Whitby

Phase 2 Official Plan Review

Background Summary Report: General Updates and Policy Considerations



April 2025

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1 Introduction



1.1 What is an Official Plan?

An Official Plan is a document that sets out a vision and policies to guide the growth and development of a municipality over the long term. At a high level, an Official Plan establishes the structure of a community and what type of land uses are permitted in different areas, including how much, where and what type of growth and development will occur. It provides policy direction on a wide range of topics relevant to the function and planning of a community, including parks, servicing, transportation, protection of lands for agricultural uses, protection of natural areas, urban design and sustainability, as well as policies related to the implementation of the Official Plan.

1.2 Why Undertake an Official Plan Review?

Under the requirements of the Planning Act of Ontario, every municipality is required to review and update their Official Plan every 5 years. Since the Official Plan for the Town of Whitby was last updated in 2018, the Town is required to undertake a review to update their Official Plan. Part of that process will include updates to the Official Plan to ensure consistency and conformity with Provincial legislation and policies, as well as Regional policies, specifically the adopted Region of Durham Official Plan (Envision Durham).

Envision Durham recently introduced a number of changes that are required to be reflected into the Town of Whitby's Official Plan, including the delineation of and establishment of policies for a Protected Major Transit Station Area (MTSA) around the Whitby GO Station, the identification of areas where growth is to occur, and an Urban Boundary expansion, primarily around Brooklin. Envision Durham was approved with modifications by the Minister of Municipal Affairs and Housing on September 3rd, 2024. Planning authority was removed from the Region of Durham on January 1st, 2025, and Envision Durham as it applies to the Town of Whitby became an Official Plan of the Town. Incorporating Envision Durham into the Town of Whitby Official Plan is part of the Official Plan Review and is discussed in this Focus Area 4 Report.

While the Official Plan Review is being undertaken as one comprehensive project, the updates to the Town of Whitby's Official Plan will happen via four Focus Areas, to be implemented as four separate Official Plan Amendments (OPAs):

> **Focus Area 1:** Updates related to the Protected Major Transit Station Area (PMTSA) located in and around the Whitby GO Station, as identified in Envision Durham. Protected Major Transit Station Areas are areas planned to

accommodate greater densities around a major transit station, such as a GO train station. It has been adopted through OPA 138.

Focus Area 2: Updates related to Strategic Growth Areas and other Nodes and Corridors. It has been adopted through OPA 139.

Focus Area 3: Updates related to the expansion of the Brooklin urban area as set out in Envision Durham.

Focus Area 4 (This Report): All other updates required to conform to upper-level policy and legislation.

The locations of where these four Focus Areas or OPAs will apply is identified on **Figure 1**.

1.3 Purpose of this Report

The purpose of this report is to identify policy changes required to be incorporated into the updated Whitby Official Plan, based on a review of Provincial legislation and policies, Regional policies and local polices and other applicable documents. This report summarizes the background information related specifically to Focus Area 4, being general updates to the Whitby Official Plan outside of the PMTSAs, Strategic Growth Areas and the Brooklin Expansion Area. Focus Areas 1, 2 and 3 are discussed in detail under separate reports.

This report is outlined as follows:

Section 1 is the introduction.

Section 2 highlights Official Plan updates required based on Provincial legislation and policy changes other than those for PMTSAs, Strategic Growth Areas and Other Nodes and Corridors.

Section 3 highlights Official Plan updates required based on Envision Durham regarding general policy updates excluding those related to PMTSAs, Strategic Growth Areas and the Brooklin Expansion Area.

Section 4 highlights Official Plan updates required to streamline and clarify the Official Plan.

Section 5 summarizes relevant information from Whitby's Community Strategic Plan.

Section 6 summarizes the recommended policy considerations.

Section 7 provides next steps.

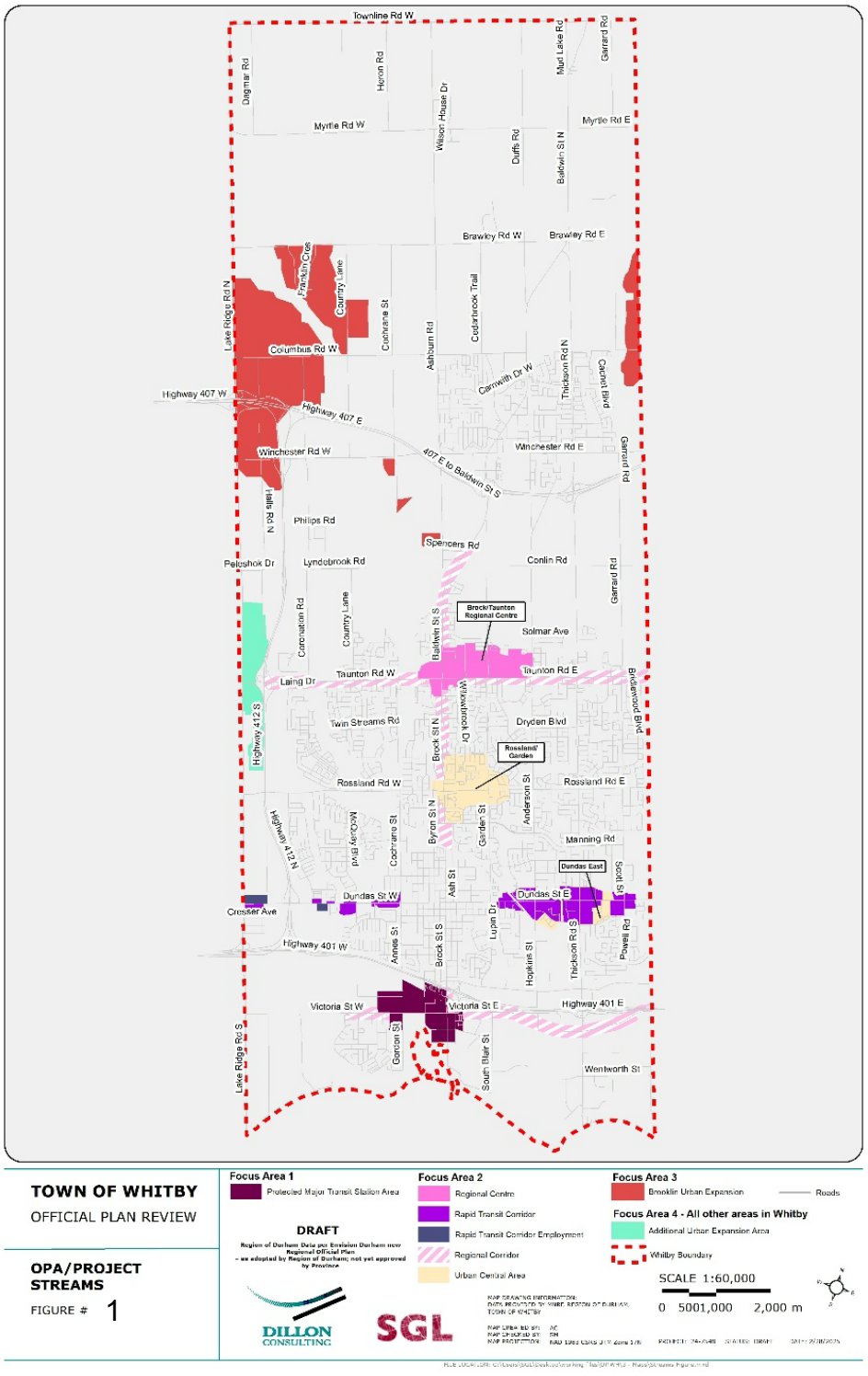
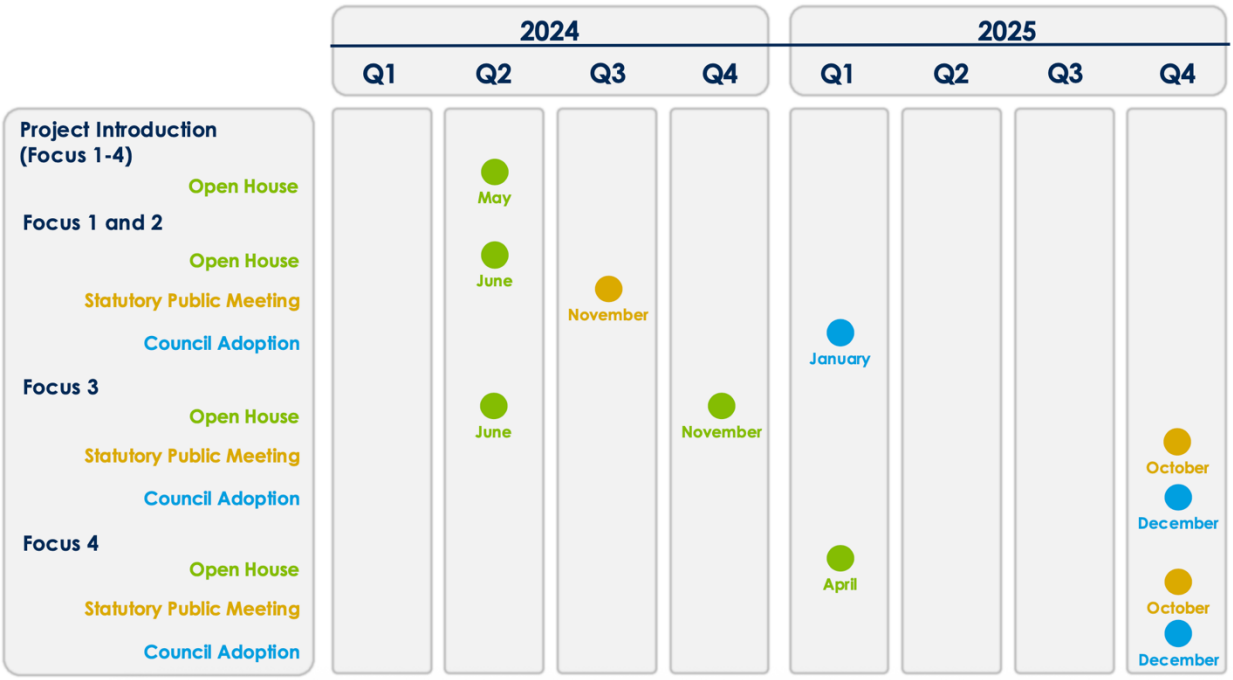


Figure 1: Official Plan Review Focus Areas

1.4 Project Schedule

The project schedule for all Focus Areas is shown in the following schedule.



2 Provincial Legislation and Policy



The authority to regulate land use in Ontario is established by the Planning Act. Recent updates to the Planning Act are considered as part of the Official Plan Review to ensure conformity with the Act, as is the new Provincial Planning Statement, 2024. The description of the legislation in this report does not focus on changes to policy and legislation relevant to Focus Area 1- Protected Major Transit Station Areas (MTSAs), Focus Area 2 - Strategic Growth Areas and Other Nodes and Corridors and Focus Area 3 – Brooklin Expansion Area. For other information on policy and legislation changes relevant to those Focus Areas 1, 2 and 3 of the Official Plan review, please see the other background reports.

2.1 Bill 108

The Bill 108, *More Homes, More Choices Act,* 2019, was approved and received Royal Assent on June 6, 2019. Bill 108 implemented changes to a number of acts including the *Planning Act* and the *Conservation Authorities Act*.

Planning Act Changes

The following sub themes highlight updates introduced to the Planning Act by Bill 108 related to Streams/OPAs 3 and 4.

Additional Residential Units
Bill 108 permits up to two residential units in a house or a second unit in an ancillary building, however this permission was later updated again through Bill 23; which is addressed later in Section 2.3 of this Report.

Timelines
Significant changes introduced by Bill 108 were the changes to the timelines for making a decision on a development application. These changes influence the circulation period of development applications and require Council decision within new prescribed timelines. Although the new timelines affect the Town's processing of applications, application timelines are typically not addressed in Official Plans. Therefore, no changes are proposed to the updated Official Plan.

Parkland Dedication
Bill 108 also introduced changes to the parkland dedication requirement by implementing an alternative rate that can be considered, as well as setting out a maximum rate for dedication that can be applied to larger sites.

Updates to the parkland dedication section in the updated Official Plan would be required should the alternative rate be desired.

Heritage Act Changes

Bill 108 made changes to the Heritage Act by requiring municipalities to include the legal description, name and address of the owner, as well as an explanation of heritage value or interest within their Municipal Heritage Registers. Bill 108 also introduced changes regarding notice of adding a property to a Register and consideration related to objections. Bill 108 introduced appeal rights to the Ontario Land Tribunal for designation decisions and decisions on alterations to a designated property; objections to which were previously heard by the Conservation Review Board.

Appeal rights, statutory notices and the required information to be included in a Municipal Heritage Register are typically not included within an Official Plan; so, no changes to the Official Plan are proposed.

2.2 Bill 109

The Bill 109, *More Homes for Everyone Act,* 2022 was approved and received Royal Assent on April 14, 2022. Bill 109 implemented changes to a number of acts, including the *Planning Act.*

Planning Act Changes

<u>New Powers for Minister</u>
Bill 109 provides new powers for the Minister such as permitting the Minister to refer plans to the Ontario Land Tribunal (OLT) for a recommendation or a decision. It also enables the Minister to set out rules for when the Minister can suspend the appeal period for a failure to make a decision.

The powers of Minister are set out in the *Planning Act* and do not need to be included in the Town's updated Official Plan.

<u>Community Benefit Charges</u>
Bill 109 provides direction that if a municipality passes a Community Benefits Charge (CBC) By-law the CBC shall be reviewed every five (5) years. A CBC may be introduced to fund the capital costs of any public service associated with new growth, including parkland, if those costs are not already recovered from development charges and parkland provisions.

<u>Site Plan</u>
Bill 109 introduced several changes related to Site Plan Approval applications including requiring a pre-consultation meeting prior to submitting a Site Plan Approval application; that the supporting material and application requirements of a Site Plan Approval application be consistent with the Official Plan and/or Zoning By-law Amendment application; and changes to Site Plan Approval review timelines, as well as delegating

Site Plan Approval decisions to municipal staff. However, Bill 185 rescinded certain requirements of pre-consultation.

Appropriate changes should be incorporated into Section 10 - Implementation and Interpretation of the updated Official Plan to appropriately capture the changes to the Site Plan Approval process and pre-consultation processes. As noted previously, changes to approval and review timelines are not typically included in an Official Plan.

2.3 Bill 23

The Bill 23, *More Homes Built Faster Act,* 2022, was approved and received Royal Assent on November 28, 2022. Bill 23 implemented changes to a number of acts including but not limited to the *Development Charges Act, Heritage Act,* and the *Planning Act.*

Planning Act Changes

New Minister Powers
New powers are provided to the Minister to amend an Official Plan, however as previously mentioned, this is not included in an Official Plan.

Community Benefit Charges
For municipalities that have passed a Community Benefit Charges By-law, Bill 23 enables a landowner advancing a development to provide the municipal facilities, services or other matters that are required as a result of the redevelopment. Bill 23 also stipulates the maximum contribution for Community Benefit Charges.

These details can be considered through a Community Benefit Charges By-law rather than an Official Plan.

Site Plan
Bill 23 revises the scope of Site Plan Control areas by exempting residential buildings that contain 10 or less units and removing exterior design as a matter of Site Plan Control.

Section 10.1.11 - Site Plan Control of the Whitby Official Plan will need to be updated to introduce and reflect these changes.

Public Notice
Bill 23 removes the requirement of a public meeting for Draft Plan of Subdivision approvals.

Appropriate changes to the Official Plan will be required to reflect legislative changes.

Additional Residential Units
The amendment requires municipal Official Plans and Zoning By-laws to permit three (3) residential units per lot with municipal services.

The Official Plan policies have been revised through OPA 143 to be consistent with legislative changes regarding additional residential units.

Parkland
Bill 23 sets out maximum parkland dedication amounts based on the type of development or redevelopment. It also provides an alternative requirement for parkland conveyances and payments in lieu.

The Whitby Official Plan should be updated to introduce these policy changes with respect to parkland dedication.

Upper and Lower Tier Planning Authority
Bill 23 removes the planning responsibilities of upper-tier municipalities which includes the County of Simcoe as well as the Regions of Durham, Halton, Niagara, Peel, Waterloo and York. Durham Region lost its planning responsibilities on January 1, 2025. Envision Durham as it applies to lands within the Town of Whitby is also now an Official Plan of the Town, and as part of the Official Plan Review applicable policies will be subsumed into the Town's Official Plan.

Heritage Act Changes

New Criteria for Designation and Heritage Conservation Districts
Bill 23 requires that additional criteria be met for designating a property or designating a Heritage Conservation District.

Section 6.1 - Cultural Heritage Resources and Archaeological Resources of the updated Official Plan should be updated to reflect the new requirement for additional criteria.

Municipal Heritage Register
Bill 23 also changes how a municipality manages their Municipal Heritage Register, specifically requiring the removal of a property in the following instances after a notice of intention is circulated: if Council withdraws notice; Council does not pass a By-law to designate within 120 days of circulating notice of intention; or where the Ontario Land Tribunal repeals a By-law or directs a By-law to be repealed.

Section 6.1 - Cultural Heritage Resources and Archaeological Resources of the updated Official Plan can be updated to reflect this change.

2.4 Bill 97

Bill 97, *Helping Homebuyers, Protecting Tenants Act*, 2023 was approved and received Royal Assent on July 6, 2023. Bill 97 implemented changes to a number of acts including but not limited to the *Building Code Act, Ministry of Municipal Affairs and Housing Act,* and the *Planning Act.*

Planning Act Changes

Definition of "Area of Employment"
Bill 97 changed the definition and meaning of "area of employment" to mean "an area of land designated in an Official Plan for clusters of business and economic uses including manufacturing uses; uses related to research and development in connection with manufacturing; warehousing uses, including uses related to the movement of goods; retail uses and office uses that are associated with the above mentioned uses; facilities that are ancillary to the above mentioned uses; and any other prescribed business and economic uses. Uses excluded from an "area of employment" include institutional uses and commercial uses, including retail and office uses not referred to above. The Planning Act was subsequently changed to clarify that an area of employment can include institutional uses and commercial uses that were lawfully established in 2023. The new PPS 2024 contains a similar but slightly refined definition.

New Powers for Minister
Bill 97 introduces new powers for the Minister including transitional matters which the Minister determines are necessary or desirable to facilitate implementation; the power of the Minister regarding Zoning and Subdivision Control where policies do not apply in respect to licenses, permits and approvals. It also enables the Minister to require an owner of land to enter into an agreement with the Minister or a municipality for matters where the Provincial Land and Development Facilitator or the Deputy Facilitator has been directed by the Minister to make recommendations.

Generally, these details are not included in Official Plans and are not recommended to be included in the updated Official Plan.

Timelines
Bill 97 shortened the period of time in which a municipality is required to give notice related to an interim control by-law and its extension.

2.5 Bill 185

The *Cutting Red Tape to Build More Homes Act, 2024* (Bill 185), was given royal assent on June 6, 2024. Bill 185 is an omnibus bill which proposed changes to 15 pieces of legislation, including the Planning Act, Development Charges Act (1997), Municipal Act (2021), and City of Toronto Act (2006). Key changes are provided below.

Appeal rights
Third-party appeals are no longer allowed. Appeals are to be limited to "specified persons" (e.g. utilities), public bodies, the minister, and registered landowners where the application applies and have made written or oral submissions.

With limited exceptions, neighbours, companies, associations (such as BILD), and ratepayer groups can no longer appeal Official Plans, Official Plan Amendments, and

Zoning By-law Amendments. While this change doesn't impact policy, it should limit the number of appeals on the Town's Official Plan.

Pre-application Consultations
Local municipalities are no longer permitted to require pre-consultations prior to submission of development applications.

Applicants can bring a motion to the Ontario Land Tribunal at any time during pre-consultation to determine whether requirements for a complete application are reasonable or have been met.

With pre-consultations now voluntary, the Town may lose the opportunity to provide applicants with application requirements which may in turn increase the overall time for application processing due to a need for resubmissions and/or missing studies.

Changes may be required to Section 10 of the Official Plan.

"Use it or lose it"
Municipalities can impose lapsing provisions on site plans and plans of subdivision if a building permit is not issued within a prescribed period of time, which can be no less than three years. The Town already does this through conditions of draft approval.

Planning Act Exemptions
The Minister can develop Provincial regulations that would exempt "community service facilities" such as schools, long-term care homes, and hospitals from the Planning Act. A policy may be required in Section 10 should a regulation be developed and enacted before completing the Official Plan review.

2.6 Provincial Planning Statement, 2024

The 2024 Provincial Planning Statement (PPS, 2024) came into effect October 20, 2024, replacing both the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 (the Growth Plan). The following summarizes the changes and outlines potential considerations for the updated Official Plan.

Growth Targets

With the repeal of the Growth Plan, municipalities will no longer be required to plan to specific population and employment targets for a horizon year. Official Plans will be required to have enough land designated to meet the projected needs of the municipality for at least 20 years, but not more than 30 years.

For the current Official Plan Review, the Town can continue to use the Growth Plan and Envision Durham 2051 forecasts, however, future population and employment forecasts are to be based on Ontario population projections from the Ministry of Finance.

