Urban Growth Centres	200
Regional Centres (located along the Rapid Transit Corridor)	150
Regional Centres (located off the Rapid Transit Corridor)	100-150
P.M.T.S.A.s	150*
Rapid Transit Corridor	150

\*The Oshawa GO/VIA P.M.T.S.A. will be planned to achieve a minimum density target of 25 people and jobs per gross hectare.

The current O.O.P. establishes a hierarchical structure of Central Areas within the Major Urban Area, which serve as focal points of activity and growth. These areas are intended to support compact, mixed-use, and well-designed development that accommodates residential and employment growth. The hierarchy includes two Main Central Areas, two Sub-Central Areas, three Community Central Areas, and several Local Central Areas.

- Downtown Main Central Area:** Lands within the Downtown Oshawa Urban Growth Centre component of the Downtown Main Central Area are targeted for a minimum density of 200 residents and jobs per gross hectare and an F.S.I. of 3.0. Lands within the Downtown Main Central Area but outside of the Downtown Oshawa Urban Growth Centre are intended to be developed as a transit-oriented community with a density of 75 units per gross hectare and an F.S.I. of 2.5. A portion of these lands, however, constitutes the Central Oshawa P.M.T.S.A., which, once approved by the Province, will require development at a minimum density of 175 residents and jobs per gross hectare.
- Windfields Main Central Area:** Lands located near Simcoe Street North and Winchester Road are centred on a future transit station at the Simcoe Street North/Highway 407 East interchange. These lands are intended to be developed as a transit-oriented community with a density of 75 units per gross hectare and an F.S.I. of 2.5.
- Sub-Central Areas** are shown as an overlay boundary and planned to support the Major Urban Area, functioning like Main Central Areas with a mix of uses and compact development, but on a smaller scale. These areas are intended to achieve an overall long-term target of at least 30 residential units per gross hectare and an F.S.I. of 2.0.
- Community Central Areas** are shown as overlay boundaries and intended to support surrounding residential communities. They are intended to develop and operate similarly to Sub-Central Areas but on a smaller scale. These areas are intended to achieve an overall long-term target of at least 24 residential units per gross hectare and an F.S.I. of 1.5.

- **Local Central Areas** are conceptually shown as nodes and planned to support the day-to-day needs of the residents in the surrounding residential neighbourhoods and should develop and function similarly to the Community Central Areas, but at a smaller scale. These areas are intended to achieve an overall long-term target of at least 24 residential units per gross hectare and an F.S.I. of 1.0.

In addition to the Central Areas hierarchy, the O.O.P. also identifies Regional and Local corridors. A minimum target of 60 residential units per gross hectare (24 residential units/gross ac.) and an F.S.I. of 2.5 is planned along Regional Corridors. A minimum target of 30 residential units per gross hectare (12 residential units/gross ac.) and an F.S.I. of 2.0 is planned along Local Corridors. Schedule A-2 of the O.O.P. identifies additional intensification areas which have site-specific development criteria, including density targets.

The City of Oshawa's O.P.A. 233 was adopted by Council on June 23, 2025 and is currently before the Province for approval. O.P.A. 233 establishes various minimum density targets throughout the City's P.M.T.S.A.s as follows:

- 175 people and jobs per gross hectare for the Central Oshawa P.M.T.S.A.
- 150 people and jobs per gross hectare for the Thornton's Corners P.M.T.S.A.
- In both cases, the target is 25 jobs per gross hectare.

Overall, the O.O.P. delineation of S.G.A.s or intensification areas is not aligned with Envision Durham. Furthermore, Envision Durham establishes a hierarchy of S.G.A.s, with some being considered for higher rates of growth than others. Lastly, there is variation between the nomenclature used in Envision Durham and the O.O.P. regarding S.G.A.s and intensification areas, resulting in some discrepancy when interpreting the two land-use planning frameworks. It is important to note that the City is afforded an opportunity through its O.P.R. to further refine the intensification areas, which have been contemplated through this G.M.S., with the methodology and approach for doing so being presented in section 4.1 of this Report.

The following draft recommendations are offered regarding delineation of the intensification areas:

**Recommendation:** Establish minimum density targets within the City's various intensification areas, including S.G.A.s, that are consistent with Envision Durham, unless otherwise amended by the City (e.g., O.P.A. 233).

**Recommendation:** Establish a hierarchy of S.G.A.s and intensification areas as part of the City's urban structure as the location of the highest and most concentrated growth with the greatest mix and range of land uses, including everyday amenities, jobs, services, and transit, while enhancing walkability and connectivity. The hierarchy may be based on Envision Durham, for example:

- Urban Growth Centres (Downtown Oshawa)

- P.M.T.S.A.s (Central Oshawa and Thorntons Corners)
- Regional Centres (Downtown Main Central Area and Windfields Main Central Area)
- Rapid Transit Corridor (King Street and Simcoe Street)

**Recommendation:** Prioritize S.G.A.'s and intensification areas to accommodate residential growth through development, redevelopment, and infill, and further infrastructure improvement within these areas that includes the provision of servicing, transit, and transportation networks.

**Recommendation:** In accordance with Envision Durham, apply the higher density target where the boundaries of two or more S.G.A.s coincide or overlap with each other or with another designation (Durham R.O.P., Policy 5.2.4).

**Option:** Consider additional intensification areas beyond those identified in Envision Durham. Further, consider consolidating the Central Areas into the Region's S.G.A. framework, where both apply or consider more broadly applying the S.G.A. overlay to lands identified as Central Areas. Integrating density targets into one framework would support streamlined implementation and monitoring.

**Option:** If the Central Areas framework is carried over into the new O.O.P., consider utilizing the same unit of measurement (people and jobs per gross hectare) across S.G.A.s and Central Areas.

### 5.3 Intensification Areas and Built Form

Section 5.2 has recommended several intensification areas within the City, which reflect the analysis undertaken in this G.M.S. as presented in Chapter 4, and builds on the direction established by Envision Durham. Intensification areas are where the focus of growth and development should be targeted to achieve intensification and housing objectives. These areas are locations which offer the potential for complete communities with access to existing or planned transit, community amenities, and infrastructure to support higher-density and mixed-use development.

While further analysis of existing conditions and infrastructure capacity is required, these areas should have density ranges and built form policies that encourage compact development, contribute to the efficient use of land, and advance the City's growth management objective as a complete community.

The O.O.P. establishes some built form policies in various land use contexts, establishing development criteria such as building heights and F.S.I. Many municipalities throughout Ontario are increasingly incorporating building height policies to help ensure that growth management targets are met and that the urban design vision is realized.

The Intensification Strategy undertaken through this G.M.S. identified that Oshawa would be able to support future residential growth as permitted based on existing as-of-right development permissions (i.e., Zoning By-law 60-94). Maximum heights in the S.G.A.s can

thus be driven by urban design objectives and market forces, rather than setting tall maximum permitted heights, allowing the built form of S.G.A.s to evolve over time and be more responsive to surrounding land use contexts. Establishing height permissions within the O.O.P. (where minimum or maximum) may preclude certain low-density uses, but can help ensure that a baseline level of residential intensification is facilitated.

The following draft recommendations are offered regarding intensification targets and built form:

**Recommendation:** Carry forward O.P.A. 233, which, among other matters, establishes a detailed height and density framework for the Central Oshawa P.M.T.S.A. and Thornton's Corners P.M.T.S.A.

**Consider:** Establish policies that direct built form expectations within the S.G.A.s, as informed by work undertaken through the O.P.R. and associated studies, to determine development criteria (i.e., heights and densities) to meet the City's intensification targets. Servicing, transportation, land use compatibility, and other matters may also inform built form policies established in the new O.P. and are best contemplated through future study to further augment the findings of this G.M.S. O.P.A. 233 establishes a framework that may be adapted to other intensification areas within the City for this purpose.

## 6 Conclusions

The Intensification Strategy demonstrates that the City of Oshawa has sufficient capacity within its existing B.U.A. to accommodate forecast population and employment growth to 2056. Through analysis of identified intensification areas, S.G.A.s, and P.M.T.S.A.s, the findings confirm that the City can achieve and sustain its 50% intensification target, consistent with the broader growth framework established through Envision Durham and the City's G.M.S. The results reinforce the continued role of the B.U.A. as the focus for higher-density housing and mixed-use development, supported by proximity to established infrastructure, community amenities, and transit corridors.

The assessment identifies a substantial supply of potential intensification opportunities across a range of locations and built forms. This includes active development applications, vacant parcels, and underutilized sites that collectively provide sufficient capacity to accommodate forecast growth. While recent trends indicate an ongoing shift toward compact housing forms, there remains a need to encourage a more balanced mix of housing to support affordability, demographic change, and long-term market stability. Additionally, opportunities for medium-density development can continue to be identified outside the defined intensification areas, particularly in locations with suitable infrastructure, transit access, and existing and planned community amenities. These areas will play a crucial role in expanding housing options and achieving a more equitable distribution of growth throughout the urban area.