Intensification

While the Growth Plan contained specific intensification targets which applied to a provincially delineated built boundary, the PPS, 2024 refers to intensification more generally and instead requires municipalities to establish minimum targets for intensification and redevelopment within existing built areas. The targets in Envision Durham can continue to be used in this update to the Town's Official Plan.

This Official Plan Review will continue to have the same municipal structure of established intensification areas and corridors, as well as identifying mature neighbourhoods and associated policies and urban expansion areas.

Municipal Comprehensive Reviews / Settlement Area Boundary Expansions

Municipal comprehensive reviews of official plans have not been integrated into the 2024 PPS, which has specific implications to settlement area boundary expansions, among other policy areas. With no requirement for upper-tier municipal comprehensive reviews, municipalities can consider settlement area expansions at any time, subject to high level tests (infrastructure capacity, avoidance of prime ag, etc.). With the potential for more, small-scale boundary expansions, infrastructure provision and a logical progression of growth has the potential to become more challenging.

Given that Settlement Area Boundary expansions were previously considered by the Region in Envision Durham, the Town may consider adding policy direction related to settlement area boundary expansions, including, reference to the minimum criteria contained in the PPS, 2024. However, very few lands remain outside of the Greenbelt Plan Area and Oak Ridges Moraine Conservation Area upon which a settlement area expansion could occur.

Employment

Municipalities can consider (and landowners can apply for) the removal of land from employment areas at any time, subject to specific tests, rather than waiting for a Municipal Comprehensive Review. Policy 4.7.3.4 in the Whitby Official Plan will need to be revised to recognize this policy change. As well, the criteria for conversion in the Official Plan will need to be updated to reflect the criteria for removal of lands from employment areas in the PPS.

The PPS, 2024 also prohibits residential, commercial, institutional and other sensitive land uses as well as retail and office uses that are not associated with the primary employment use. This change in permitted uses in employment areas, along with the change in Employment Area definition in Bill 97, is thoroughly reviewed in Section 6.13 with options to address the policy changes

A new policy has also been introduced in Section 2.8.1 of the PPS that requires development within 300 metres of employment areas to avoid, or minimize and mitigate,

potential impacts on the “long term economic viability” of employment uses. This policy direction is also discussed in Section 6.13.

3 Envision Durham



Envision Durham is the Region Official Plan (ROP) which was adopted by the Regional Council on May 17, 2023, and approved by the Minister of Municipal Affairs and Housing on September 03, 2024. The Region lost planning approval authority on January 1st, 2025, and Envision Durham as it applies within the Town of Whitby is now a Whitby Official Plan.

The purpose of this Section is to review Envision Durham against the existing Town of Whitby Official Plan to identify any policy gaps in the Whitby Official Plan and specific policies from Envision Durham that should be incorporated into the Whitby Official Plan. This section deals specifically with topics relevant to Focus Area 4.

3.1 Population and Job Projections

Consistent with and in conformity with the Provincial policies, Envision Durham provides updated population and employment (jobs) projections, as well as the number of households in each municipality to the year 2051 (refer to **Figure 2**). By the year 2051, the Town of Whitby is anticipated to reach a total population of 244,890 people, 95,210 jobs and 85,710 households.

Municipality	2021	2026	2031	2036	2041	2046	2051
Whitby							
Urban:	141,600	157,270	174,170	190,890	206,930	224,590	242,650
Rural:	2,150	2,170	2,190	2,200	2,210	2,220	2,240
Total Population:	**143,750**	**159,440**	**176,360**	**193,090**	**209,140**	**226,810**	**244,890**
Households:	46,450	52,330	58,670	65,060	71,480	78,510	85,710
Employment:	**48,730**	**55,950**	**63,760**	**71,480**	**78,910**	**87,020**	**95,210**

Figure 2: Population, employment and household allocations table from Envision Durham

Policy 2.2.2 and Table A of the Town's Official Plan include the population and growth forecasts to the year 2031. The 2031 forecasts are referenced throughout the Town's current Official Plan including but not limited to the growth management objectives (policy 2.2.3), basis (policy 2.2.1.b), municipal structure (policy 2.4.1, 2.4.2), and secondary plans section (9.3.1). These will need to be updated.

In meeting these forecasts, Envision Durham sets out a minimum requirement that 50% of all new residential units across the Region are to occur through intensification within the built-up area. The Town's Official Plan already provides for a municipal structure of

Intensification Areas and Corridors that reflects this new intensification target and will guide future growth. As set out in Envision Durham, the greatest amount of intensification is directed to the Strategic Growth Areas (SGA), Protected Major Transit Station Areas (PMTSAs), and Rapid Transit Corridors, followed by other nodes and centres. This requirement is addressed through the Whitby Official Plan intensification strategy, as detailed under the separate Focus Area 1 & 2 report which focuses on policy updates for these areas of the Town and is implemented through OPAs 138 and 139.

The Regional Structure policies in Envision Durham include strategic policies that aren't currently captured in the Town's Official Plan. These include Envision Durham Policy 1.1.2 which recognizes the distinction between the Urban and Rural System and Policy 1.1.4 which aspires to achieve a balanced job to population ration of 50%.

3.2 Housing

In meeting the housing objectives set out in the Provincial Policies and the recent Bills, Envision Durham introduces numerous new policies that seek to support a diverse range of housing.

In supporting new housing options within low-rise neighbourhoods and building upon the permission of Bill 23, Envision Durham permits additional residential units in new and existing residential developments. Section 3.1 permits up to three (3) residential units in a dwelling, including a detached house, semi-detached house, or townhouse. An additional dwelling unit is also permitted within a building or structure ancillary to the primary dwelling. Envision Durham also notes that minimum unit size requirements should not apply to additional dwelling units. With respect to parking, Section 3.1 states that a maximum of one (1) parking space shall apply to additional dwelling units, and municipalities such as the Town of Whitby are encouraged to remove parking space requirements for additional dwelling units in MTSAs and SGAs. The Town's policies on additional dwelling units have been updated through OPA 143.

The Whitby Official Plan policies related to garden suites would need to be reviewed to ensure consistent terminology used to describe additional residential units and the new permissions.

With respect to affordable housing and purpose built rental housing, Envision Durham provides new policy requirements, specifically requiring a minimum of 25% of all new residential units in the region be affordable, and 35% of new residential units in SGAs including MTSAs are to be affordable. The Town's Official Plan states that the Town will plan for a minimum target of 25% (Policy 7.7.1). Although it is not specifically stated as a requirement as in Envision Durham, planning for the target addresses the policy intent and, as such, no policy changes are required to the overall target. Appropriate targets will need to be considered in the updated Official Plan.

Envision Durham also provides policies for retaining and protecting the existing rental housing stock and providing conditions that are required to be met for the conversion of rental housing to condominium tenure. Envision Durham also requires that when converting six (6) or more rental units to condominium ownership, it will require an amendment to both the Regional Official Plan and Municipal Official Plan. Envision Durham also provides criteria for the demolition of rental housing including but not limited to maintaining the same number of rental housing units and providing existing tenants the first right to occupy following the redevelopment. The Town's Official Plan already contains policies for retaining and protecting the existing rental stock that conforms to Envision Durham (Whitby 7.7.4 and 7.7.5 & Envision Durham Policy 3.1.28 and 3.1.29).

In light of the rise of short-term rentals, Envision Durham encourages municipalities to enact zoning by-laws to regulate and license short-term rentals to better protect the Region's rental stock.

For development applications with 100 units or more, Envision Durham in policy 3.1.18 requires an Affordability and Accessibility analysis to demonstrate how the proposal meets the Region's goals. This policy will be considered through the review of the Town's Official Plan.

Policy 3.1.1 of Envision Durham directs Council to prepare a housing and homelessness plan. Although this is a direction to Regional Council, it would logically be done in consultation with local municipalities.

3.3 Urban Design

Envision Durham weaves the requirement for high quality urban design and placemaking throughout Chapter 3.3, Complete Communities as well as Chapter 5, Vibrant Urban Systems. Within these sections of Envision Durham, the Region provides direction to local municipalities to provide policies in their official plans ensuring development is of a high quality urban design and contributes to local placemaking.

The Town's Official Plan, through Chapter 6.2 Urban Design, provides a set of objectives that include the promotion of high quality urban design and policies on varied topics such as streets and blocks, streetscapes, landmarks, views, parks and open spaces among others. The chapter also provides some specific design guidance with regards to land use designations or specific areas such as the waterfront, central areas and intensification corridors. The majority of the design guidance in Section 3.3 of Envision Durham is captured in Section 6.2 of the Town's Official Plan. However, some broad objectives and policies on the public realm found in Envision Durham could be incorporated into the Town's Official Plan.

Objective ii) in Section 3.3 of Envision Durham speaks to promoting high-quality urban design and pedestrian-friendly communities that are safe, comfortable, and conducive

to active transportation so that residents have a range of transportation options to meet their daily needs. A similar objective could be added to Section 6.2.2 of the Town's Official Plan.

Policy 3.3.1 j) of Envision Durham notes that it is a policy to support the development of healthy, sustainable, and complete communities that incorporate vibrant places and spaces, including a public realm characterized by compact built form. A similar broad policy could be added to the Town's Official Plan.

Additional built form policies include Policy 3.3.10 which encourages area municipalities to enact by-laws establishing environmental, aesthetic, urban design and related controls on signs and outdoor lighting, and promoting the use of full cut off light fixtures as part of new development

Further the plan through policy 3.3.41e) encourages area municipalities to create urban design standards in historic districts and areas to reflect the history, character and streetscape.

Envision Durham also contains a number of policies on the public realm that could be incorporated into the Town's Official Plan in Section 6.2.3.6 Streetscapes that could be broadened to Public Realm and Streetscapes. These Envision Durham policies include:

Policy 3.3.3 a to r which speaks to the requirements related to urban design and the public realm that are needed to create high quality urban design;

Policy 3.3.4 c) which requires area municipal official plans and secondary plans to include provisions for a vibrant attractive public realm incorporating art, culture and heritage and contributing to a sense of place and identity;

Policy 3.3.4 d which discourages the placement of surface parking spaces between the main building entrance and the adjacent street;

Policy 3.3.4 e) which requires street design that connects with adjacent neighbourhoods and provides a connected grid pattern of streets with safe travel options.

Though it would fall outside the scope of this project, it is important to have current companion urban design guidelines to confirm how the requirements in policy should be incorporated or addressed as part of development or redevelopment applications as well as terms of reference for urban design briefs, sun/shadow studies and pedestrian wind studies.

In addition, Policy 3.3.2 sets out matters for area municipal official plans and secondary plans to plan for as part of complete communities. These matters are not addressed in the Town's Official Plan.

Policies 3.3.15 and 3.3.16 of Envision Durham speak to age-friendly planning and sets out a number of policy actions that can assist with creating age friendly communities.

Chapter 5 Urban Systems of Envision Durham also contains urban design policy directives. Policy 5.2.6 e) states that it is the policy of council to require area municipalities to update official plans, secondary plans and zoning by-laws within Strategic Growth Areas to include urban design policies, guidelines or approaches to promote placemaking, active transportation, pedestrian and transit-oriented land uses and built form. Similar policy direction could be added to Section 6.2.3.1 on Central Areas in the Town's Official Plan with a particular focus on place-making which is not a current term used in the Town's Official Plan.

Policy 5.23 j) of Envision Durham requires area municipal official plans to include for each Protected Major Transit Station Area urban design and sustainability guidelines to guide the desired density, built form, building placement, access, pedestrian-oriented public realm and provides a number of matters to address. Similar policy direction should be included in Section 6.2.3.1 or a new sub-section on PMTSA's in the Urban Design Section 6.2 of the Town's Official Plan.

Policy 5.5.16 of Envision Durham requires development taking place within employment areas to address a number of urban design related policies including locating buildings to enable future additions, minimizing surface parking, incorporating attractive and high-quality architecture, urban design and landscaping standards, particularly in high exposure locations. An employment design section could be added to Section 6.2 of the Town's Official Plan that reflects these policies.

3.4 Climate Change and Sustainability

In supporting sustainable and healthy communities, Envision Durham encourages municipalities to introduce a community-wide program for monitoring and reducing Green House Gas (GHG) emissions (Section 3.2). This program is to contribute to a region wide effort to reach net-zero emissions by 2050. To meet this goal, Policies 3.2.3., 3.2.4, 3.2.8, 3.2.10 and 3.2.11 of Envision Durham sets out a framework for introducing local green development practices, sustainability guidelines, water conservation, and encouraging new develop to adopt green development practices. Policy 3.2.4 in particular sets out a net-zero target by 2050. Policy 3.2.18 also encourages local municipalities to require supporting information from proponents that address sustainability measures and design elements.

These policy directions in Envision Durham can be considered through in the updated Official Plan.

3.5 Excess Soil

In creating more sustainable communities, new excess soil management policies were introduced in Envision Durham in Section 4.2. Excess soil refers to soil, or soil mixed

with rock, that has been excavated as part of a development or infrastructure project and removed. Policy 4.2.14 of Envision Durham encourages area municipalities to include official plan policies that adopt best management practices for excess soil generated and fill received during development and site alteration, including infrastructure development. Further, Policy 4.2.15 encourages area municipalities to regulate excess soil through their fill and site alteration by-laws to mitigate negative impacts to human health and the environment, in accordance with provincial legislation and guidance. The Whitby Official Plan Review could include new policies related to excess soil in Section 5 - Environmental Management.

3.6 Indigenous Culture and Heritage

The current Whitby Official Plan does not have a land acknowledgement or clear section on reconciliation and fostering Indigenous heritage and history in Whitby. The Envision Durham Plan provides a preamble that notes the history of Indigenous peoples on the land. The key policy themes applicable to Indigenous rights and reconciliation in the Envision Durham Plan include:

- Supporting economic reconciliation and collaborating with Indigenous rights holders and communities to foster their wellbeing;
- Collaborating on the protection and restoration of regional wetlands and woodlands;
- Collaborating with the Region, conservation authorities and Indigenous communities to consider traditional ecological knowledge and increase tree canopy cover;
- Promoting the conservation, protection and enhancement of built and cultural heritage resources and landscapes, including Indigenous cultural heritage;
- Engagement with Indigenous communities to consider their interests when identifying, protecting and managing cultural heritage and archaeological resources; and
- Partnering with the Region, conservation authorities, and Indigenous communities and other organizations to target restoration and enhancement initiatives within areas of the regional natural heritage system and enhancement opportunity areas with the greatest vulnerability to the impacts of a changing climate.

In addition to recommendations that may arise through direct engagement with First Nations and Indigenous organizations through the Town's Official Plan Review process, the recommendations of the Culture Connects Whitby Draft Plan (2020) could be reinforced through the Strategic Objectives in Section 2.3.2.2 and Section 6 of the Official Plan.

3.7 Servicing Related Policies

Regional infrastructure and services include regional roads, transit, water distribution and treatment, sewage collection and treatment, waste collection and diversion, social services, including housing services, public health, and paramedicine.

Chapter 4 of Envision Durham, entitled Supportive Infrastructure and Services, outlines policies related to infrastructure and services provided by the Region.

The following subsections outline the key findings from the Policy Background and Gap Analysis undertaken to examine the key policy gaps.

Municipal Servicing

Policy 4.1.26 of Envision Durham recognizes there are locations within the Urban Area in which the provision of municipal water and/or sewage services is not technically or financially feasible, or may be in process but not yet completed, including but not limited to the areas identified on **Figure 3**. In such circumstances, development on the basis of individual on-site sewage services and individual on-site water services or partial municipal services may be considered. This area will need to be identified in the Town Official Plan to ensure clear messaging regarding the serviceability of these lands.

Stormwater Management

Policy 4.1.12 of Envision Durham encourages area municipalities to include in their official plans, requirements, where appropriate, for comprehensive stormwater management and erosion and sedimentation control plans that are prepared in the context of subwatershed plans, or other similar plans. Policy 8.2.5.4 of the Town's Official Plan discusses that where the Town has adopted a Master Drainage Plan, the stormwater plan should be in compliance with the Master Drainage Plan. This policy should be revised to also reference a subwatershed plan in addition to a Master Drainage Plan.

Further, the Envision Durham policy encourages that stormwater management facilities be implemented as part of the pre-servicing of development proposals. An additional policy should be added to 8.2.5 to address the implementation of stormwater management facilities during pre-servicing.

Policy 4.1.13 encourages the Region to work with area municipalities, conservation authorities and other agencies to encourage implementation of source, lot-level, conveyance and end of pipe controls to address the impacts of a changing climate and impacts from natural hazards, including through improved stormwater management design and the use of innovative technologies and best practices. A similar policy should be added to Section 8.2.5 of the Town's Official Plan.

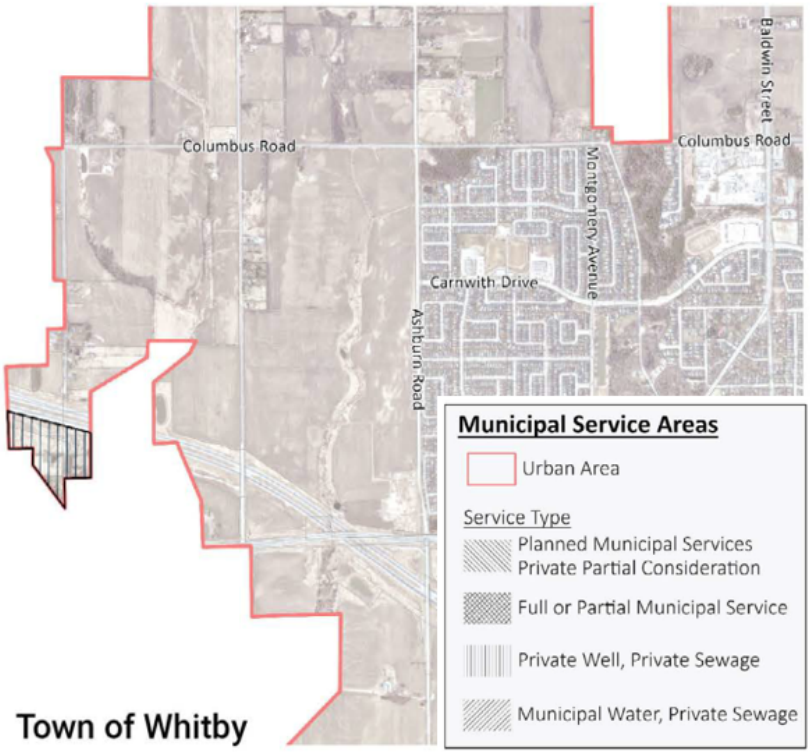


Figure 3 - Municipal Service Areas (Town of Whitby) from Envision Durham

In terms of green infrastructure, Policy 4.1.19 of Envision Durham encourages area municipal official plans to incorporate green infrastructure policies, such as stormwater management practices and low impact development where feasible, to reduce flood risk, mitigate impacts of the urban heat island effect, and reduce GHG emissions. The Town of Whitby Official Plan contains a similar policy in Sections 5.3.9.6 and 11.5.3.1.

3.8 Utilities and Energy

Implementation of energy conservation and efficiency measures and the establishment of renewable, district and alternative energy systems across the region will help our communities mitigate, adapt and build resilience to the impacts of a changing climate.

Policy 4.3.2 of Envision Durham states that utility infrastructure that meets the definition of Major Facilities may occur in any designation subject to the policies of that Plan. As per Policy 8.2.4 of the Town's Official Plan, major utility facilities and corridors are indicated on Schedule A - Land Use, for information purposes and may be updated without amendment to this Plan. In our opinion, this policy addresses the Envision Durham policy, and no further change is needed to the Town's Official Plan.

Policy 4.3.20 of Envision Durham prohibits large-scale commercial renewable energy

facilities within Prime Agricultural Areas, key natural heritage features and natural hazard lands. The Town of Whitby Official Plan should include similar policy language.

Policy 4.3.21 of Envision Durham requires area municipal official plans and zoning by-laws to regulate the design and scale of renewable energy systems, with consideration for land use compatibility including impacts to the natural environment. The Town's Official Plan could consider additional policy regarding the regulation of the design and scale of renewable energy systems, as it currently does not have policy on this in the Official Plan.

Further, Policy 4.3.25 permits district energy generation and on-site alternative energy systems and requires that area municipalities promote and facilitate such systems through their official plans and zoning by-laws.

Policy 3.2.6.4 of the Town's Official Plan encourages new development to explore options to incorporate or connect to on-site energy generation systems, such as district energy facilities, where feasible which addresses the Envision Durham Policy.

Policy 4.3.17 of Envision Durham states it is the policy of the Region to encourage the development of community energy plans as part of the secondary planning process to assist in achieving reduced energy demand, support active transportation and transit and utilize renewable and alternative energy system options. The Town's Official Plan already includes policy related to collaborating with the Region on the preparation of a Regional community energy plan, as per policy 3.2.6.3 of the Town's Official Plan. This policy should be carried forward.

Policy 4.3.8 of Envision Durham encourages development to be designed to provide, where feasible, for the implementation of leading-edge communication technologies, including but not limited to broadband fibre optics. Moreover, Policy 4.3.9 states the Region will support the implementation of a Dig Once approach to allow and/or require the inclusion of conduit appropriately sized to accommodate broadband fibre optic infrastructure, and/or other similar communication infrastructure, during road construction, reconstruction and other major development activities. Policy 4.3.10 encourages the co-location of new telecommunication and/or communication equipment on shared towers and structures wherever possible, including regional and area municipal facilities where feasible. Similar policy language should be incorporated into the Town's Official Plan.