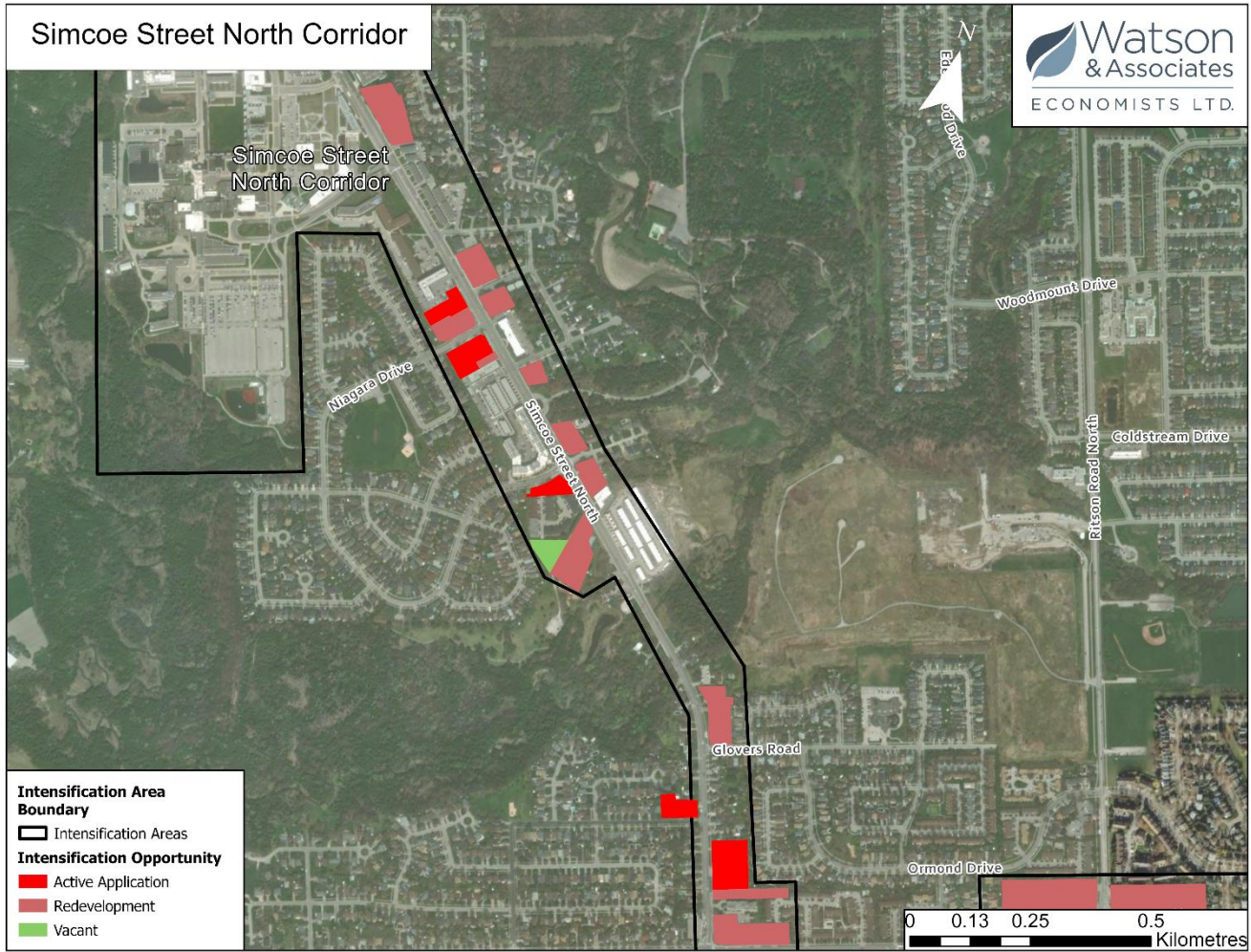
Together with the findings of the L.N.A. and E.L.S., this Intensification Strategy provides a comprehensive basis for managing growth within the City's existing and future urban structure. Intensification represents a fiscally and environmentally sustainable approach to accommodating growth, allowing the City to leverage existing infrastructure investments, strengthen its urban cores and corridors, and support transit-oriented, complete community development.

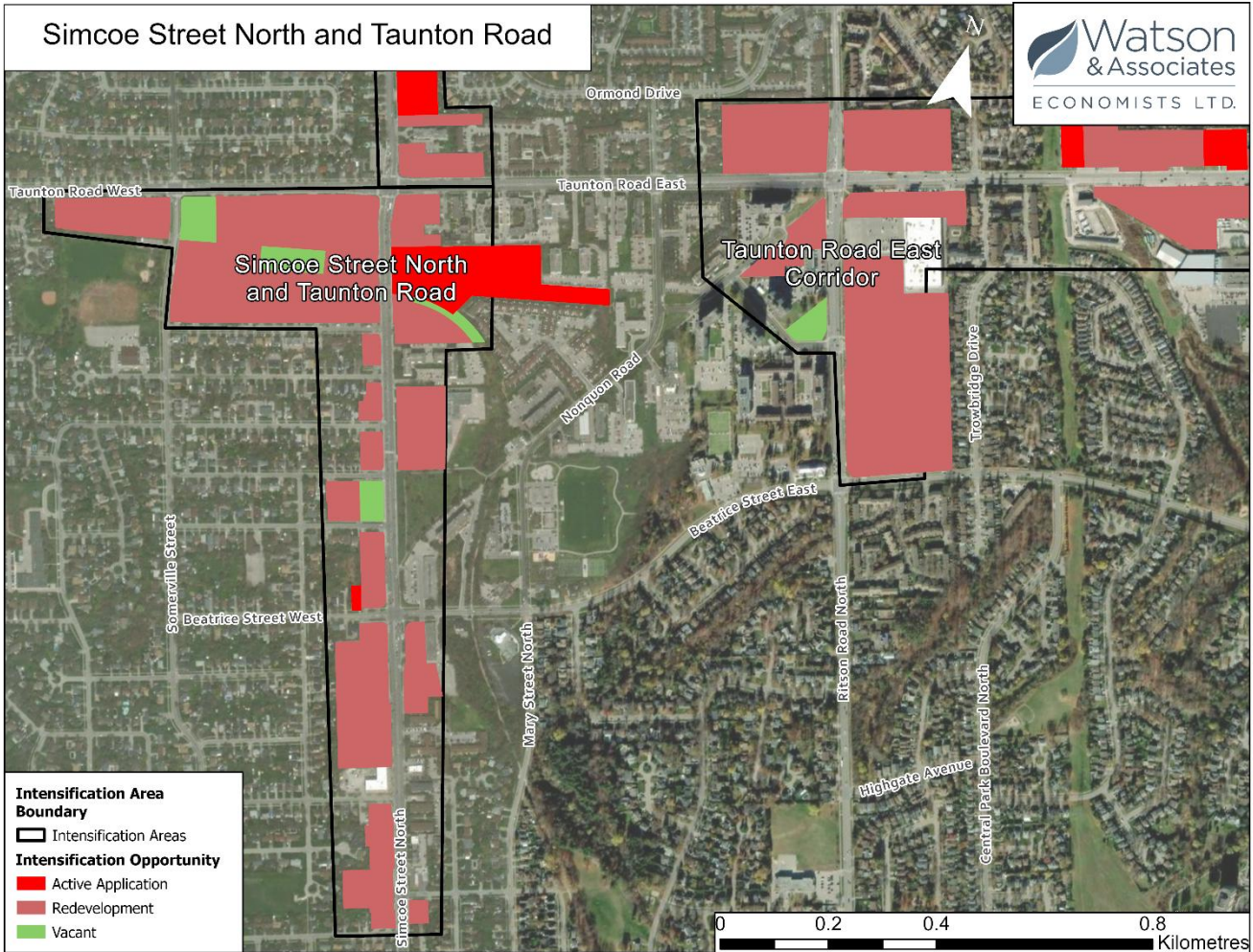
The implementation of this Intensification Strategy will depend on continued coordination across municipal departments and with external partners to align land-use, infrastructure, and design objectives. Ongoing monitoring of intensification activity will help ensure that development patterns remain consistent with City objectives and that policies continue to respond effectively to market conditions and infrastructure capacity. Through a balanced and locally informed approach, Oshawa is well-positioned to direct growth efficiently within its existing boundaries while advancing the long-term vision of a compact, connected, and livable city.