3.9 Noise, Vibration and Odour

In Section 3.3, Envision Durham enables municipalities to designate Class 4 Areas on a case-by-case basis through a development approval process). Class 4 Noise Area is a classification part of the NPC-300 Environmental Noise Guidelines and is intended to allow for residential infill and redevelopment in proximity to existing stationary sources of noise, such as industry, while still protecting residences from undue noise. The noise

policies of the Town's Official Plan will be reviewed against these Envision Durham policies.

3.10 Other Urban Boundary Expansions

In addition to the Brooklin Expansion Area addressed in the Focus 3 Report, a smaller area on the west side of Whitby was brought into the Urban Boundary (**Figure 4**). This area is entirely identified as Employment Areas in Envision Durham. The Whitby Official Plan's Urban Boundary will have to be updated to reflect that change in boundary, with the additional Urban Area designated Employment in the updated Whitby Official Plan.

3.11 Other PMTSA

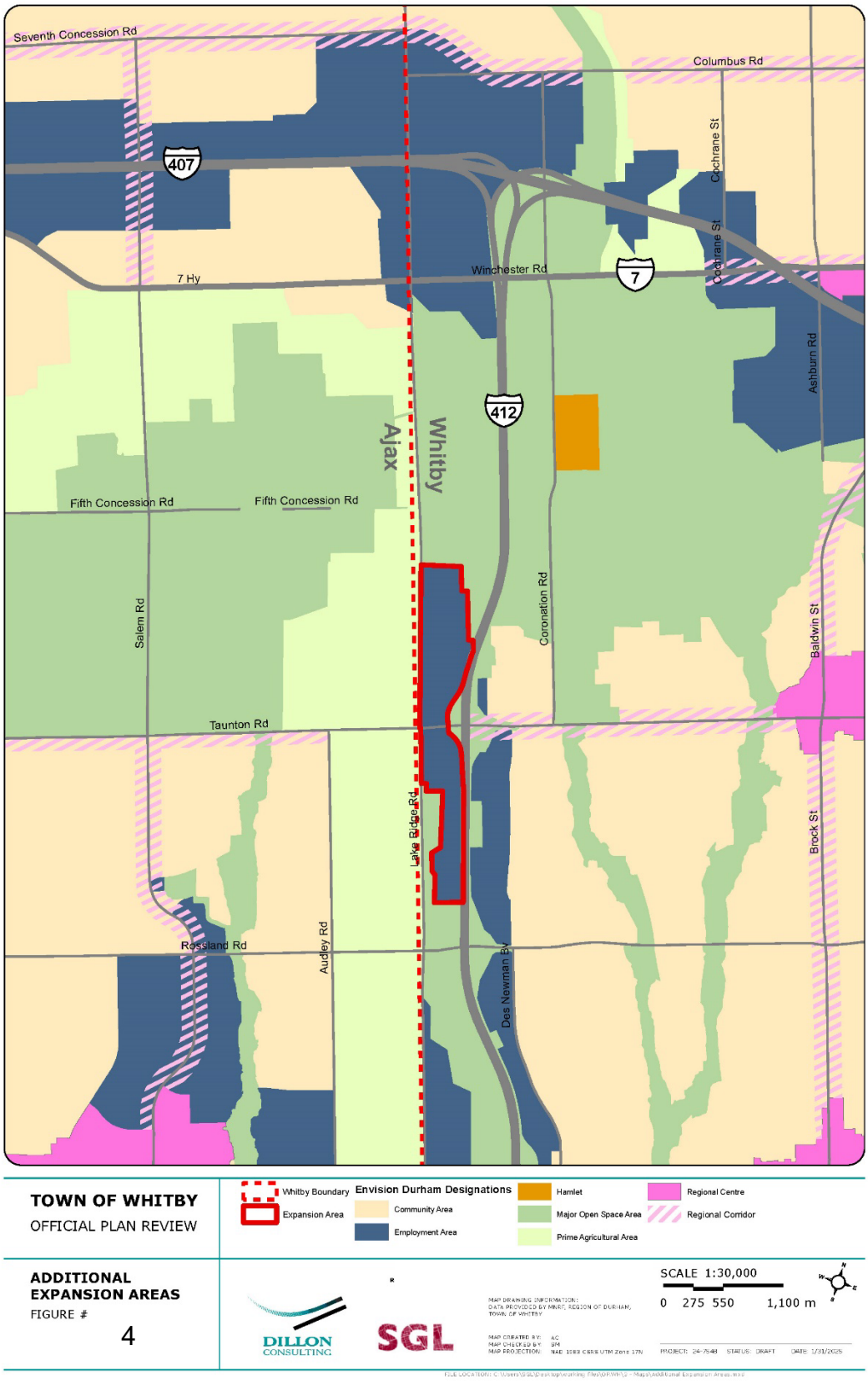
While the Whitby GO Protected Major Transit Station Area is being addressed in a separate report as part of this Study (OPA 138), it is noted that a portion of the Oshawa GO PMTSA identified in Envision Durham extends into Whitby (**Figure 5**). As the area is within an Employment Area, no residential growth will be planned. The Town will need to coordinate with the City of Oshawa on the planning for this PMTSA.

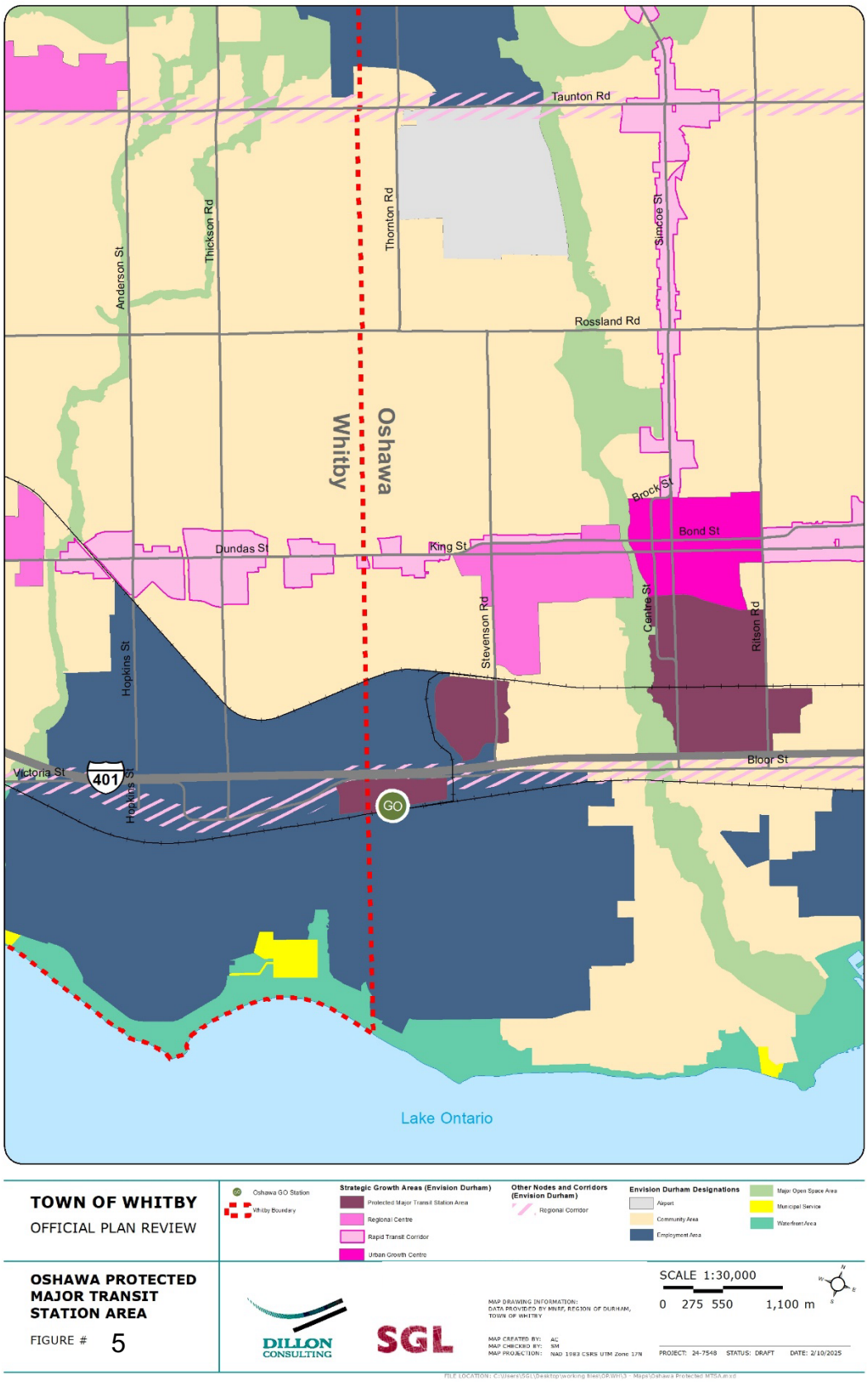
3.12 Designated Greenfields Areas / Designated Growth Areas

Designated Greenfield Areas (DGA) refers to lands outside of the delineated built-up areas that have been designated in an official plan for development. The Town's current Official Plan contains policies related to the DGAs in section 2.2. The Town's Official Plan indicates that Greenfields shall have a minimum density target of 50 jobs and persons per hectare whereas policy 5.4.5.1 of Envision Durham requires a density target of 53 people and jobs per hectare. An appropriate density target will be considered in the updated Official Plan.

The only other change to ensure conformity to Envision Durham would be to reflect how DGA density is calculated in Envision Durham, which removes the natural heritage system among other things.

Under the new Provincial Planning Statement, the term Designated Greenfield Areas has been removed as has a requirement for a specific minimum density target. The PPS uses the term designated growth areas and encourages "large and fast-growing municipalities" (of which Whitby is one) to plan for a target of 50 residents and jobs per hectare within designated growth areas. Considering the new PPS policies, the Town's Official Plan should use the designated growth area nomenclature.


Seventh Concession Rd
Columbus Rd
407
Cochrane St
7 Hy
Winchester Rd
7
412
Ashburn Rd
Ajax
Whitby
Fifth Concession Rd
Fifth Concession Rd
Salem Rd
Coronation Rd
Baldwin St
Taunton Rd
Lake Ridge Rd
Brock St
Rossland Rd
Audley Rd
Des Newman Blvd
TOWN OF WHITBY
OFFICIAL PLAN REVIEW
Whitby Boundary
Expansion Area
Envision Durham Designations
Community Area
Employment Area
Hamlet
Major Open Space Area
Prime Agricultural Area
Regional Centre
Regional Corridor
ADDITIONAL EXPANSION AREAS
FIGURE #
4
DILLON CONSULTING
SGL
SCALE 1:30,000
0 275 550 1,100 m


Taunton Rd
Anderson St
Thickson Rd
Thornton Rd
Simcoe St
Rossland Rd
Oshawa
Whitby
Brock St
Bond St
Dundas St
King St
Stevenson Rd
Centre St
Ritson Rd
Hopkins St
Victoria St
401
Bloor St
GO
Lake Ontario
TOWN OF WHITBY
OFFICIAL PLAN REVIEW
OSHAWA PROTECTED MAJOR TRANSIT STATION AREA
FIGURE # 5
Oshawa GO Station
Whitby Boundary
Strategic Growth Areas (Envision Durham)
Protected Major Transit Station Area
Regional Centre
Rapid Transit Corridor
Urban Growth Centre
Other Nodes and Corridors (Envision Durham)
Regional Corridor
Envision Durham Designations
Airport
Community Area
Employment Area
Major Open Space Area
Municipal Service
Waterfront Area
SCALE 1:30,000
0 275 550 1,100 m
DILLON CONSULTING
SGL
MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, REGION OF DURHAM, TOWN OF WHITBY
MAP CREATED BY: AC
MAP CHECKED BY: SM
MAP PROJECTION: NAD 1983 CSRS UTM Zone 17N
PROJECT: 24-7548 STATUS: DRAFT DATE: 2/10/2025

3.13 Employment

Permitted employment uses have broadened in Envision Durham to include uses such as Hotels subject to land use compatibility studies (Section 5.5). Envision Durham also prohibits uses declared to be obnoxious under the provisions of any applicable statutes, regulations or guidelines as well as major retail from locating within Employment Areas). It also prohibits sensitive land uses such as residential uses, long-term care, retirement homes, elementary and secondary schools from locating in Employment Areas.

Notwithstanding the broadening of permitted employment uses in Envision Durham, the range of employment uses in employment designations will need to reflect the employment area definition in the Planning Act and Provincial Planning Statement, 2024 and further refined as necessary to ensure consistency. The refinement of the industrial and employment area policies is discussed in Section 6.13 of this report.

Envision Durham also provides additional policy direction for the protection of employment uses along and near strategic good movement corridors including major highways and interchanges for manufacturing, warehousing, logistics and associated uses. The Town's Official Plan does not contain this direction.

Envision Durham also encourages increased employment densities through higher density uses. The denser uses are intended to support employment areas achieving the minimum density target of 28 jobs per hectare (Policy 5.5.5). The Town's Official Plan could consider this density target for employment areas.

3.14 Agricultural and Rural Lands

The Region's rural lands refer to lands located outside of settlement areas, and primarily made up of agricultural uses, rural businesses, major open space, and the natural heritage system.

Envision Durham seeks to protect farmland in the region and support the viability of the agricultural system by protecting agricultural resources, minimizing land use conflict, supporting local food production, and improving the agri-food network (Section 6.1). In doing so, Envision Durham discourages lot creation that further fragments the existing agricultural lands. The agricultural policies in the Town's Official Plan already contain lot creation permissions and restrictions that conform to Envision Durham, as such no policy changes are recommended.

Policy 6.1.1 of Envision Durham states that Regional Council will support the agricultural industry by implementing Reginal agri-food strategies and action plans. The Region has prepared the "2023-2027 Growing Agri-Food Durham: A Five-Year Plan to Growth the Agri-Food Industry in Durham Region" which could be recognized in the Town's Official Plan.

The policies also seek to protect agricultural areas for the long term from the encroachment of new non-agricultural uses and require mitigation measures if

avoidance is not possible. The Town's Official Plan policy 4.10.3.4 restricts non-agricultural uses in the Agricultural designation which addresses the Envision Durham policy direction.

On-farm diversified uses have long been established and permitted uses have been broadened in recent years. With the broadening of uses, Envision Durham has updated the criteria for introducing new agricultural-related uses and new on-farm diversified uses in Policies 6.3.4 and 6.3.5. Section 4.10.3.3 of the Town's Official Plan contains criteria for agricultural-related and on-farm diversified uses but the criteria do not address all the criteria the Envision Durham criteria.

Envision Durham also contains extensive policy criteria for surplus farm dwellings (policies 6.4.5 and 6.4.6) which may need to be considered in the Town's updated Official Plan.

3.15 Hamlets

Envision Durham, in Section 6.5, designates existing hamlets and notes these areas are to accommodate modest growth in the coming years subject to servicing. The policies also seek to support a compatible development with the rural landscape while discouraging strip development. Building on the direction for supporting a compatible development, Envision Durham sets out policy direction for new developments related to servicing, agricultural impact, soil conditions, and hydrological conditions among other matters. Envision Durham also provides criteria for the provision of new and/or expanded municipal services. The Rural Settlement policies in Section 4.11 of the Town's Official Plan will be reviewed to reflect these policy directions.

Building on the PPS permissions, Envision Durham, in Section 6.5.14, provides new criteria for evaluating developments in a hamlet proceeding by a Plan of Subdivision.

3.16 Built & Cultural Heritage

The Town's Official Plan contains extensive policies for the protection of Cultural Heritage Resources and Archaeological Resources. Envision Durham provides additional policy direction in Policies 3.3.32 through 3.3.52 that could be reflected in the Whitby Official Plan including regularly updating the Municipal Heritage Register and creating urban design standards for historic districts.

3.17 Transportation Related Policies

Transit Priority Network

The Transit Priority Network forms the backbone of the Region's transit network and is intended to provide fast, frequent and direct service to Urban Growth Centres, Regional Centres, Rapid Transit Corridors, Protected Major Transit Station Areas and other major destinations across Durham Region and within the Greater Golden Horseshoe as

designated on Map 3a of Envision Durham. **Figure 6** shows the Whitby Transit Priority Network components shown on Map 3a of Envision Durham.

As per Section 8.1 of Envision Durham, it is the policy of the Region to provide appropriate inter-regional and inter-municipal service using the Transit Priority Network, consisting of following elements: a) Rapid Transit Spine; b) High Frequency Transit Network; c) Other Transit Connections; d) Commuter Rail; e) Protect for Future Commuter Rail; and f) Freeway Transit.

As shown on Map 3a within the Town of Whitby, there is a Rapid Transit Spine along the Dundas Rapid Transit Corridor. There are also a number of High Frequency Transit Networks that form a grid across the Town, which includes east-west connections (Winchester Road, Taunton Road, Rossland Road, and Victoria Street) and a north-south connection (Baldwin Street/Brock Street). There is also an Existing Commuter Rail Line in the Lakeshore East GO Transit Line and a rail line to Protect for Future Commuter Rail. Lastly, there is Freeway Transit via Highway 407 and 412.

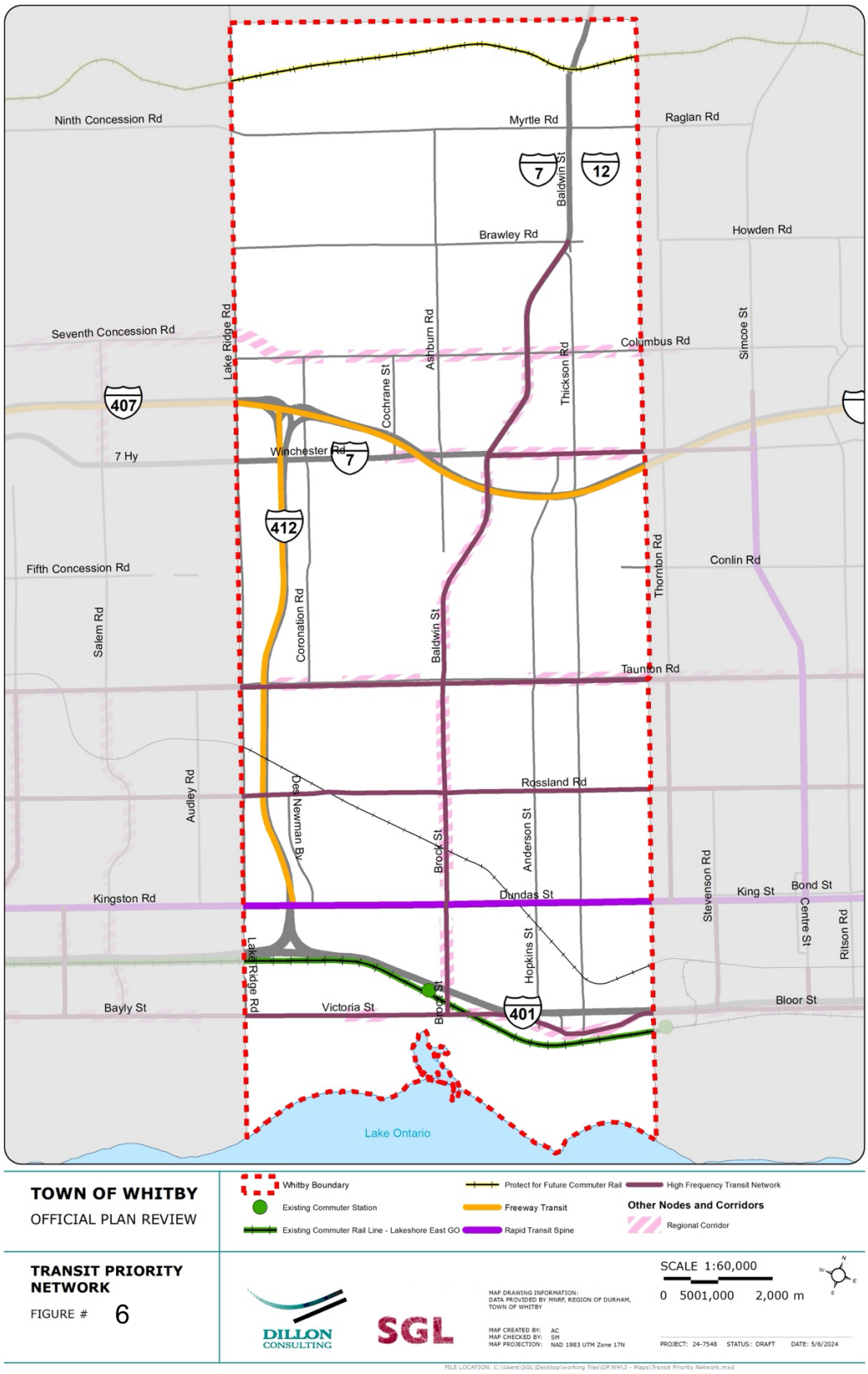
The Town's Official Plan currently takes into account these various Transit Priority Network Designations as shown in Schedule D, except that it combines the Rapid Transit Spine along the Dundas Rapid Transit Corridor and the High Frequency Transit Networks together as Transit Spines and it does not show the Freeway Transit along Highways 407 and 412.