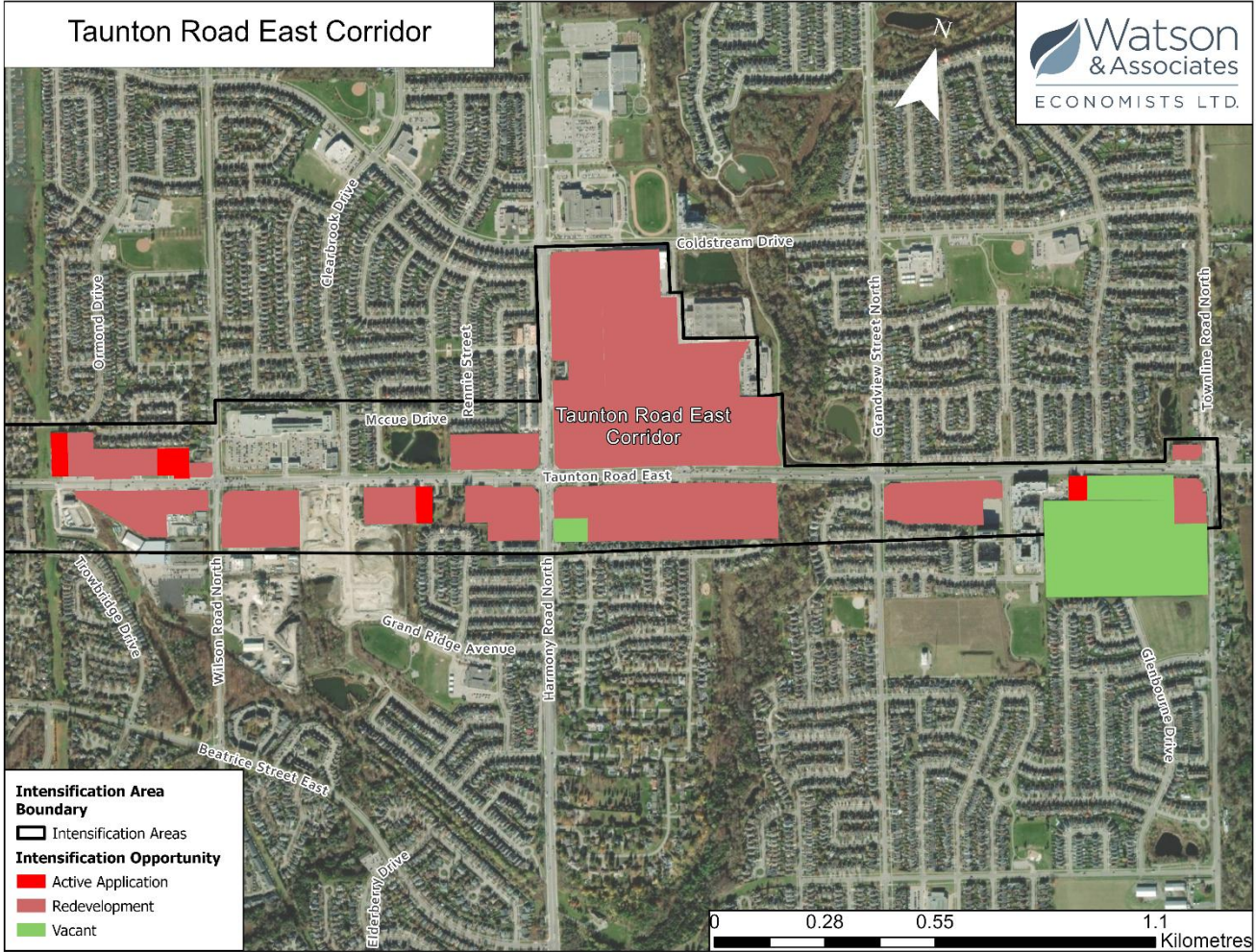
## 7 Acronyms & Abbreviations

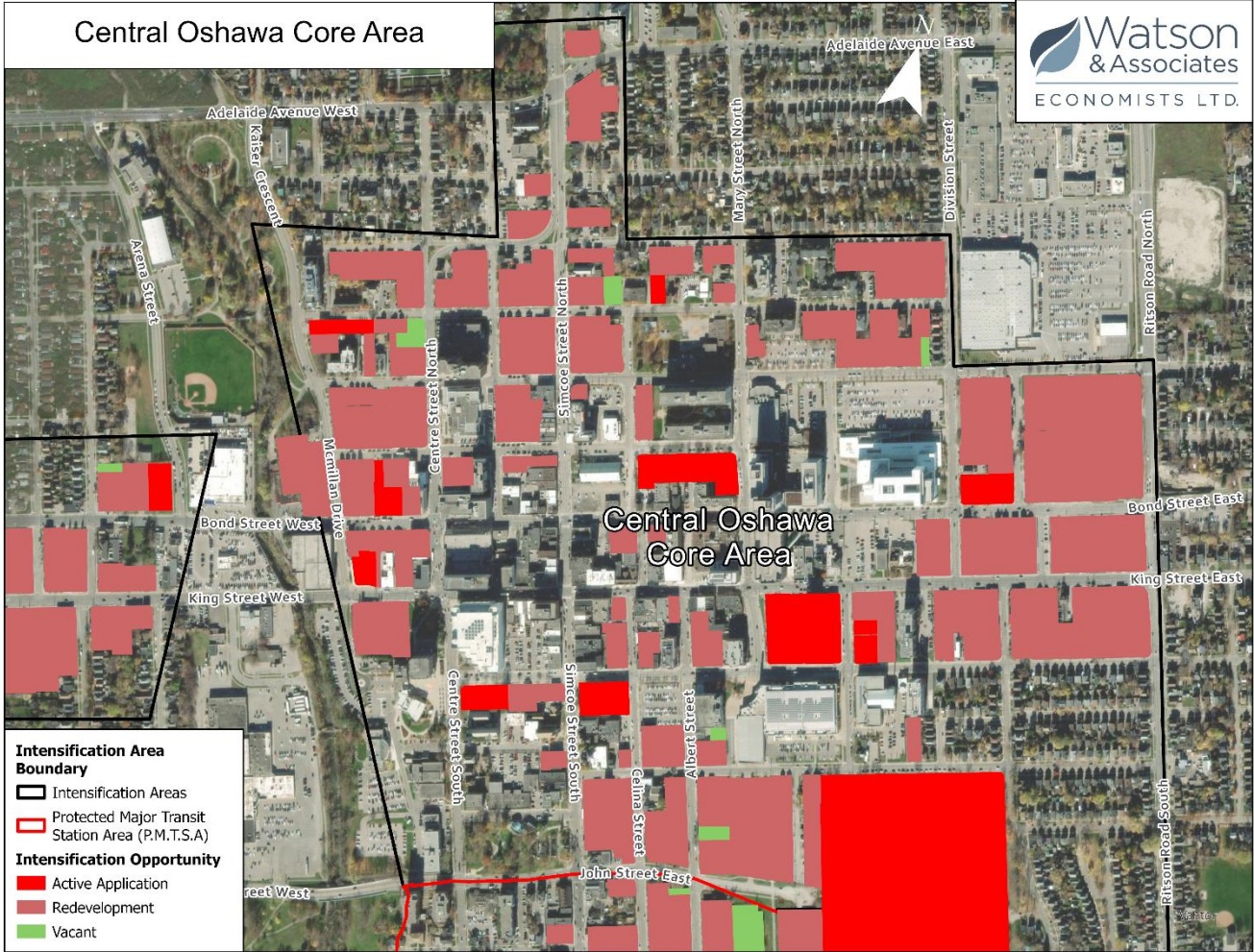
- Background Discussion Paper (B.D.P.)
- Built-Up Area (B.U.A.)
- Canada Mortgage and Housing Corporation (C.M.H.C.)
- Designated Growth Area (D.G.A.)
- Employment Lands Strategy (E.L.S.)
- Employment Strategy Technical Report (E.S.T.R.)
- Floor Space Index (F.S.I.)
- Gross Floor Area (G.F.A.)
- Greater Toronto Area (G.T.A.)
- Greater Toronto and Hamilton Area (G.T.H.A.)
- Growth Management Study (G.M.S.)
- Housing Intensification Study Technical Report (H.I.S.T.R.)
- Land Needs Assessment (L.N.A.)
- Major Office Employment (M.O.E.)
- Major Transit Station Area (M.T.S.A.)
- Ministry of Municipal Affairs and Housing (M.M.A.H.)
- 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.)
- Regional Official Plan (R.O.P.)
- Strategic Growth Area (S.G.A.)

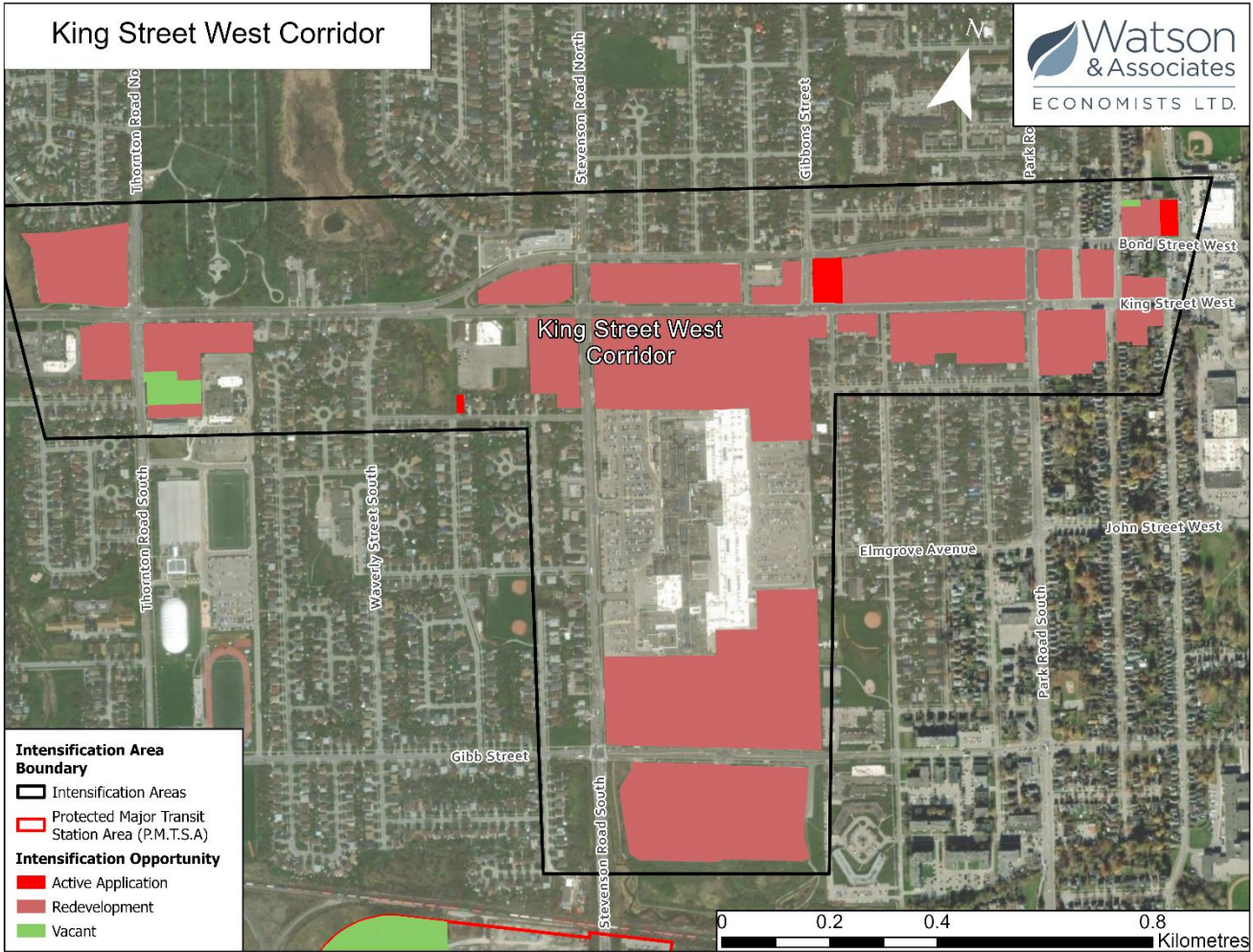
# Appendix A: Intensification Areas Supply Mapping