The Town of Whitby's Official Plan should be updated to further identify and include the additional and applicable Transit Priority Network components from Map 3a.

Other Transit Policies

Section 8 of the Town of Whitby Official Plan contains policies related to transportation, servicing and utilities. Envision Durham supports increased transit use and higher levels of service within Strategic Growth Areas (SGAs). Envision Durham also speaks to designing arterial roads, through a complete streets approach, to help control traffic speeds while promoting safe, attractive environments for active transportation and transit use.

Further, enhancing mobility to and from transit services, and providing facilities which support non-auto modes including commuter stations, bus bays, and pedestrian and cycling facilities, are all policy directions in Envision Durham.


Ninth Concession Rd
Myrtle Rd
Raglan Rd
Baldwin St
Brawley Rd
Howden Rd
Seventh Concession Rd
Lake Ridge Rd
Ashburn Rd
Cochrane St
Thickson Rd
Columbus Rd
Simcoe St
407
7 Hy
Winchester Rd
412
Fifth Concession Rd
Salem Rd
Coronation Rd
Baldwin St
Thornton Rd
Conlin Rd
Taunton Rd
Audley Rd
Des Newman Blvd
Rossland Rd
Brock St
Anderson St
Stevenson Rd
King St
Bond St
Centre St
Rilson Rd
Kingston Rd
Dundas St
Hopkins St
Lake Ridge Rd
Bayly St
Victoria St
Brock St
401
Bloor St
Lake Ontario
TOWN OF WHITBY
OFFICIAL PLAN REVIEW
TRANSIT PRIORITY NETWORK
FIGURE # 6
Whitby Boundary
Existing Commuter Station
Existing Commuter Rail Line - Lakeshore East GO
Protect for Future Commuter Rail
Freeway Transit
Rapid Transit Spine
High Frequency Transit Network
Other Nodes and Corridors
Regional Corridor
SCALE 1:60,000
0 5001,000 2,000 m
DILLON CONSULTING
SGL
MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, REGION OF DURHAM, TOWN OF WHITBY
MAP CREATED BY: AC
MAP CHECKED BY: SM
MAP PROJECTION: NAD 1983 UTM Zone 17N
PROJECT: 24-7548 STATUS: DRAFT DATE: 5/6/2024
FILE LOCATION: C:\Users\SGL\Desktop\working files\OP.WH\3 - Maps\Transit Priority Network.mxd

As per Policy 8.1.3 of Envision Durham, it is a policy to achieve transit oriented development and to support increased transit use and higher levels of service, to be achieved through the following principles: designing arterial roads through a complete streets approach to control traffic; enhancing mobility to and from transit areas; maintaining and encouraging on-street parking in historic downtowns and on certain Type C arterial roads; providing facilities which support non-auto modes; encouraging provisions for alternative development standards; and creating and applying a regional transit-oriented development guideline to be used for reviewing development applications within Strategic Growth Areas, in collaboration with area municipalities.

It is also the intent of the Region to achieve transit supportive development for areas outside of SGAs, particularly along Regional Corridors served by High Frequency Transit Network. For Whitby, this would include Taunton Road, Columbus Road, Victoria Street, and Brock/Baldwin Streets. (Policy 8.1.4) Further, as per Policy 8.1.4, transit-supportive development will be achieved through the following principles:

a) create an urban grid system of street and walkway patterns, and active transportation connections, connecting bus stops to active transportation;
b) support active places and streetscapes, with a wide range and mix of medium and high-density uses, including orienting buildings towards the street to reduce walking distances to transit facilities;
c) limit surface parking, especially in front of buildings, and supporting the potential redevelopment of existing surface parking where appropriate; and
d) provide facilities which support non-auto modes including bus bays, bus shelters, bike racks, walkways, trails and other pedestrian and cycling facilities.

The Town's Official Plan currently provides goals that support transit supportive development by encouraging sustainable and active transportation. Section 8.1.3 of the Town's Official Plan includes policies that capture the intent of Envision Durham. This includes policies related to ensuring an interconnected transportation network (Policy 8.1.3.1.1), encouraging a grid-oriented street network (Policy 8.1.3.1.9), supporting active transportation through various policy initiatives such as implementing recommendations from the Town's cycling and trails plans (Policy 8.1.3.7.3), and considering transit connectivity for new development (Policy 8.1.3.8.6).

However, the Town's Official Plan could be revised to address a number of the principles in policies 8.1.3 and 8.1.4 of Envision Durham. As well, to further address transit supportive development and alternative development standards, the Town's Official Plan could direct consideration of reduced parking standards in Strategic Growth Areas and other areas served by frequent transit.

Envision Durhan also speaks to an integrated transportation and transit network across area municipal boundaries which is not addressed in the Town's Official Plan.

Active Transportation

Active transportation infrastructure is a shared responsibility between the Region and area municipalities. As set out in Policy 8.2.1 of Envision Durham, it is the policy of the Region to implement the Regional Active Transportation Network designated on Map 3d, in cooperation with the area municipalities, conservation authorities and the Provincial Ministry of Transportation (MTO). Within the Town of Whitby, this network includes a range of cycling facilities (existing and future) throughout the Town as well as existing and proposed Regional Trail networks as shown in **Figure 7**.

Further as per Section 8.2.2 of Envision Durham, the Region will work with area municipalities to implement a regional Cycling Plan and update it on a regular basis.

To ensure consistency, this policy direction and mapping should be implemented into the Whitby Official Plan including updating its active transportation network to align with the Regional mapping. Currently, the Town of Whitby Official Plan references the municipality's cycling and trails plan in their active transportation policies in Policy 8.1.3.7 but does not contain reference to a Regional Cycling Plan.

Policy 8.2.3 of the Envision Durham includes direction to construct a safe, direct, comfortable, attractive and convenient active transportation network. This includes working with municipalities in accordance with agreed principles of jurisdiction and cost sharing.

Policy 8.2.7 speaks to implementing road safety measures in accordance with the Region’s Vision Zero Strategic Road Safety action Plan.

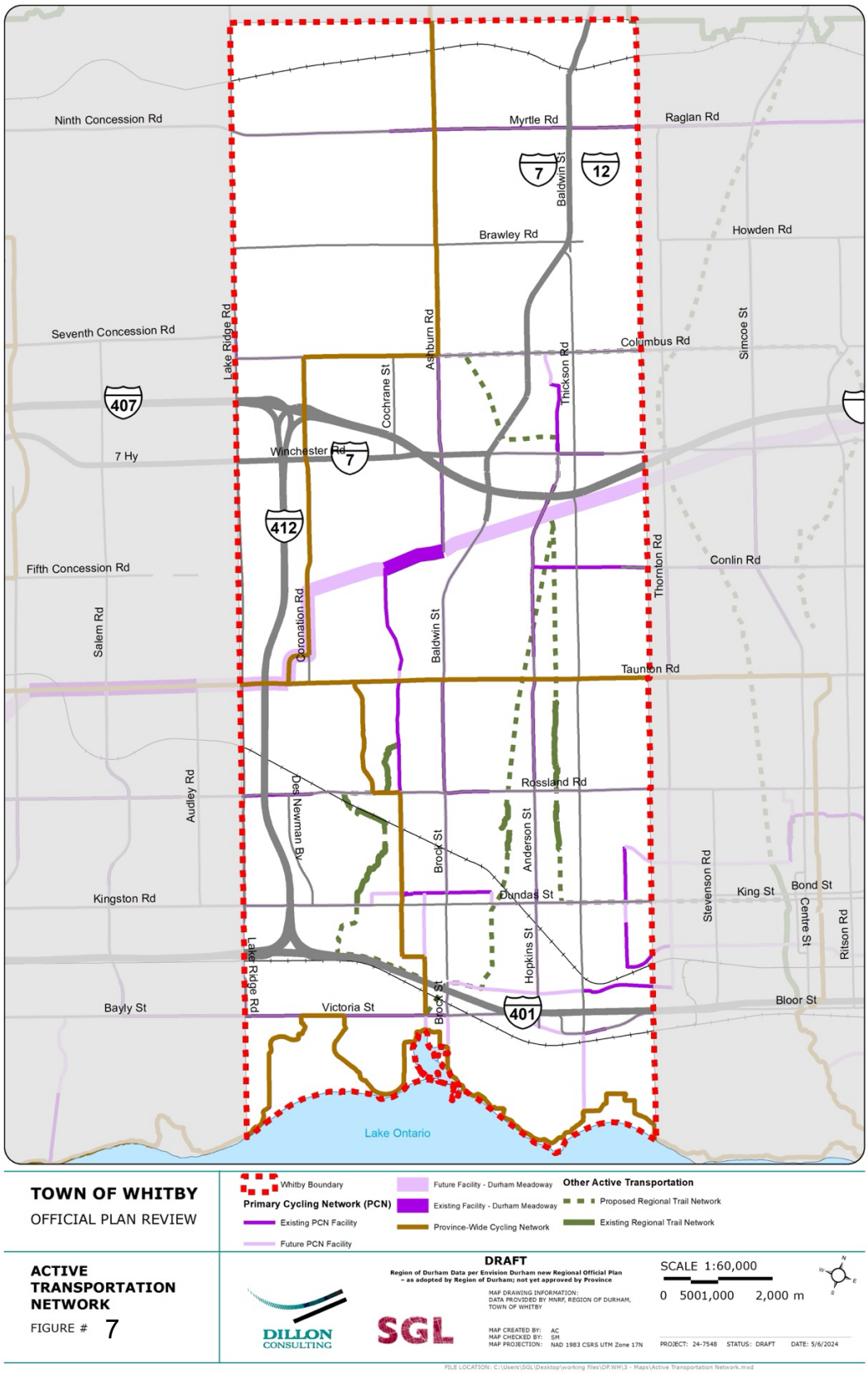
Policy 8.2.8 encourages area municipalities to enhance active transportation environments through informative signage and wayfinding systems as well as support extending new active transportation facilities into new development areas and ensuring that bicycle parking is incorporated into new developments and existing public facilities.

Policy 8.2.5 promotes the integration of cycling and transit-supportive facilities such as weather-protected bike racks and secured bike storage at commuter stations, bus terminals and stops.

These active transportation policies could be incorporated in the Town’s Official Plan in Section 8.1.3.7.

Transportation Demand Management

Given the limited ability to expand the capacity of the road network, effective transportation demand management (TDM) measures will be critical to maintain or improve mobility while achieving the Plan’s objectives for increased density in Urban Areas.


Ninth Concession Rd
Myrtle Rd
Raglan Rd
Baldwin St
Brawley Rd
Howden Rd
Seventh Concession Rd
Lake Ridge Rd
Ashburn Rd
Columbus Rd
Simcoe St
Cochrane St
Thickson Rd
407
7 Hy
Winchester Rd
412
Fifth Concession Rd
Conlin Rd
Thornton Rd
Salem Rd
Coronation Rd
Baldwin St
Taunton Rd
Audley Rd
Des Newman Blvd
Rossland Rd
Brock St
Anderson St
Kingston Rd
Dundas St
Stevenson Rd
King St
Bond St
Centre St
Rilson Rd
Hopkins St
Lake Ridge Rd
Bayly St
Victoria St
Block St
401
Bloor St
Lake Ontario
TOWN OF WHITBY
OFFICIAL PLAN REVIEW
Whitby Boundary
Primary Cycling Network (PCN)
Existing PCN Facility
Future PCN Facility
Future Facility - Durham Meadoway
Existing Facility - Durham Meadoway
Province-Wide Cycling Network
Other Active Transportation
Proposed Regional Trail Network
Existing Regional Trail Network
ACTIVE TRANSPORTATION NETWORK
FIGURE # 7
DRAFT
Region of Durham Data per Envision Durham new Regional Official Plan – as adopted by Region of Durham; not yet approved by Province
MAP DRAWING INFORMATION: DATA PROVIDED BY MNRF, REGION OF DURHAM, TOWN OF WHITBY
MAP CREATED BY: AC
MAP CHECKED BY: SM
MAP PROJECTION: NAD 1983 CSRS UTM Zone 17N
SCALE 1:60,000
0 5001,000 2,000 m
DILLON CONSULTING
SGL
PROJECT: 24-7548 STATUS: DRAFT DATE: 5/6/2024
FILE LOCATION: C:\Users\SGL\Desktop\working files\OP.WH\3 - Maps\Active Transportation Network.mxd

Transportation Demand Management (TDM) is a set of policies and programs designed to reduce reliance on the single occupancy vehicle and specifically reduce peak vehicular demand on the transportation network. To maintain mobility while also increasing density in Urban Areas, TDM will be important to the Town.

As per Policy 8.3.2 of Envision Durham, it is the policy of Regional Council to implement regional TDM guidelines for new development as part of development application processes in collaboration with area municipalities. The TDM guidelines will identify the scope of TDM measures that should be implemented, integrate the review and identification of TDM measures as part of a Transportation Impact Study, where required, and support the application of TDM measures in exchange for reduced parking standards in appropriate locations. Further, the Regional Official Plan includes policies to support commuters by including end of trip active transportation facilities consistent with the TDM guidelines (Policy 8.3.3).

Currently, the Town's Official Plan only makes reference to Transportation Demand Management measures in the Port Whitby Community Secondary Plan (Policy 11.1.2.7) and the Downtown Whitby Secondary Plan (Policy 11.3.9.2.6). It states that, "To encourage reductions in the use of private automobiles by promoting public transit, active transportation, auto sharing, and the use of Transportation Demand Management measures". The Town's Official Plan could include a transportation policy that applies Town-wide and references the use of TDM guidelines.

Policy 8.3.4 also encourages area municipalities to implement parking management policies and zoning by-law provisions in consultation with the Region and other agencies to support the implementation of TDM measures. This would include detailing: minimum and maximum parking requirements based on proximity to transit; shared parking requirements; on-street parking requirements; site design orientation for a pedestrian friendly urban form; design of surface parking lots to enable development; and preferred locations for carpooling and car sharing.

The Town, through Dillon Consulting Limited, is currently undertaking a Parking Study to identify and assess tools and assets that the Town can use to manage parking demand in the short and medium term in various areas. Furthermore, as part of this work, a parking analysis scoping document for Transportation Impact Assessments is being prepared that will provide clear direction on data sources, calculation methods and preferred reporting/documentation methods for consultants to use in support of reducing automobile mode share.

Envision Durham in Policy 8.3.6 also includes a policy related to supporting the implementation of Mobility as a Service (MaaS) technologies that improve the efficiency of transportation infrastructure, reduce energy, resource consumption and carbon emissions. MaaS includes a shift away from personally owned modes of transportation and towards mobility solutions consumed as a service, as per Section 8.3 of Envision Durham. The Town's updated Official Plan can consider reference to MaaS.

Road Network and Design

Section 8.4 of Envision Durham includes policies to identify an integrated hierarchy of roads comprised of freeways, Type A, Type B and Type C Arterial roads shown on Map 3b, (see **Figure 8)** without regard to present or future jurisdiction. The Town of Whitby's road network includes:

- Freeways (Highway 401, 412, and 407)
- Type A Arterials (Thickson Road, Taunton Road, Victoria Street, Lake Ridge Road and Columbus Road)
- Type B Arterials (Brock/Baldwin, Dundas Street, Rossland Road, Brock and Baldwin)
- Type C Arterials, and
- A number of future connections including an interchange at Highway 407 and Highway 7 and Highway 412 and Rossland.

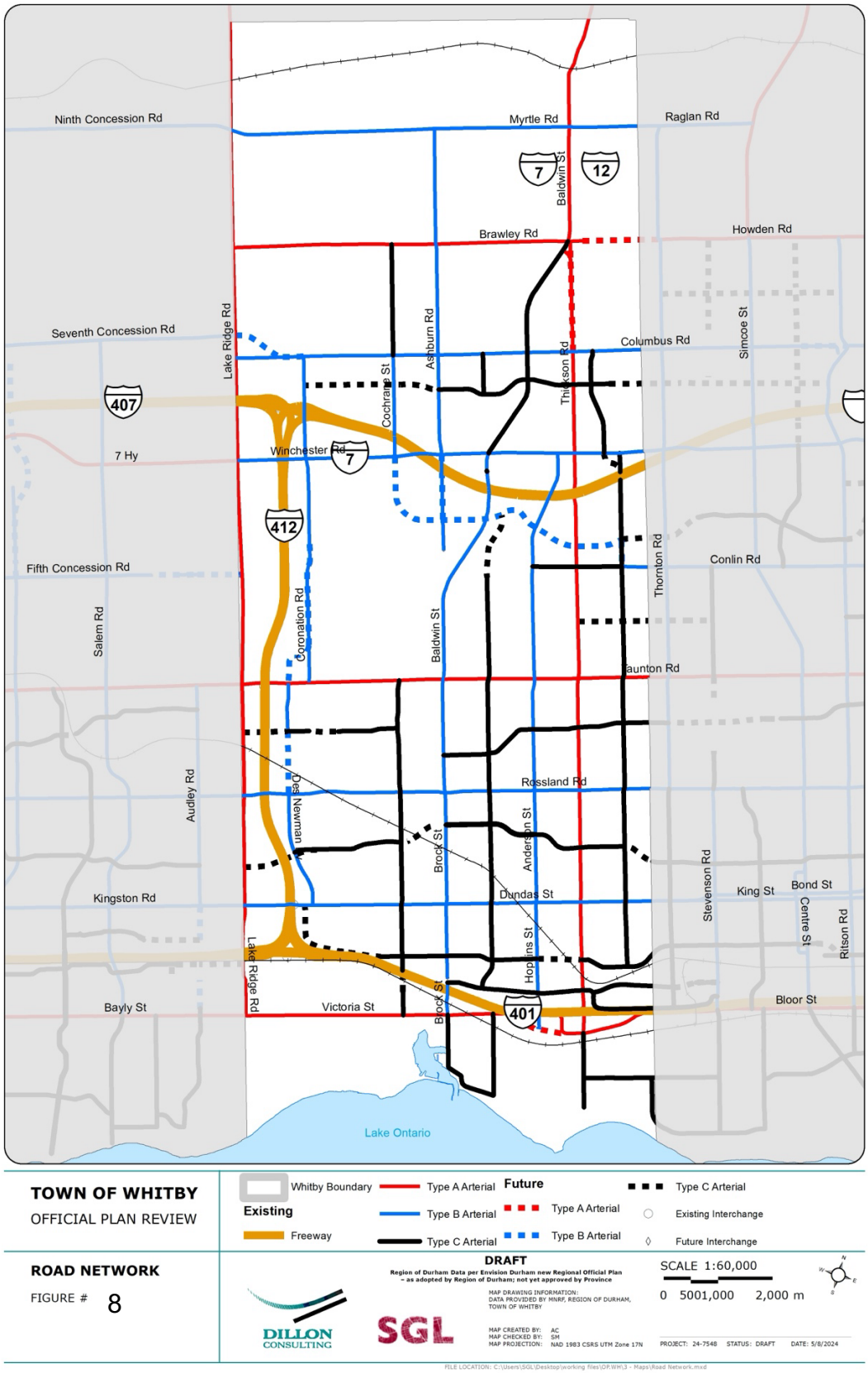
Schedule D aligns with the Envision Durham Map 3b.

Envision Durham (Policy 8.4.5) protects the designation of arterial roads on Map 3b by requiring any proposals to delete any section of arterial road to be supported by a transportation study. The transportation study must set a specific study area in consultation with the Region. This policy should be incorporated into the Town's Official Plan.

Policy 8.4.2 encourages area municipalities to designate a grid network of collector roads in their official plans and Policy 8.4.6 encourages area municipalities to ensure that a designated grid network of collector roads or streets that support connectivity within and between developments, including the accommodation of transit and active transportation facilities, be included in their respective official plans. If a designated collector road is to be deleted or modified from an area municipal official plan through the development review process, the Region may request additional study to ensure that the transportation impacts do not unduly affect adjacent arterial roads. Similar policies can be considered in the Town's updated Official Plan.

Goods Movement

The Transportation System in Durham is planned to ensure adequate provision for all modes of goods movement, including road, rail, air, marine and intermodal facilities. Goods movement is important to economic competitiveness and future growth of the Region. The Region has planned the transportation system to allow for a range of good movement modes including road, air, rail, and intermodal facilities and has identified a Strategic Goods Movement Network in Section 8.5.


Ninth Concession Rd
Myrtle Rd
Raglan Rd
Brawley Rd
Howden Rd
Seventh Concession Rd
Columbus Rd
Lake Ridge Rd
Ashburn Rd
Cochrane St
Thickson Rd
Simcoe St
407
7 Hy
Winchester Rd
7
412
Fifth Concession Rd
Conlin Rd
Thornton Rd
Salem Rd
Coronation Rd
Baldwin St
Taunton Rd
Rossland Rd
Audley Rd
Des Newman
Brock St
Anderson St
Dundas St
Kingston Rd
King St
Bond St
Stevenson Rd
Centre St
Ritson Rd
Hopkins St
Bayly St
Victoria St
401
Bloor St
Lake Ontario
TOWN OF WHITBY
OFFICIAL PLAN REVIEW
ROAD NETWORK
FIGURE # 8
Whitby Boundary
Existing
Freeway
Type A Arterial
Type B Arterial
Type C Arterial
Future
Type A Arterial
Type B Arterial
Type C Arterial
Existing Interchange
Future Interchange
DRAFT
Region of Durham Data per Envision Durham new Regional Official Plan – as adopted by Region of Durham; not yet approved by Province
MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, REGION OF DURHAM, TOWN OF WHITBY
MAP CREATED BY: AC
MAP CHECKED BY: SM
MAP PROJECTION: NAD 1983 CSRS UTM Zone 17N
SCALE 1:60,000
0 5001,000 2,000 m
PROJECT: 24-7548 STATUS: DRAFT DATE: 5/8/2024
DILLON CONSULTING
SGL

Policy 8.5.1 requires identification of a Strategic Goods Movement Network, as contained in Map 3c, which includes preferred haul routes that are planned to accommodate commercial vehicles on a year-round basis, and which link major generators of traffic.

As shown in **Figure 9 – Strategic Goods Movement Network** this includes:

- Freeways (Highway 401, 412, and 407); and,
- Existing Arterial Roads being Thickson Road, Lake Ridge Road, Brawley Road, Taunton Road, and Victoria Street.

The Town's Official Plan should be updated to identify these good movement routes.

Further, Policy 8.5.7 requires, in consideration of development applications adjacent to railways, a landscape buffer of a size to be determined by the provincial government and/or the council of the respective area municipality, in consultation with the appropriate railway authority. This policy language is already carried forward as per Policy 8.1.3.9.2 of the Town's Official Plan.

Envision Durham includes Policy 8.5.5 to utilize freight-supportive design guidelines as part of the development review process, which help facilitate efficient goods movement while mitigating negative impacts on adjacent sensitive land uses.

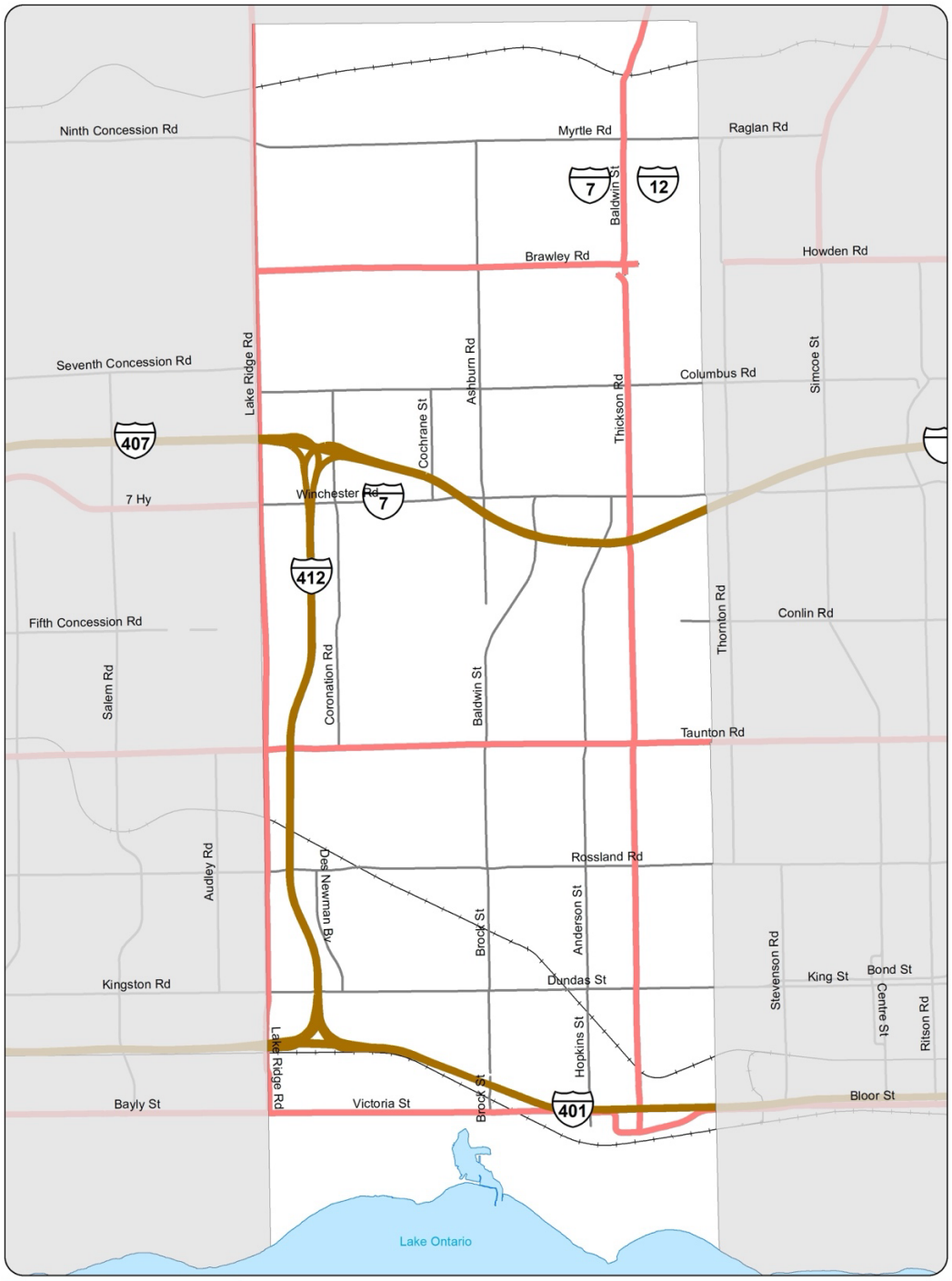
Policy 8.5.15 requires development of emergency response plans to address the transportation of dangerous goods.

These policies can be considered to guide goods movement direction within the Town's Official Plan.

Environmental and Community Impacts

The objectives and policies in this section of Chapter 8 of Envision Durham seek to mitigate the impacts of transportation infrastructure on communities, the environment and climate, and the impacts of a changing climate on transportation infrastructure through studies, design considerations and implementation measures. The policy implications of this Section of Envision Durham pertain to the Municipal Class Environmental Assessment process to minimize environmental impacts from a transportation perspective.

Policy 8.6.4 of Envision Durham requires the Region in conjunction with the area municipalities to assess the need for and development of corridor plans, which may be a component of a Municipal Class Environmental Assessment study for major road works or significant development applications or planning studies. Such corridor plans will provide a vision for the development along the Regional Road over time and address adjacent land uses, future built environment, streetscaping and the public realm. The Town of Whitby Official Plan could be updated to include a similar policy for corridor plans to be developed in conjunction with the Region.


Ninth Concession Rd
Myrtle Rd
Raglan Rd
Baldwin St
7
12
Brawley Rd
Howden Rd
Seventh Concession Rd
Lake Ridge Rd
Ashburn Rd
Cochrane St
Thickson Rd
Columbus Rd
Simcoe St
407
7 Hy
Winchester Rd
7
412
Fifth Concession Rd
Salem Rd
Coronation Rd
Baldwin St
Thornton Rd
Conlin Rd
Taunton Rd
Audley Rd
Rossland Rd
Des Newman Bv
Brock St
Anderson St
Stevenson Rd
Kingston Rd
Dundas St
King St
Bond St
Centre St
Ritson Rd
Hopkins St
Lake Ridge Rd
Bayly St
Victoria St
Brock St
401
Bloor St
Lake Ontario
TOWN OF WHITBY
OFFICIAL PLAN REVIEW
Whitby Boundary
Freeway
Existing Aerial
STRATEGIC GOODS MOVEMENT NETWORK
FIGURE # 9
DILLON CONSULTING
SGL
MAP DRAWING INFORMATION:
DATA PROVIDED BY MNRF, REGION OF DURHAM, TOWN OF WHITBY
MAP CREATED BY: AC
MAP CHECKED BY: SM
MAP PROJECTION: NAD 1983 CSRS UTM Zone 17N
SCALE 1:60,000
0 5001,000 2,000 m
PROJECT: 24-7548 STATUS: DRAFT DATE: 5/8/2024
FILE LOCATION: C:\Users\SGL\Desktop\working files\OP.WH\3 - Maps\Strategic Goods Movement.mxd

Policy 8.6.5 of Envision Durham advocates that area municipalities apply the Municipal Class Environmental Assessment study process as part of an integrated approach with the Planning Act process in the preparation of secondary plans for new, realigned or upgraded arterial and collector roads. Section 9.3.3 a) of the Town's Official Plan includes the requirements for a Municipal Class Environmental Assessment process through an integrated planning process in the preparation of Secondary Plans. No policy change is required.

Policy 8.6.6 of Envision Durham requires area municipalities to evaluate and identify preferred alignments for new arterial and collector roads needs in a comprehensive manner under the Municipal Class Environmental Assessment process to minimize environmental impacts while achieving the optimal solution from a transportation perspective. The Town's Official Plan includes similar language in Policy 8.1.4.6. No policy change is required.

Policy 8.6.7 of Envision Durham, the Region will protect arterial road corridors where a development application or site plan is contingent upon road improvements that are subject to a Municipal Class Environmental Assessment study or a corridor plan, as determined by the Region in conjunction with the area municipality. The development application shall not be approved until the Municipal Class Environmental Assessment study or corridor plan are completed to the extent required to assess the development application. Policy 8.1.4.6 of the Town's Official Plan states that development approvals may be contingent upon the completion of the environmental assessment study which reflects Policy 8.6.7 of Envision Durham.

3.18 Mineral Aggregates

Section 6.7 of Envision Durham includes policies on Aggregate Resources. A similar policy section is contained in Section 4.12 of the Town's Official Plan. However, a number of policies in Section 6.7 are not reflected in the Town's Official Plan such as policy 6.7.3 on discouraging establishment of land uses within 300 metres of high potential aggregate resource areas; policy 6.7.5 on encouraging mineral aggregate resource conservation; policy 6.7.8 on mitigation measures for new or expanding aggregate resource extraction areas; policy 6.7.11 on providing adequate buffering to adjacent land uses; and Policies 6.7.17 through 6.7.24 on aggregate site rehabilitation. Policy 6.7.15 also provides more detailed policies on compatibility with the Greenbelt Natural Heritage System.

3.19 Natural Heritage Restoration and Enhancement

Policy 7.4.9 discusses partnering with area municipalities and others to target restoration and enhancement initiatives. These initiatives could also be identified by development proponents as part of the environmental impact or natural heritage studies.

3.20 Drinking Water Source Protection

Policies 7.5.25 through 7.5.43 of Envision Durham contains policies on wellhead protection zones and intake protection zones. Wellhead protection zones and intake protection zones are illustrated on Map 2f. Whitby only contains an Intake Protection Zone which extends as Intake Protection Zone 2 and 3 through certain areas of the Town. The Town's Official Plan does not contain corresponding policies on Intake Protection Zones.

3.21 Environmental Stewardship

Section 7.7 of Envision Durham contains policies on Environmental Stewardship and encourages area municipalities to include similar policies. The Town's Official Plan does encourage stewardship of woodlots and linkages in Section 5.3.1.5 and 5.3.7.13. However, Section 7.7 also contains broader policies on stewardship that could be incorporated into the Town's Official Plan.

3.22 Site Specific Policies

Envision Durham includes a number of site-specific land use permission for sites across the Town of Whitby. These site specific policies include 10.2.7, 10.2.10, 10.3.8, 10.3.10, 10.5.4b), 10.6.7, 10.6.10e), j), 10.6.14. Only two have corresponding site specifics in the Town's Official Plan. These include Envision Durham policies 10.3.8 and 10.5.4 b) which are addressed by Town Official Plan policies 4.7.5.2 and 4.9.5.1 respectively.

3.23 Implementation and Interpretation

Policy 5.4.9 of Envision Durham sets out a new policy direction that development within Community Areas that are greater than 20 hectares, will be subject to a secondary plan process. With the current Brooklin Expansion being planned through Focus Area 3, there are only a few pockets of land left in Whitby outside of the Greenbelt Plan Area that could be developed for urban uses in the future. As such, this policy is not needed.

Policy 11.3.23 permits boundary adjustments or new lot creation to secure greenspace for natural heritage conservation purposes provided the lot is zoned to permit only natural heritage conservation uses.

4 Whitby Official Plan



This section highlights sections of the Official Plan to be updated as part of the Official Plan Review, that do not relate directly to updated Provincial and Regional policy.

4.1 Sustainability

The sustainability review captures the key elements of a number of guiding documents developed since the last OP update in 2018, and considers aspects of environmental, climate change, green buildings, and broader economic policies. The current Official Plan has a number of policies referencing sustainability and climate change, which would need to be reviewed and updated to align with recent initiatives as well as applicable policies in the PPS.

The Town has established a Sustainability Plan and annual reporting mechanism following the One Planet Living framework. Some key areas for coordination with the Official Plan include urban forest management and tree planting, waterfront regeneration and urban design, supporting local and sustainable food through community gardens and more native species, designing for inclusive and equitably distributed parks and recreational spaces, and integrating the recommendations and actions in the Town's Green Standard and Climate Emergency Response Plan (discussed below).

Green Design

The Whitby Green Standard (WGS) was first implemented in September 2020, and aims to address health and wellbeing, quality of life, as well as climate adaptation and mitigation. The Standard applies to Site Plan and Draft Plan of Subdivision applications.

Climate Change Adaptation and Mitigation

The Town's declaration of a climate emergency in 2019 was followed by the development and Council endorsement of a Climate Emergency Response Plan (CERP) in two phases: Phase 1: Resilience (2022) identifies a way forward to adapt to current and future changes in climate and invest in adaptation; Phase 2: Climate Mitigation (2023) includes actions to reach the Town's community target of net-zero emissions by 2045. Both sections of the CERP have elements that can be considered through the Town's Official Plan review, such as:

- Reviewing policies in section 3.2 of the Official Plan to reference the CERP and align with its goals and implementation plans;
- integrate more specific policies around climate adaptation;

- Consider mapping areas vulnerable to climate change in the development of secondary plans and infrastructure plans; and
- Update existing policies to strengthen support for the Town's net zero goal, including relating to carbon budgeting, reduction of car dependency, and energy conservation.

4.2 Transportation

Dillon conducted a Transportation Analysis in support of the Whitby Official Plan Review. The review includes a Town wide transportation analysis that looked at five key transportation components:

- Road infrastructure;
- Active transportation;
- Public transit;
- Railways; and
- Goods movement.

As well, the report conducted a constraint, and opportunities review of the Brooklin Expansion Area which is addressed in the Focus 3 Report.

The Transportation Analysis is contained in Appendix A and summarized herein.

Road Infrastructure

Consistent with the goal and objectives set out in the Official Plan, roads in Whitby are classified and maintained on the basis of their function and design as controlled access roads (freeways), arterial roads, collector roads, and local roads. This classification system is intended to assist in directing traffic flows quickly and efficiently from local roads to collector roads and arterial roads, while similarly keeping through traffic on arterial roads and collector roads so that traffic on local roads is kept to a minimum.

When assessed against the network function and design characteristics for each road classification type, the network spacing and minimum intersection spacing, relative to road classification, aligns well with Regional and Town Official Plan policy.

Active Transportation

The 'Existing and Recommended Active Transportation Network' presented in the Town of Whitby Active Transportation Plan (2021) protects for the provision of future active transportation accommodation and proposes effective, safe, and integrated linkages and routes between neighbourhoods, schools, major open space and park systems, access to transit, as well as commercial and employment centres, including the provision of connections to the Waterfront Trail and Greenbelt Trail. It is recommended that the 'Existing and Recommended Active Transportation Network' be further incorporated into the Whitby Official Plan.

Further, the Whitby Official Plan does not provide any town wide active transportation policy guidance on sidewalks. Only Section 11.5 of the Brooklin Community Secondary Plan does. Further, the Town of Whitby Design Criteria and Engineering Standards (2022) states that “sidewalks are required on both sides of all roadways (Local, Collector and Arterial) including courts, cul-de-sacs and crescents”. Sidewalk policies should be considered through the Official Plan review.

Public Transit

The Whitby Official Plan Schedule D – Transportation displays a number of transit features including Transit Spines, Commuter Rail, Future Commuter Rail, Major Transit Stations and Future Transitway Stations. It is recommended that protection for an additional Future Transitway Station be added to Schedule D – Transportation at the proposed interchange of Highway 407 and Cochrane Street. This would be consistent with the placement of the other Future Transitway Stations which are located at all Highway 407 and arterial road interchanges.

Railways

The Whitby Official Plan **Schedule D – Transportation** displays all the Railway Corridors and notes which ones provided Commuter Rail service (GO Transit) and Future Commuter Rail service (extension of GO Transit). It also indicates the at-grade road rail intersections that are proposed to be grade separated. No changes are required.

Goods Movement

As The Region has identified a ‘Strategic Goods Movement Network’, as contained in Envision Durham Map 3c – Strategic Goods Movement Network. It identifies the preferred haul routes that are planned to accommodate commercial vehicles on a year-round basis, and which link major generators of traffic. However, Whitby provides no policy guidance for Goods Movement on Town owned roads. As recommended in Section 3 of this report, Goods Movement policies and mapping should be added to the Town’s Official Plan.

4.3 Mature Neighbourhoods

OPA 130, which addressed policies for Mature Neighbourhoods, was adopted by Council on May 15, 2023. The area where the Mature Neighbourhood policies apply are shown in **Figure 10**.

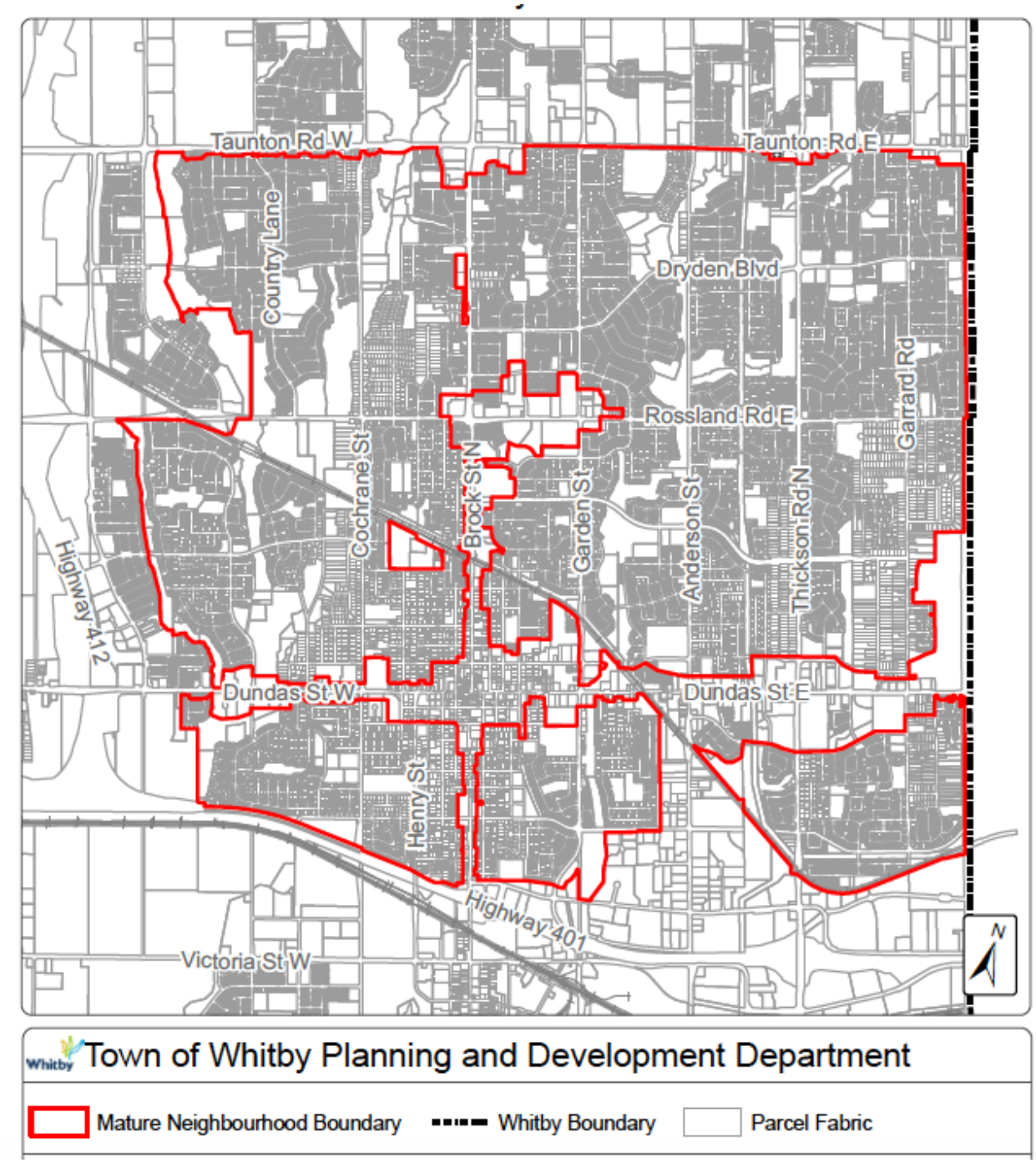


Figure 10: Area where Mature Neighbourhoods policies apply

As part of the Official Plan Review, consideration should be given as to whether the Mature Neighbourhood policies should apply to other areas of the Town. The policies would not be applied in any Intensification Areas or Corridors, but there are areas where the policies' application could be considered, including the older residential areas north of Taunton Road, in Brooklin, and south of Victoria Street.