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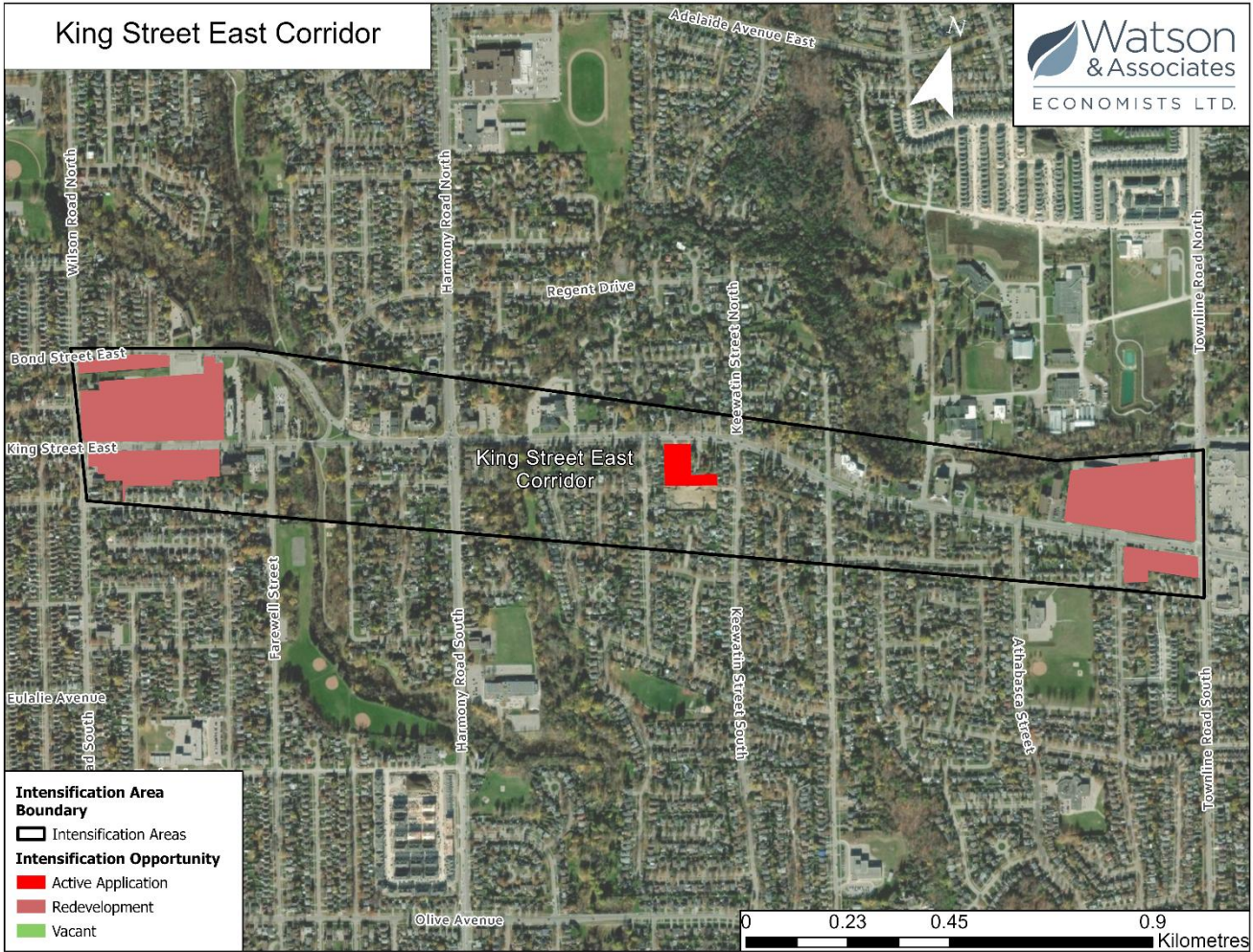
**Intensification Area Boundary**

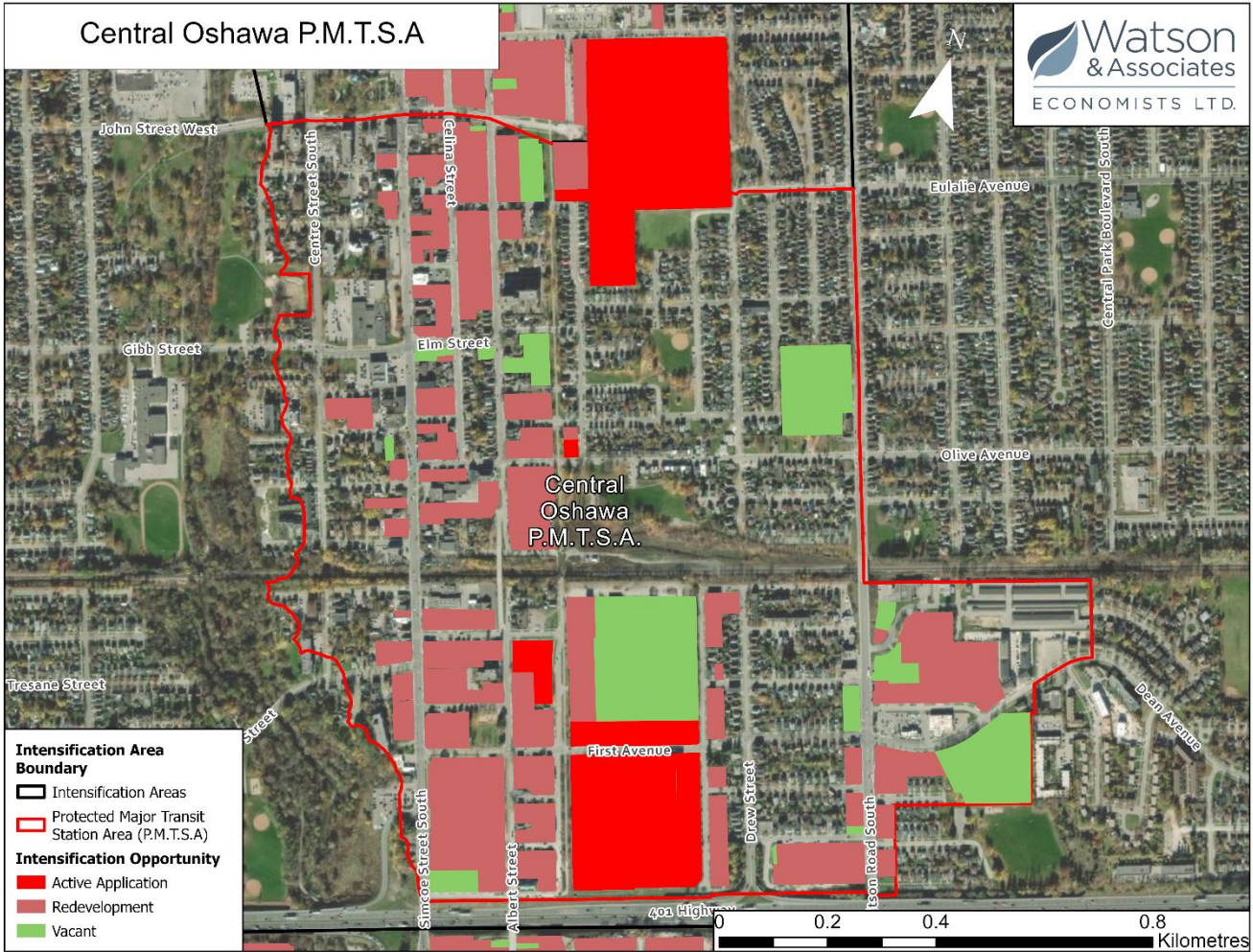
- Intensification Areas
- Protected Major Transit Station Area (P.M.T.S.A)