These areas, except the residential north of Taunton Road to the west of the Taunton North Community Secondary Plan, are already covered by Secondary Plans which designate low versus medium or high density areas. Some of the policies introduced in OPA 130 which direct certain densities of development to certain areas, would not be necessary where the different low and medium designations apply. Conversely, policies on infill and compatibility in OPA 130 would be appropriate to guide infill in the respective Secondary Plans.

4.4 Mixed Use Policies

The Official Plan review provides an opportunity to reconsider the policy framework for mixed use areas, particularly what is considered mixed use and what differing land uses are required to achieve mixed use.

Mixed use can come in different forms, with a requirement for a mix of non-residential uses (i.e. office, retail, restaurant, personal service, and community and/or institutional uses) or a requirement for a mix of non-residential and residential uses. The mix of uses can be required within in a building or within a site. Alternatively, a mix of uses can be permitted, but not required.

What form of mixed use will best achieve the desired outcome, is worth considering. Being overly prescriptive in the Official Plan policies with regards to provision of mix of uses can reduce incentive for development and lead to prolonged application processes where Official Plan Amendments are required. Conversely, being too flexible can lead to development of token non-residential development intended to meet the bare requirements of the policies, without delivering the true mix and functionality of space desired to support complete communities.

There are currently 18 Mixed Use designations that apply across the different Secondary Plans. **Table 1** outlines how the different designations require mix use.

Simplifying the 18 different mixed use designations could add both flexibility and certainty to achieving mixed use development. Requiring a mix of commercial uses on a site does not constitute mixed use as commonly applied today. Using such a framework for mixed use areas, dilutes the objective of mixed-use development. It is recommended that the Official Plan take a more focused lens on mixed use areas with a requirement for or permission for a mix of residential and non-residential uses in fewer designations.

Section 6 of this Report provides recommendations on a more streamlined approach to mixed use designations.

Table 1

Non-Residential Mix Required; Residential also permitted	Residential and Non-Residential Mix Required within a Site	Residential and Non-Residential Mix Required within a Building	Residential and Non-Residential Permitted, but not Required
• Parent official Plan - Mixed Use • Brooklin Community - Mixed Use 2- HCD • Brooklin Community - Heritage Commercial • Brooklin Community - Mixed Use 3 • Downtown Whitby - Heritage Mixed Use • Brooklin Community Mixed Use 1 – Community Central Area • Downtown Whitby – Downtown Mixed Use • Downtown Whitby – Corridor Mixed Use	• Brock Taunton Major Central Area – Mixed Use Area 4 • Brock Taunton Major Central Area – Mixed Use Area 1 • Brock Taunton Major Central Area – Mixed Use Area 2 • West Whitby Secondary Plan – Mixed Use Two • West Whitby SP - Mixed Use One (with site specific carried forward) • West Whitby SP – Special Mixed Use Two	• Port Whitby Community – Mixed Use Residential One • Port Whitby Community – Mixed Use Residential Two Downtown Whitby - Heritage Mixed Use	Port Whitby Community – High Density Residential Mixed Use

4.5 Residential Uses in Commercial Designations

The existing Major Commercial designation is located within either Major Central Areas or Urban Central Areas.

Residential uses are also permitted in the Major Commercial designation in a mixed commercial/residential format. This same permission also applies to Community Commercial and Local Commercial designations. In essence, these three commercial designations are mixed use designations where residential is permitted but not required similar to the fourth column of mixed use designations in Table 1. These designations could become mixed use designations, but the commercial policy direction in these designations would be lost. There is still a need to ensure that a retail / commercial function is provided in neighbourhoods and Central Area. In view of the foregoing, it is recommended that the Commercial designations be maintained with residential permissions, but mixed use designations that do not require residential could be converted to one of the commercial designations.

4.6 Food Store and Supermarket

Supermarkets generally greater than 2,000 square metres in size are intended to be located within Central Areas to serve the broader community. Food stores, generally less than 2,000 square metres, are intended to be located within Mixed Use areas or Community Commercial and local Commercial areas. The intent being to avoid competition in certain areas. However, that is less of concern as the size of the designations will determine the size of the stores. In addition, the Official Plan uses the terms food store, grocery store and supermarket throughout the document. Greater flexibility regarding size and location and consistency in terms should be considered in the updated Official Plan.

4.7 Special Activity Nodes

There are specific policies for the Special Activity Node A at the northeast corner of Cochrane Street and Taunton Road West. The policies relate to the site's previous use, Cullen Gardens. Since these lands are now occupied by a spa, the special policy area is no longer relevant. A commercial designation which permits the spa may be more appropriate.

Special Activity Node B is generally centered around Highway 401 at Hopkins Street and Thickson Road South. The policies permit a number of uses, including some employment uses, as well as major retail uses, with a number of restrictions on the major retail.

Envision Durham designates Special Activity Node B as Employment Area. Major retail uses are generally not permitted in the Employment Areas in Envision Durham, however, there is a policy that permits major retail in Employment Areas if it was designated, and the use permitted in the area municipal plan as of June 3, 2009. That

policy applies in this case, where the Special Activity Node B, and the major retail permissions, referred to as retail warehouses, existed prior to June 3, 2009.

However, under the Provincial Planning Statement 2024, these retail uses are not permitted in Employment Areas except as a transitional use. Consideration needs to be given as to the appropriate designation for this area in the Whitby Official Plan Review that reflects its intended use.

4.8 Parks

The Town of Whitby is in the process of preparing a new Parks and Recreation Master Plan. The draft Parks and Recreation Master Plan sets out recommendations that the Town can implement to create a healthy community. It recommends the creation of a parkland hierarchy based on Town Parks, Sports Field Parks, District Parks, Local Parks, Parkettes and Urban Parks. The parkland classification in the Official Plan will be reviewed based on the recommendations in the Parks and Recreation Master Plan and the Bill 23 Parkland Framework presented to Council in June 2024. The parkland policy section could also consider direction for a Trail hierarchy and related policies as recommended in the Master Plan.

4.9 Agricultural Policies

Within the Agricultural policies (section 4.10), agricultural-related and on-farm diversified uses are permitted, but require a zoning by-law amendment. In order to support the agricultural economy, the Official Plan Review should give direction to permitting on-farm diversified uses as-of-right in the zoning by-law. The policy may include specific requirements to ensure that these uses are compatible with and do not negatively impact nearby agricultural uses, as required by Envision Durham.

4.10 Places of Worship and Schools in Industrial Areas

One of the comments that was raised during the Official Plan Review process was to consider a permission for places of worship in Industrial Areas subject to a Zoning By-law Amendment. This request stems from the difficulty in siting places of worship in non-employment areas due to high land costs and other land constraints. While the Envision Durham policies do not expressly prohibit places of worship in employment areas, like they do for residential uses, long-term care and retirement homes, elementary and secondary schools; it does contain policies on land use compatibility that must be adhered to. Furthermore, the Provincial Planning Statement 2024 prohibits institutional uses in Employment Areas. Consideration will need to be given to how the Official plan can support the location of places of worship.

4.11 Targets and Floor Space Index

Readers of the Official Plan sometimes confuse overall density targets for a given area with minimum and maximum densities for a specific land use designation. For example,

Policy 4.3.3.3.4.2 a) states that, for lands within the Brock/Taunton Intensification Area, "the long- term overall density target is at least 75 residential units per gross hectare and the overall long-term *floor space index* target is 2.5." This is not intended to be a minimum or maximum density for each site but a target density for the area as a whole. The designations within that area, such as the Medium Density Residential set specific density ranges such as 30 and 65 units per net hectare. As the Whitby Official Plan is updated, the terminology should be updated or refined, to convey that a target is an objective for an overall area, versus a specific prescribed minimum and/or maximum density within a specific designation.

4.12 Policy References

All policy references will need to be checked and updated including policy references that cross-reference other sections of the Official Plan. As well, references to the Durham Region Official Plan should be removed as those policies are being incorporated into the Whitby Official Plan.

4.13 Readability

The overall readability of the Official Plan document can be improved by adding the section header to the top of the document. This helps the reader keep track of what land use designation or secondary plan section they are reading.

4.14 Other

The updated Official Plan will include a series of 'clean-up items" that relate to a range of matters such as terminology, consistent with other sections, cross-references and other matters.

5 Whitby Community Strategic Plan



The Town of Whitby's Community Strategic Plan 2023 to 2026 (Community Strategic Plan), was adopted by Council in June 2023, with an anticipated progress report this year. The Community Strategic Plan sets out a guiding Vision for Whitby as having "naturally beautiful green spaces, a vibrant waterfront, thriving downtowns, and a safe community – the heart of Durham Region, an exceptional place to live, work, and explore". The vision is supported by four Strategic Pillars and 62 actions items.

The first Strategic Pillar is titled "Whitby's Neighbourhood: Safe, Healthy, & Inclusive", the action items are generally high-level such as focusing on supporting the advancement of the new hospital, increasing family physicians, introducing a Parks and Recreation Master Plan, and collaborating with the Region in meeting the housing goals (Action Items: 1.1.1, 1.1.3, 1.3.2, 1.3.4). These action items, where applicable. are generally captured in the Official Plan.

The second Strategic Pillar is titled "Whitby's Natural & Built Environment – Connected & Resilient". The action items under this Strategic Pillar relate to climate change and infrastructure. The climate change action items focus on increasing resilience to the impacts of climate change, achieving zero-carbon emissions by 2045, and implementing a green standard incentive program (Action Items: 2.1.3, 2.1.4, 2.1.5). Through the Official Plan Review process, updating Chapter 5 Environmental Management to reflect these directives can be considered, as needed.

The third Strategic Pillar is titled "Whitby's Economy – Innovative and Competitive", the action items generally relate to supporting the growth of the economy and tourism, as well as expanding the non-residential tax base, these directives are generally captured in the existing Official Plan.

The fourth Strategic Pillar, which is titled "Whitby's Government" relates to the Town being accountable and responsible, building partnerships, and meeting timelines, which are typically not included in an Official Plan.

6 Recommended Official Plan Policy Considerations



This section describes proposed policy changes to the Official Plan related to Focus Area 4. The proposed policy recommendations are based on the review undertaken in Sections 2 through 5 of this report.

6.1 Growth Management, Time Horizon and Projections (Section 2.2.2)

The PPS 2020 introduced a planning time horizon of up to 25 years, whereas the PPS 2024 requires an Official Plan to plan for at least 20 years, but no more than 30 years (PPS 2.1.3). The Town's Official Plan contains a planning horizon to the year 2031, which is referenced throughout Section 1 Introduction, Section 2 Vision, Goals and Strategic Objectives, and Section 11 Secondary Plans. The time horizon in the Town's Official Plan should be updated to 2051.

As set out in Section 3.1, Table A in the Town's Official Plan and the policy references to population, jobs and households as listed in Section 3.1 and elsewhere in the Official Plan should be updated to reflect the 2051 allocations contained within Envision Durham.

Section 2.3.3 should also be expanded with additional strategic policies from Envision Durham including 1.1.2 on distinction between the Urban and Rural System. The strategic policies should also stress the importance of coordination of growth with the timing and delivery of infrastructure by both the Town and the Region similar to the intent of Policies 4.1.30 and 4.1.31 of Envision Durham

6.2 Designated Growth Area Density (Section 2.2.3)

The PPS 2024 defines Designated Growth Areas as land within settlement areas designated for growth or lands added to a settlement area that are not yet fully developed (PPS Definitions). The PPS 2024 encourages large and fast-growing municipalities of which Whitby is one, to plan for a density target of 50 people and jobs per hectare in Designated Growth Areas. This terminology replaces the term "Designated Greenfield Area" used in the Growth Plan for the Greater Golden Horseshoe. Although Designated Greenfield Areas are described slightly differently, the intent is the same as Designated Growth Areas, lands within the settlement area designated for growth

Consistent with the direction in the Growth Plan, Envision Durham requires Designated Greenfield Areas to be planned to achieve a minimum density target of 53 people and jobs per hectare. Designated Greenfield Areas have a slightly different definition, that

being lands within settlement areas but outside of the built-up area designated for development. The built boundary was previously established by A Place to Grow Growth Plan for the Greater Golden Horseshoe 2020 but removed by PPS 2024.

The Town's Official Plan uses the term "greenfield areas" in referring to Designated Greenfield Areas and references "Built Boundary" and "Greenfield(s)" in Section 2.2 Basis, 4.4 Residential, 6.4.2 Implementation, 9.1 Phasing Development, as well as 10.2.2 Definitions.

With the PPS 2024 no longer referencing the "Built Boundary", it should be removed from the Official Plan, including its removal on Schedule B Intensification. Similarly, the references to Greenfields in the current Official Plan should be replaced with Designated Growth Areas throughout the Official Plan. Although the density target of 50 people and jobs per hectare in the current Official Plan (Policy 2.2.3) is consistent with the PPS, Envision Durham requires 53 people and jobs per hectare. An appropriate density target will be considered in the updated Official Plan. The policy should also encourage new secondary plan areas to go beyond this minimum density with a range of housing types and densities to achieve complete communities and support transit.

Further, Envision Durham provides a methodology for measuring Designated Greenfield Area density that excludes natural heritage features, rights-of-ways for electricity transmissions and energy transmission pipelines, freeways and railways (Envision Durham 5.4.7). Although this methodology was to be used for Designated Greenfield Areas, it can be adapted, and new policy should be added to Section 2.2 of the Town's Official Plan to reflect policy 5.4.7 of Envision Durham.

6.3 Indigenous Communities (Sections 1.0 and 2.3.2)

The Town's Official Plan does not have a land acknowledgement or clear section on reconciliation and fostering Indigenous heritage and history in Whitby. Envision Durham contains a Traditional Territory Acknowledgement in its preamble that notes the history of Indigenous peoples on the land. The Town should also consider including an acknowledgement in Section 1 (Introduction) of the Official Plan.

Further, Section 2.3.2.2 of the Town's Official Plan could be revised to reflect recommendations of the Culture Connects Whitby Draft Plan (2020) including working collaboratively to enhance Indigenous cultural programming.

The Town's Official Plan (Policy 6.1.4.2) currently speaks to considering the interests of Aboriginal communities in conserving archaeological resources. However, the 2024 Provincial Planning Statement provides stronger policy direction in Policy 4.6.5 on the need for planning authorities to engage early with Indigenous communities and ensure their interests are considered when identifying, protecting, and managing archaeological resources, built heritage resources and cultural heritage landscapes. Also in Policy 6.2.2, the PPS requires planning authorities to undertake early engagement with

Indigenous communities and coordinate on land use planning matters. Policy 6.1.4.2 of the Official Plan should be updated to reflect PPS policies to engage early with Indigenous communities and consider their interests when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.

The policies on indigenous collaboration, engagement and partnerships summarized in Section 3.6 of this report should also be carried forward to the respective sections of the Town's Official Plan.

6.4 Urban Area Boundary Expansions (Section 2.4)

Subsection 2.6 of this report outlined how the new PPS 2024 introduced new criteria for evaluating future Settlement Area Boundary Expansions (SABE). Although, there are few opportunities for future SABEs in the Town, it is recommended a new policy be added to the Section 2.4 of the Town's Official Plan to reflect the PPS criteria.

6.5 Climate Change (Section 3.2.5)

As discussed in Section 2.6 of this report, the PPS 2024 revised the approach from mitigating to reducing greenhouse gas emissions and preparing for the impacts of climate change. The PPS sets out a number of approaches to do so including:

- Supporting compact, transit-supportive and complete communities;
- Incorporating climate change considerations during infrastructure planning; and
- Supporting energy conservation and efficiency;
- Promoting green infrastructure, low impact development and active transportation;
- Taking into consideration any addition approaches that help reduce greenhouse gas emissions; and
- Building community resilience to the impacts of a changing climate. (PPS 2.9).

Section 3.2.5 Climate Change of the Town's Official Plan generally contains policies that are consistent with the PPS, however, it recommended that existing text that references adapting to climate change be revised to "preparing for the impacts of a changing climate". As well, the matters set out in Policy 3.2.5.2 could also be updated to include additional approaches from the PPS noted above including supporting the achievement of compact, transit-supportive, and complete communities.

Building on the PPS, Envision Durham encourages municipalities to introduce a community-wide program for monitoring and reducing greenhouse gas (GHG) emissions to reach net zero by 2050 (Envision Durham Policy 3.2.4). It is recommended that climate change related policies be updated accordingly.

Further as noted in Section 3.4 of this Report, a number of policies in Section 3.2 of Envision Durham contain policies on green development practices and requiring proponents of development to address sustainability measures and design elements. Similar policies could be incorporated into Section 3.2.5 of the Town's Official Plan.

6.6 Energy Conservation (Section 3.2.6)

Envision Durham permits alternative energy systems and renewable energy systems throughout the Region including the Town of Whitby; however, large-scale commercial renewable energy facilities are not permitted within Prime Agricultural Areas, the Natural Heritage System, and Natural Hazard lands (Envision Durham Policy 4.3.19, and 4.3.20). These permissions and restrictions should be included in the permitted use subsections Section 4 – Land Use of the Official Plan.

Section 3.2.6 of the Town's Official Plan should incorporate a policy on regulating the design and scale of renewable energy systems similar to Envision Durham policy 4.3.21 and permitting alternative energy systems as set out in Envision Durham policy 4.3.25.

6.7 Intensification Target (Section 4.2)

The PPS 2024 states that Planning Authorities shall establish and implement minimum targets for intensification and redevelopment within built-up areas based on local context (PPS 2.3.1.4). There is no definition of built-up areas in the PPS. Envision Durham provides a minimum requirement that 50% of all new residential units across the Region occur through intensification within the built-up area (Envision Durham Policy 5.1.11). It is recommended that Section 4.2 contain a policy that incorporates a minimum intensification target. With the repeal of the Growth Plan, the Town's Official Plan will also need to describe what built up area comprises in Whitby to which this intensification target would apply.

6.8 Major Transit Station (Section 4.2.9)

The Town's Official Plan was updated by OPA 138 to incorporate planning direction for the Whitby GO Protected Major Transit Station Area. However, lands at the far east boundary of the municipality along the lakeshore GO line are also within the Oshawa GO Protected Major Transit Station Area (PMTSA) as shown on **Figure 5**. The lands within that PMTSA are designated General Employment. The Town will need to coordinate with the City of Oshawa on the planning for this PMTSA in determining how Section 4.2.9 is updated.

6.9 Mature Neighbourhoods (Section 4.4.3)

The Town's Mature Neighbourhoods (OPA #130) provides guidance for infill and intensification in mature neighbourhoods and added a new Section 4.4.3.13 into the Town's Official Plan. These new policies seek to protect the existing physical character of Mature Neighbourhood Areas and direct greater variation and density to the edges of

Mature Neighbourhoods along arterial roads. The policies of Section 4.4.3.13 apply only to the area shown on Schedule B: Intensification (see **Figure 12)**.

There are a number of older neighbourhoods in Brooklin that are comprised of similar Mature Neighbourhoods. Consideration should be given to expanding the area of Mature Neighbourhoods on Schedule B to encompass those older Mature Neighbourhoods.

6.10 Food Store, Grocery Store and Supermarket (Section 4.5)

The limitations on food stores should be removed from the Official Plan and all references to food stores and supermarkets replaced with one standard term grocery store.

6.11 Special Activity Areas (Sections 4.5.3.5 and 4.5.3.6)

Special Activity A refers to the lands north of Taunton Road and east of Cochrane Street, which have been developed as a spa (Thermëa spa village). It is recommended that this designation be removed, and the spa be incorporated into an appropriate Commercial designation or the proposed Business designation. For the large Special Activity B designation, see recommendations under Section 6.13 Employment.

6.12 Mixed Use Areas (Section 4.6)

As outlined in Section 4.4 of this Report, there are multiple Mixed-Use designations that apply within the current Official Plan and Secondary Plans. For simplicity and ease of interpretation, it is recommended a more streamlined approach be applied that reduces the number of designations.

We recommend the following three categories of Mixed Use to be included in Section 4.6 of the current Official Plan:

- Commercial Mixed-Use;
- Residential Mixed-Use; and
- Main Street Mixed-Use.

The proposed Commercial Mixed-Use designation would be where a mix of commercial uses including major commercial uses are permitted but can be supplemented with residential uses, but residential uses are not required. It is recommended that a full range of commercial uses would be permitted in this proposed designation, as well as standalone commercial uses. Residential Uses would be permitted when combined with non-residential uses on the same property or in the same building. To preserve the commercial function, a policy should be added that requires the maintenance of the existing commercial function through any redevelopment. Alternatively, these lands could be converted to a Major Commercial, Community Commercial or Local

Commercial designation which all permit commercial and residential uses as noted in Section 4.5 of this report.