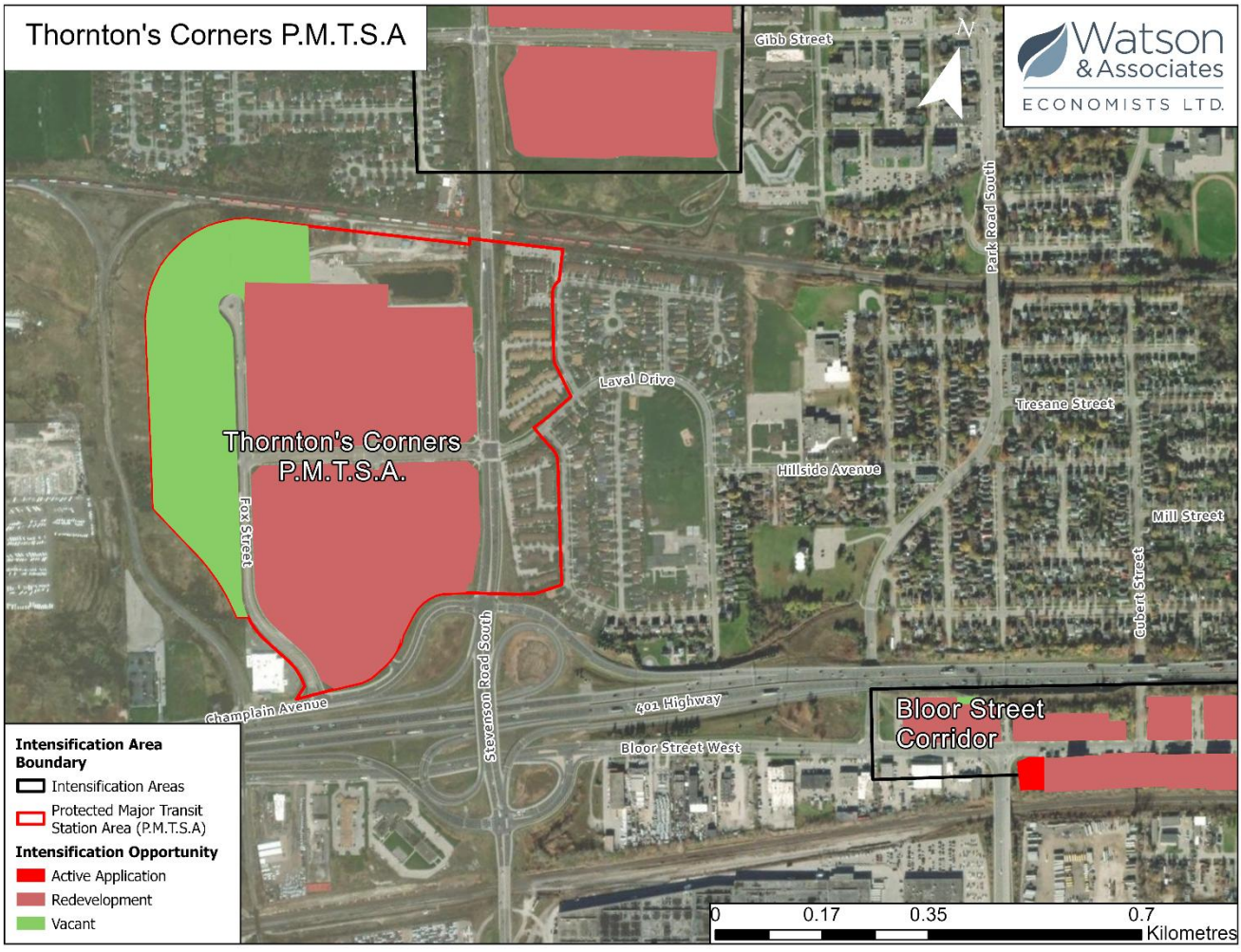
**Intensification Opportunity**

- Active Application
- Redevelopment
- Vacant

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Kilometres







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