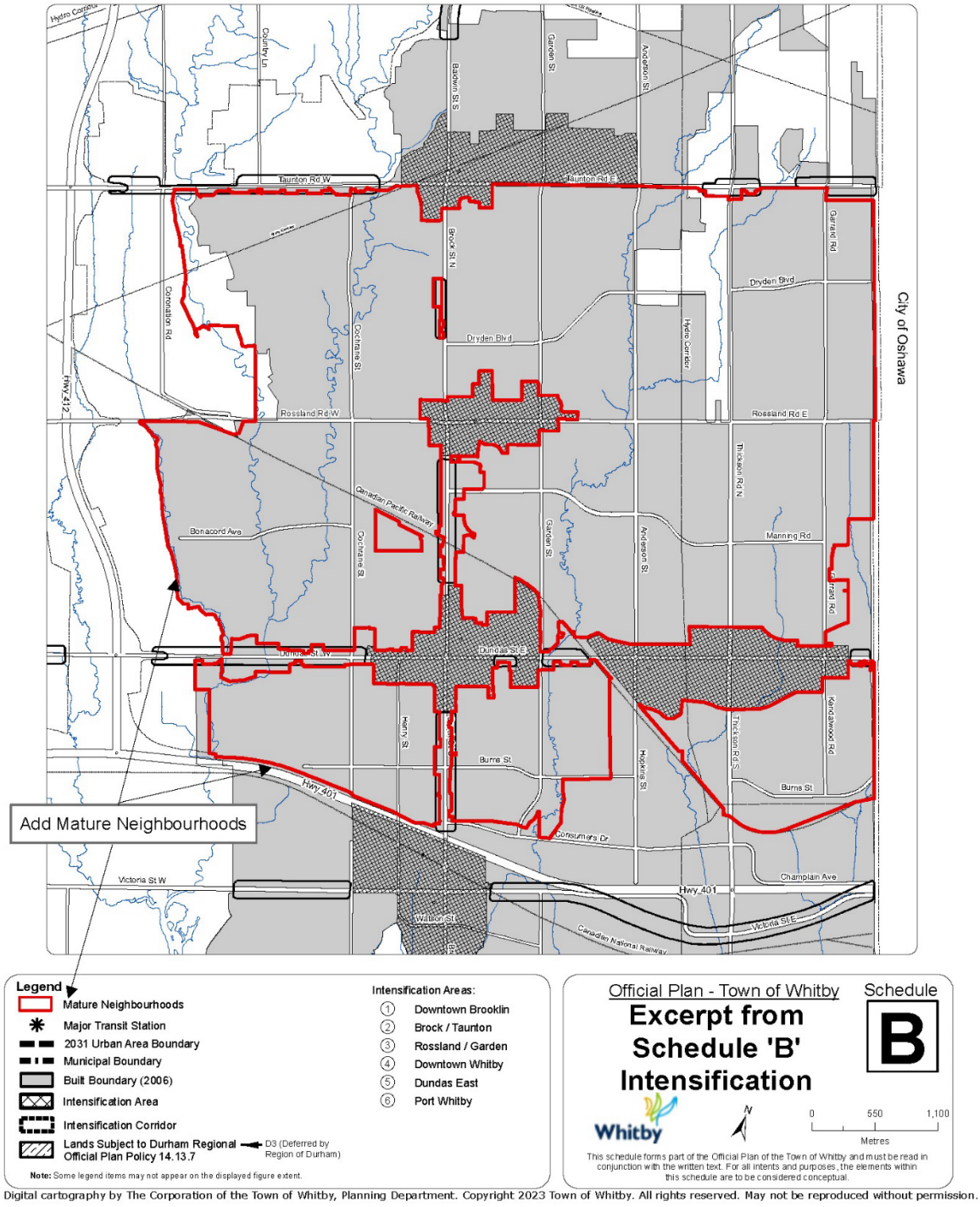


Figure 12: Mature Neighbourhoods – Schedule B

This Commercial Mixed-Use designation would apply to the following existing land use designations:

- High Rise Mixed Use (Port Whitby Community Secondary Plan as amended by OPA 138);
- Mixed Use 3 (Brooklin Community Secondary Plan);
- Mixed Use 2 (Thickson/Taunton Community Central Area Secondary Plan); and
- Other Site Mixed Use sites not within the other proposed designations.

The proposed Residential Mixed-Use designation would combine the following current designations:

- Mixed Use (Brock/Taunton Major Central Area Secondary Plan);
- Mixed Use One (West Whitby Secondary Plan);
- Mixed Use Two (West Whitby Secondary Plan);
- Corridor Mixed Use (Downtown Whitby Secondary Plan as amended by OPA 126);
- High Rise Mixed Use (Port Whitby Community Secondary Plan as amended by OPA 138); and
- Community Central Area Mixed Use 1 (Thickson/Taunton Community Central Area Secondary Plan).

The residential and commercial components would be permitted in the same building or in separate buildings on the same site.

The proposed Main Street Mixed Use designation would generally apply to existing main streets within the Town, and would combine the following existing designations:

- Mixed Use Main Street (Port Whitby Community Secondary Plan);
- Heritage Mixed Use Area (Downtown Whitby Secondary Plan as amended by OPA 126)
- Downtown Mixed Use (Downtown Whitby Secondary Plan as amended by OPA 126);
- Heritage Commercial (Brooklin Community Secondary Plan); and
- Mixed Use 2 (Brooklin Community Secondary Plan).

This recommended Main Street Mixed Use designation would permit residential uses with non-residential requirements in the same building except that residential uses would not be permitted on the ground floor. Standalone non-residential uses would also be permitted.

6.13 Industrial / Employment Areas (Section 4.7)

As outlined in Section 2.4 of this report, Bill 97 changed the definition and meaning of “Area of Employment”. Echoing Bill 97, the PPS 2024 prohibits residential, commercial, public service and other institutional uses in employment areas (PPS 2.8.2.3).

The current Official Plan does not contain a definition for Area of Employment, this should be added to Chapter 10.2.2 Definitions.

As described in Section 2.4, Provincial policies no longer permit institutional uses, retail and commercial uses, and offices in employment areas that are not associated with the primary use, except that existing institutional, commercial and office uses are permitted provided they were legally established in 2023.

The General Industrial designation in the Town's Official Plan permits a realm of uses which in our opinion conforms to the Planning Act and PPS definitions. The Prestige Industrial designation, however, permits major offices, post-secondary educational facilities, hotels and convention facilities among other uses (Policy 4.7.3.2.2 and 4.7.3.2.4). It is recommended that these uses be removed to be consistent with the Provincial policies. The remaining issue is what to do with existing institutional, commercial and office uses. The Special Activity Node at Thickson Road and Highway 401 is also included within the Employment Area in Envision Durham.

Lands currently designated employment in either Envision Durham or the Town's Official Plan are shown on **Figure 13** along with delineation of the General Industrial, Prestige Industrial and Special Activity Node designations. **Figures 14** and **15** identify existing sites that would not meet the Planning Act definition of an Area of Employment and include post-secondary educational facilities, office budling, automobile dealerships, automobile service facilities and others.

One option to address existing uses is to permit existing institutional, commercial and office uses within the Prestige Industrial designation which is permitted by the Planning Act. This option would address the scattered commercial uses that may become employment uses in the future. However, it may not provide an adequate solution for large institutional uses such as Durham College or for accommodating new commercial and office uses that tend to gravitate to employment areas.

A second option would be to redesignate the post-secondary uses as Institutional, while redesignating existing hotel, offices and automobile related use as special purpose commercial or another commercial use. The downside of this approach is that it results in a "swiss cheese" of an industrial area and does not account for newer commercial uses. The Special Activity Area designation within the Envision Durham Employment Area boundary would also need to be addressed with a potential new designation.

Considering that the majority of the non-employment area uses are scattered uses and relatively few at that, except for the Special Activity Area, a third option would be to simply recognize the scattered commercial and industrial uses as existing uses in an Employment Area and redesignate the Special Activity Area and adjacent automobile dealerships along with the adjacent Durham College into a new non-Employment Area designation. This large, designated area would permit an opportunity to accommodate

new similar uses. The PPS also requires municipalities to include "an appropriate transition to adjacent non-employment areas to ensure land use compatibility and economic viability". A new designation such as this permitting employment uses that are no longer permitted in employment areas, could also act as a transitional area to the residential area to the north. In addition, other areas such as surrounding the hospital or in other pockets adjacent to residential aeras could be converted to this new designation.

It is recommended that the third option be incorporated into the Town's Official Plan and called a 'Business' designation. This new designation would permit:

- Offices,
- Hotels and convention / banquet facilities,
- Post secondary education facilities,
- Personal service uses,
- Restaurants,
- Funeral homes,
- Day care centres,
- Health or athletic club, recreational uses, entertainment uses,
- Automotive service stations and gas bars,
- Automotive dealerships,
- Garden centres,
- Building supply centres and home improvement centres,
- Furniture and major appliance sales, and
- Places of worship.

The realm of permitted uses includes those that are permitted in the 'Special Purpose Commercial' designation and are located in similar locations that would be appropriate for the new 'Business' designation. As such, it is recommended that the existing 'Special Purpose Commercial' designations be converted to the new 'Business' designation. Existing major retail use permissions would be permitted on a site specific basis.

Although this new 'Business' designation would not be considered an Employment Area, the location of many of the lands which would be incorporated into a Business designation are in strategic locations adjacent or near to 400-series highways and should be protected over the long term for a range of employment uses permitted in the designation.

Policy 4.7.3.3.1 which permits funeral homes and day care centres within office buildings in Prestige Industrial designations and business parks will also need to be revised to permit only as existing uses.

6.14 Other Industrial / Employment Area Policy Changes (Section 4.7)

Envision Durham encourages more compact forms of employment and recognizes that the total land supply is established based on achieving a long-term Employment Area density target of 28 jobs per hectare (Policy 5.5.5). The current Official Plan does not provide a target density. As such, it is recommended that Section 4.7 Objectives of Industrial Section include a new objective encouraging more compact forms of employment; however, the objective should recognize that the higher density employment uses such as offices and hotels are no longer permitted in employment area. The objectives should also reflect the minimum density target of 28 jobs per hectare in Envision Durham but encourage a higher density particularly within the new Business designation.

Lastly, as outlined in Section 2 of this report, the PPS 2024 introduces a new policy that requires development within 300 metres to avoid or mitigate potential impacts on the long term economic viability of employment uses. The Official Plan contains a section on Sensitive Land Uses (Section 4.7.23.3) which should be revised to add a policy that requires development within 300 metres of a Prestige Industrial or General Industrial Area to avoid or if not possible minimize and mitigate potential impacts on the long term economic viability of employment uses.

Lastly to align with the Employment Area terminology in the Planning Act and PPS, the General Industrial and Prestige Industrial designations could be revised to General Employment Area and Prestige Employment Area designations.

The Town's Official Plan should also contain strong language on the strategic importance of protecting employment lands along strategic goods movement corridors as well as the importance of protecting not only employment areas from conversion but also maintaining the lands designated business to accommodate a range of employment uses and to act as a transition between residential and employment areas.

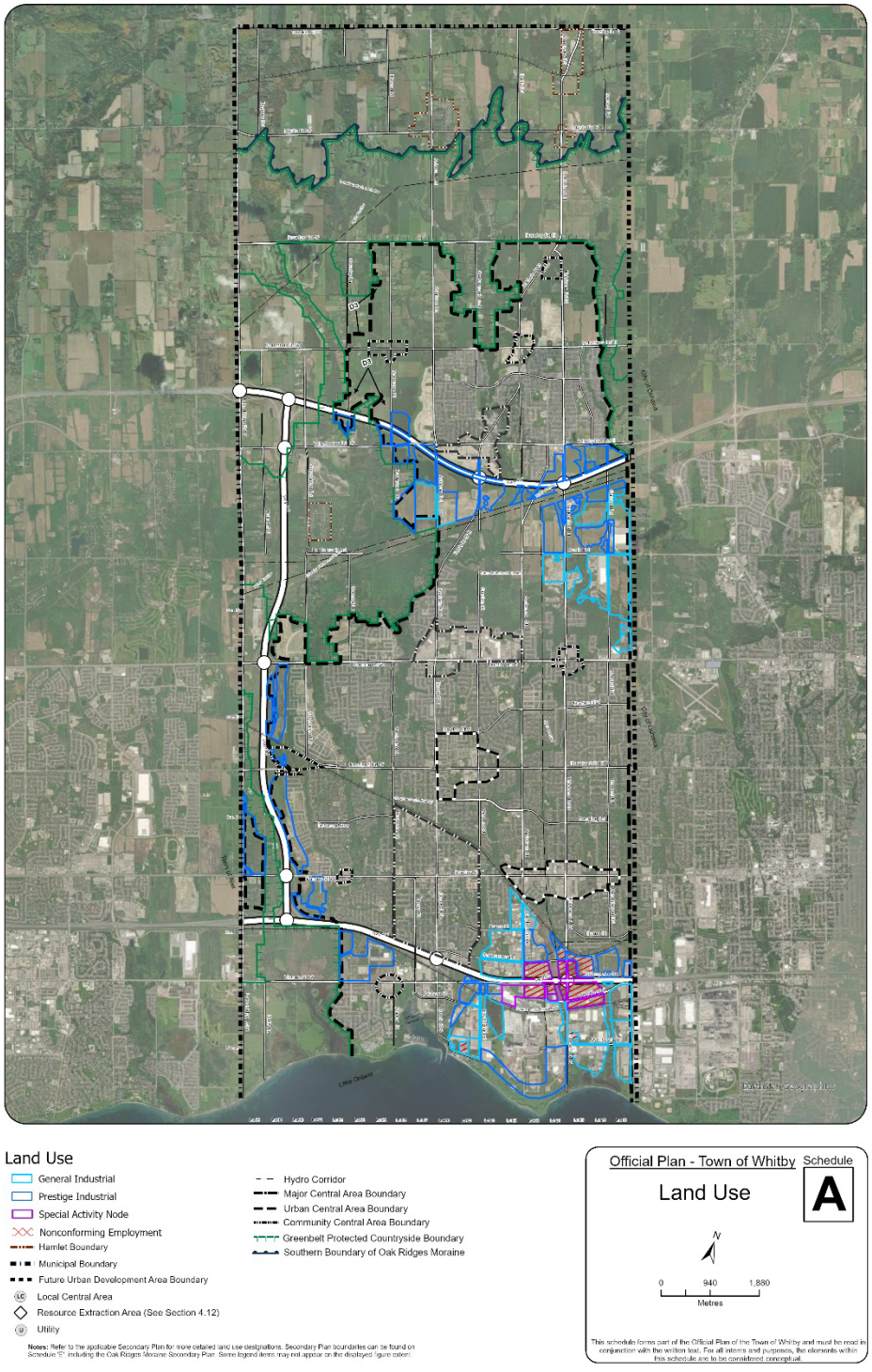


Figure 13: Existing Designated Employment Areas in Current Official Plan

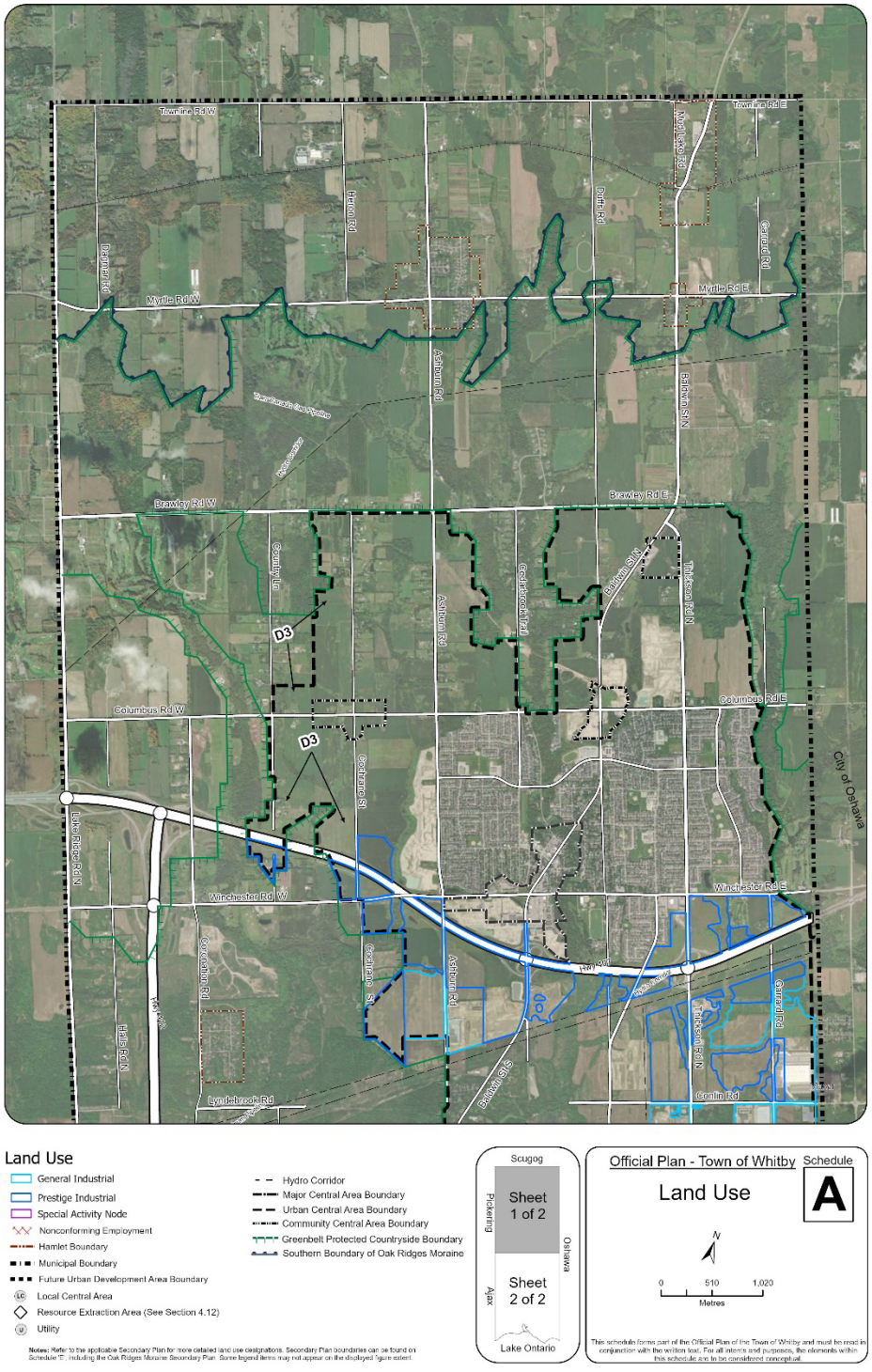


Figure 14: Analysis of Existing Non-conforming Employment Uses – North Half of the Town

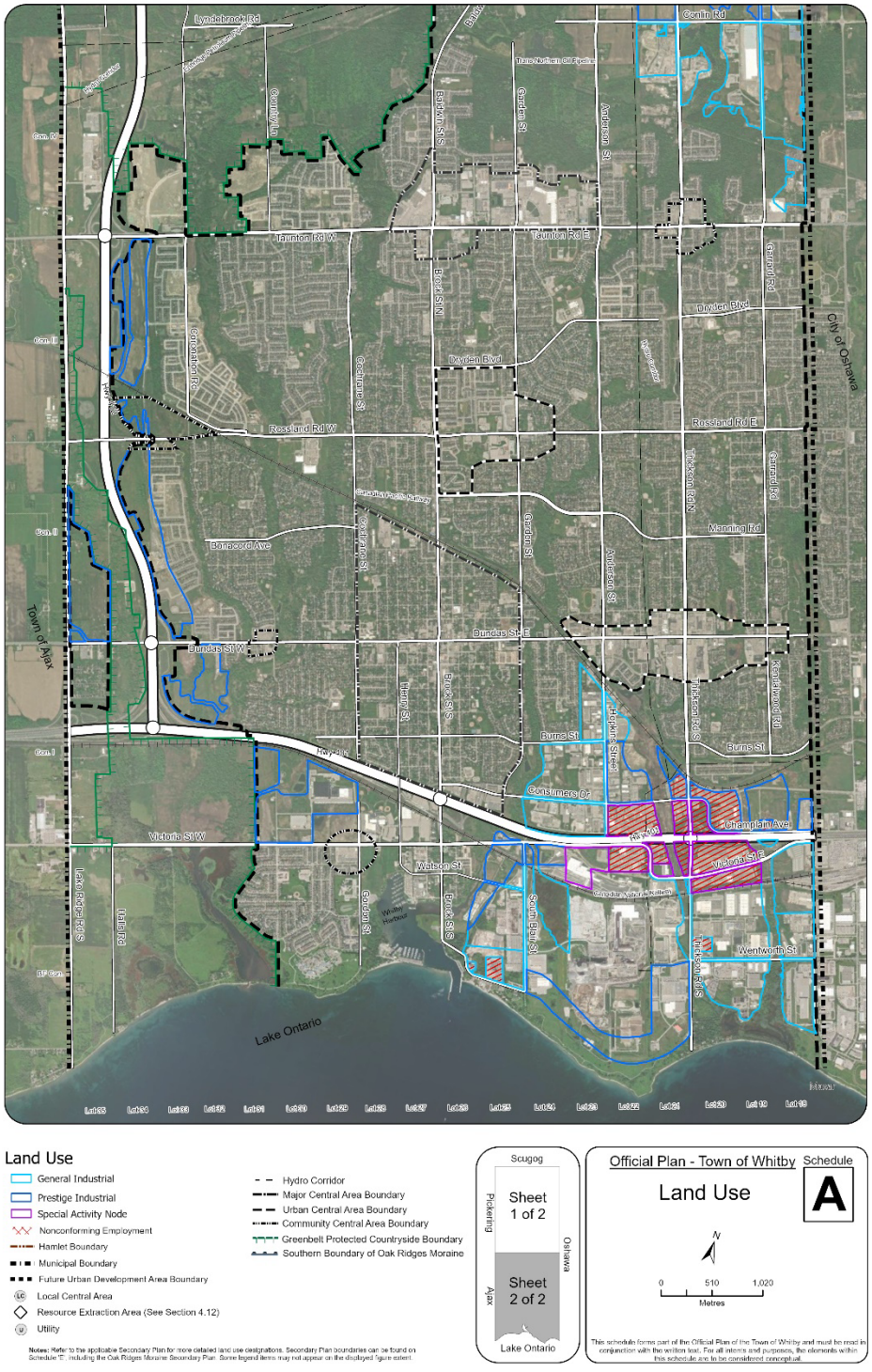


Figure 15: Analysis of Existing Non-conforming Employment Uses – South Half of the Town

6.15 Conversion of Industrial Lands (Section 4.7.3.4)

This section needs to be updated to address that conversions can happen outside of a municipal comprehensive review or Official Plan review. As well, the criteria for conversion needs to be updated to reflect the criteria in the Provincial Planning Statement but also address key locational issues such as protection of employment areas adjacent to strategic goods movement corridors and compatibility with sensitive land uses.

6.16 Parkland Classification (Section 4.9.3)

The parkland classification in the Town's Official Plan includes Local Parks, District Parks and Town Parks, in Section 4.9.3.22. The parkland hierarchy is recommended to be updated based on the Town's Parks and Recreation Master Plan to also include sports field parks and with an update to policy 4.9.3.22.2 to include sports field parks as part of the rate of 2 hectares per 1,000 population).

6.15 Trail Hierarchy (Section 4.9.3)

The Town's Official Plan includes policies regarding trails in Sections 4.9.3.22 Parks, Trails and Recreation Facilities, 6.2.3.10 Parks and Open Space, and 8.1.3.7 Active Transportation. The Town's Parks and Recreation Master Plan provides a recommended off-road trail hierarchy that includes Primary Multi-Use Trails, Secondary Trails, Nature Trails, and Park Pathway/Walkways. It is recommended that the Official Plan indicate that the Recreation Master Plan sets out a trail hierarchy which should be used to guide trail planning. This policy should be added to in either Section 4.9.3.22 Parks, Trails and Recreation Facilities or Section 8.1.3.7 Active Transportation.

6.16 Parkland Dedication - Alternative Rate (Section 4.9.4)

Policy 4.9.4.3 of the Town's Official Plan requires lands to be conveyed to the Municipality for parkland and other public recreational purposes. The current rate in the Official Plan is 5% of the landholding for residential developments or cash-in-lieu. For commercial or industrial uses the rate is 2% or a cash-in-lieu equivalent.

As noted in Sections 2.1 and 2.3 of this report, Bills 23 and 108 introduced new alternative rates for parkland dedication for residential developments and set out a maximum dedication.

The Town's Official Plan provides an alternative parkland rate of 1 hectare for 312 dwellings for a residential development (Policy 4.9.4.3 c)). In accordance with Bill 23, this policy should be updated to 1 hectare of parkland for every 600 dwelling units for a residential development and cash in lieu at the rate of 1 ha per 1,000 dwelling units.

In addition, a maximum parkland dedication was introduced, which states the alternative rate shall not exceed 10% of the land or the value of the land for sites less than five hectares. For sites greater than 5 hectares, the dedication shall not exceed 15% of the land or value of the land.

6.17 Agricultural (Section 4.10)

Section 4.10.3.3 should be updated to reflect the criteria in Policies 6.3.4 and 6.3.5 of Envision Durham for agricultural-related and on-farm diversified uses. Section 4.10 of the Town's Official Plan should be updated to include the criteria for a surplus farm dwelling in Policies 6.4.5 and 6.4.6 of Envision Durham. As well, the Town's Official Plan should incorporate a policy giving direction to permitting on-farm diversified uses as-of-right in the Town's zoning by-law.

A policy could also be added to Section 4.10.3 to work with the Region to implement its Five-Year Agri-Food Plan.

6.18 Hamlets (Section 4.11)

Although the Town's Official Plan policy 4.11.3.3 includes criteria for residential development proceeding by severance or plan of subdivision, the policy does not include subdivision review criteria contained in Envision Durham policy 6.5.14 such as requiring a geotechnical study and grading plan. As such it is recommended that this policy be updated to include additional criteria from Envision Durham.

6.19 Mineral Aggregates (Section 4.12)

There are a number of mineral aggregate policies in Envision Durham that could be considered to be added to Section 4.12 as described in Section 3.18 of this Report.

In addition, the Town's Official Plan relies on the policy details in the Region Official Plan and refers back to policies in the previous Durham Region Official Plan in Sections 4.12.2.3, 4.12.2.6 and 4.12.2.13 which will need to be updated to incorporate the respective Regional policies. Section 4.12.2.3 could be replaced with policies 6.7.3, 6.7.8 and 6.7.11 from Envision Durham. Section 4.12.2.6 should be updated to reflect policy 6.7.14 of Envision Durham and the policy reference in 4.12.2.13 should also reference similar studies as set out in policy 6.7.14 of Envision Durham.

Section 4.12.2.7 and 4.12.2.8 on applications for Resource Extraction in the Greenbelt Plan Area and in the Oak Ridges Moraine Conservation Plan Area should be updated to reflect relevant policies of Envision Durham.

6.20 Natural Heritage Restoration and Enhancement (Section 5.3.7)

An additional policy should be added to Section 5.3.7 to encourage restoration and enhancement initiatives as part of municipal owned lands and as a requirement of

applicant's environmental impact or natural heritage studies in alignment with Policy 7.4.9 of Envision Durham. In addition, the Town's Official Plan should contemplate compensation for removal of isolated non-significant natural features in consultation with the CLOCA where applicable.

6.21 Noise, Vibration and Odour (Section 5.3.15)

Envision Durham enables municipalities to designate Class 4 Areas on a case-by-case basis through a development approval process (Policy 3.3.8). Class 4 noise area is a classification part of the NPC-300 Environmental Noise Guidelines and is intended to allow for residential infill and redevelopment in proximity to existing stationary sources of noise, such as an industrial use, while still protecting residences from undue noise. This is a recent change, and the current Official Plan does not include any policies related to NPC-300 or Class 4 noise areas. As such, it is recommended that a new policy be added to Section 5.3.15 Noise, Vibration and Odour to include this permission. The policy should state that in accordance with NPC-300 the Town may designate properties Class 4 Areas subject to a noise study.

6.22 Excess Soil (Section 5.4)

As discussed in Section 3.4 of this Report, Excess Soil refers to soil, or soil mixed with rock, that has been excavated as part of a development or infrastructure project and removed.

Envision Durham directs municipalities to include policies that adopt best management practices for excess soil management. As well, it encourages municipalities to regulate excess soil through site alteration by-laws (Policy 4.2.14, and 4.2.15). The current Official Plan already regulates excess soil through a fill control by-law which is referenced in relation to site alteration in policy 5.4.1. However, the current official Plan does not contain a policy for developing best management practices for excess soil. As such, it is recommended a new policy be introduced into Section 5.4 Implementation of the Town's Official Plan that addresses matters set out in Envision Durham Policies 4.2.14 and 4.2.15.

6.23 Permit to Take Water and Abandoned Wells (Section 5.3.8.3)

Section 5.3.8.3 on a permit to take water and abandoned wells refers back to the Durham Region Official Plan for guidance. The relevant policies in Envision Durham are 7.5.10 and 7.5.12 and should be incorporated into Section 5.3.8.3.

6.24 Intake Protection Zone

A new sub-section should be added to Section 5.3 of the Town's Official Plan regarding Intake Protection Zones which incorporates policies on Intake Protection Zones from Envision Durham as discussed in Section 3.19 of this report. A new map should also be

added to the Town's Official Plan to reflect the Intake Protection Zones in Whitby as illustrated on Map 2f of Envision Durham.

6.25 Environmental Stewardship

A new sub-section should be added to Section 5.3 of the Town's Official Plan to reflect policies on Environmental Stewardship from Section 7.7 of Envision Durham as discussed in Section 3.10 of this report.

6.26 Cultural Heritage Resources (Section 6.1.3)

As noted in Section 2.3 of this report, Bill 23 introduced additional criteria for designating a property and Heritage Conservation Districts. As criteria can change over time with new provincial documents, it is recommended to reference the Act or regulation in the Official Plan rather than the specific criteria.

Policy 6.1.3.1 c) Cultural Heritage Resources of the Official Plan states the Municipality may designate built heritage resources and cultural heritage landscapes. This should be revised to state the Municipality may designate Cultural Heritage Resources based on meeting the criteria of Regulation9/06 - Criteria for Determining Cultural Heritage Value or Interest of the Ontario Heritage Act. No changes are required to sub policy d), which already states the Municipality may establish a Heritage Conservation District under the Ontario Heritage Act.

In addition, Bill 23 revised the timelines for identifying Cultural Heritage Resources and provided new standards for maintaining a Municipal Register of listed and designated properties. As noted above, timelines can also change with new provincial policies, as such it recommended a new sub policy be added to 6.1.3.1 that states the intention to designate a property listed on the Municipal Registry, must occur within the timelines set out by the Ontario Heritage Act. Further, Policy 6.1.3.9 of the Official Plan outlines how a listed property can be removed from the Registry. This policy should be expanded to list the instances when a non-designated property will be removed from the Registry per the Ontario Heritage Act.

With respect to archeology, Envision Durham provides an enabling policy that encourages municipalities to prepare archaeological management plans, where appropriate. A new policy is recommended to be added to Section 6.1.4 Archaeological Resources to state that the Municipality may consider preparing Archaeological Management Plans that identify areas of archaeological potential.

Section 6.1.3.2 of the Town's Official Plan could be enhanced with wording from Policy 3.3.33 of Envision Durham on the role of downtowns as walkable centres of tourism, recreation, housing, employment, main street shopping and social gathering.

Envision Durham policies 3.3.34, 3.3.36 and 3.3.39 regarding protecting and enhancing the distinct character of Downtowns is largely addressed in the Downtown Whitby Secondary Plan. However, general policies and principles that address these mattes should be incorporated in Section 4.3.3.3 of the Town's Official Plan.

Envision Durham policy 3.3.43 regarding adaptive reuse of cultural heritage resources should be incorporated into the Town's Official Plan.

6.27 Archaeological Resources (Section 6.1.4)

Envision Durham policy 3.3.48 on protection of archaeological resource in situ and policy 3.3.49 on where human burial sites or remans are exposed during development should be incorporated into the Town's Official Plan. As well, Envision Durham policies 3.3.50 and 3.3.51 regarding archeological resources of Indigenous affiliation should also be incorporated into the Town's Official Plan.

6.28 Urban Design (Section 6.2)

Envision Durham contains a number of urban design policies that could be incorporated into Section 6.2 of the Town's Official Plan to address additional urban design principles and policy direction. These additional policies include Objective ii) from Section 3.3 and Policy 3.3.1 j) from Envision Durham which are broader design objective and directives. As well, Envision Durham contains a number of policies on the public realm in Policies 3.3.3 and 3.3.4 that should be added to a broadened Public Realm and Streetscape in Section 6.2.3.6.

Envision Durham also contains urban design policies on Central Areas (Policy 5.2.6 e) and on PMTSAs (Policy 5.23 j) that could be added to Section 6.2 of the Town's Official Plan and policies on employment area design (Policy 5.5.16) that could be added to Section 6.2.3.

The Town's Official Plan should also incorporate policies on age-friendly planning based on policies 3.3.15 and 3.3.16 of Envision Durham.

6.29 Housing Affordability (Section 7.7)

Section 7.7.1 should be revised to incorporate appropriate affordable housing targets, such as targets within Strategic Growth Areas. Further, to reflect policy 3.1.33 of Envision Durham regarding regulating and licensing short term rentals, a new policy could be added to Section 7 of the Town's Official Plan that directs Council to consider zoning by-laws to regulate and license short-term rentals to better protect the rental stock

A policy should be added in Section 7.7 Affordability in the Town's Official Plan to reflect Envision Durham Policy 3.1.18 requirement for an Affordability and Accessibility

Analysis as part of a Planning Justification Report for all applications which include 100 units or more.

The Official Plan should also include a policy indicating that the Town will work with the Region in developing and implementing a housing and homelessness plan as called for in Section 3.1.1 of Envision Durham.

6.30 Transportation – Transportation Demand Management (Section 8.1.3)

As discussed in Section 3.17 of this report, The Town's Official Plan should incorporate Transportation Demand Management (TDM) guidelines as part of the development application process in collaboration with the Region. The Town's Official Plan should include a new sub-section in 8.1.3 on TDM that applies Town-wide and incorporates the policies of 8.3.1 and 8.3.2 of Envision Durham. This new section could also include a policy on Mobility as a Service from Envision Durham (policy 8.3.6).

6.31 Transportation – Goods Movement (Section 8.1.3)

A new schedule should be added to the Town's Official Plan to reflect the Goods Movement network contained in Map 3c of Envision Durham and policies added into Section 8.1.3 to reflect the Envision Durham policies 8.5.1 through 8.5.5. As well, a new policy should be added to reflect Policy 8.5.8 of Envision Durham which requires the protection of future grade separations at railway crossings for arterial roads as referenced in Section 3.17 of this report. Further, the Town's Official Plan should include a policy on working with the Region to develop emergency response plans to address the transportation of dangerous goods.

6.32 Transportation – Road Network (Section 8.1.3.1 to 8.1.3.5)

Policy 8.4.5 of Envision Durham regarding proposals to delete a section of arterial road should be incorporated into Section 8.1.3.3 of the Town's Official Plan.

Policies 8.4.2 and 8.4.6 of Envision Durham requiring a grid network of collector roads and removal of collector roads should also be incorporated into the Town's Official Plan.

6.33 Transportation – Parking (Section 8.1.3.6)

Section 8.1.3.6 Parking should be updated to consider shared parking requirements in the zoning by-law and consideration for reduced parking requirements in Strategic Growth Areas and Other Nodes and Corridors and other areas served by frequent transit. This policy would align with the TDM and Transit Priority Network policies in Envision Durham.

6.34 Transportation – Active Transportation (Section 8.1.3.7)

Envision Durham provides policy direction for the implementation of the Regional Active Transportation Network as shown on Map 3d. The Town's Official Plan should be updated to ensure consistency with the active transportation direction on Map 3d of Envision Durham, and this mapping should be referenced in Section 8.1.3.7 as well as a reference to how this plan should be integrated with the Regional Cycling Plan and Regional Trail Network.

Further, to protect for and accommodate future active transportation, it is recommended that the 'Existing and Recommended Active Transportation Network' in Appendix A of the Town of Whitby Active Transportation Plan (2021) be incorporated into the Whitby Official Plan as part of Schedule D (Transportation). This mapping proposes to create effective, safe, and integrated linkages and routes between neighbourhoods, schools, major open space and park systems, access to transit, as well as commercial and employment centres, including the provision of connections to the Waterfront Trail and Greenbelt Trail.

Envision Durham contains policies that require sidewalks on both sides of the road on Arterial Roads in the Arterial Road Criteria section. The Town of Whitby Design Criteria and Engineering Standards (2022) further states that "sidewalks are required on both sides of all roadways (Local, Collector and Arterial) including courts, cul-de-sacs and crescents". It is recommended that sidewalk policies be reviewed and updated.

Moreover, the Town's Official Plan contains policies related to ensuring bicycle parking is incorporated into new developments and existing public facilities in Section 6.2.3.14 (Parking and Loading Areas) and Section 8.1.3.7 (Active Transportation). However, an additional policy should be added for integrating cycling and transit-supportive facilities such as weather-protected bike racks and secured bike storage at commuter stations, bus terminals and stops Town-wide in Section 8.1.3.7 which reflects Policy 8.2.5 of Envision Durham.

Moreover, it is recommended that the Town's Official Plan includes a policy for informative signage and wayfinding systems within the active transportation network into Section 8.1.3.7. This policy would reflect the Region's Policy 8.2.8 a). The Town's Official Plan could also be revised to seek enhanced road safety in alignment with the Region's Vision Zero Strategic Road Safety Action Plan.

6.35 Transportation – Public Transit (Section 8.1.3.8)

The Whitby Official Plan currently takes into account of the various Transit Priority Network delineations in Schedule D of the Town of Whitby Official Plan except it only shows a Transit Spine along Dundas and not a Rapid Transit Spine as delineated on Map 3a of Envision Durham. The other transit spines should be renamed as "high frequency transit network" to reflect Map 3a. Schedule D of the Whitby Official Plan should be revised accordingly. As well Policy 8.1.3.8 should be updated to delete

reference to the Durham Regional Official Plan and update to reference to what is shown on Schedule D.

Furthermore, it is recommended that protection for an additional Future Transitway Station be added to Schedule D (Transportation) of the Official Plan at the proposed interchange of Highway 407 and Cochrane Street. This would be consistent with the placement of the other Future Transitway Stations, which are located at all Highway 407 and arterial road interchanges.

Consideration should also be given to incorporating the principles in policies 8.1.3 and 8.1.4 from Envision Durham which speak to achieving transit supportive development into the Town's Official Plan in Section 8.1.3.8 or Section 6.2.

The Town's Official Plan could also enhance Section 8.1.3.1.1 to ensure an integrated transportation and transit network to adjacent municipalities to reflect the intent of policies in Envision Durham.

6.36 Transportation – Implementation (Section 8.1.4)

A policy should be added to Section 8.1.4 of the Town's Official Plan to incorporate policy 8.6.4 of Envision Durham regarding the development of corridor plans.

6.37 Municipal Servicing (Section 8.2.3)

Within the Urban Area of the Town, Envision Durham recognizes instances where municipal water and/or sewage services are not technically or financially feasible, this area is shown on **Figure 3**. It is recommended that the criteria set in Envision Durham policy 4.1.26 for permitting development where municipal water and/or sewage services are not feasible be added to Section 8.2.3 Municipal Services of the Official Plan.

6.38 Utilities (Section 8.2.4)

Section 8.2.4 of the Town's Official Plan should add new policies on implementation of leading-edge communication technologies from Policy 4.3.8 of Envision Durham. As well a policy should be added on a "Dig Once" approach to utility provision and encouraging the co-location of new telecommunication equipment following Policies 4.3.9 and 4.3.10 from Envision Durham.

6.39 Stormwater Management Facilities (Section 8.2.5)

Policy 8.2.5.4 of the Town's Official Plan should be revised to also reference a subwatershed plan in addition to a Master Drainage Plan consistent with Policy 4.1.12 of Envision Durham. Further, an additional policy should be added to 8.2.5 to address the implementation of stormwater management facilities during pre-servicing to reflect Policy 4.1.12 of Envision Durham. As well, a new policy should be added to the same

section to reflect policies 4.1.13 and 4.1.19 of Envision Durham regarding green infrastructure policies for stormwater management.

Further, stormwater management policies are found in both Section 5.3.9 and Section 8.2.5. To reduce confusion, it is recommended that they be combined in Section 8.2.5.

6.40 Growth Management and Monitoring (Section 10)

A new subsection should be added on complete communities and incorporate the matters to be considered in new communities as set out in Policy 3.3.2 of Envision Durham.

6.41 Implementation and Interpretation (Section 10)

Section 10.1.2 on Durham Regional Official Plan should be deleted.

All references to density targets for an area should be revised to clarify that the target is for an overall area and not a specific site.

Envision Durham Policy 11.3.23 that permits lot adjustments to secure greenspace for natural heritage conservation purposes could be consider as part of Section 10.1.3 of the Town's Official Plan.

6.42 Community Benefit Charge (Section 10.1)

As outlined in Section 2.2 of this Report, the Town can introduce an enabling policy for the introduction of Community Benefit Charge By-law. As such, it is recommended that a new sub section and policy be added to Section 10.1 Implementation of the Official Plan that allows Council to consider a Community Benefits Charge By-law that applies to development applications.

6.43 Site Plan Control and Draft Plan of Subdivisions (Section 10.1.11)

Section 10.1.11 of the Official Plan outlines the objectives for Site Plan Approval, exempt applications, and the required submission material.

Policy 10.1.11.7 of the Town's Official Plan includes an enabling policy for Council to establish guidelines for delegating Site Plan Approval decisions to either a committee or the Commissioner of Planning. This policy is outdated and should be deleted.

Bill 23 also revised the scope of Site Plan Control areas by specifically exempting residential buildings that contain 10 units or less and removing exterior design as a matter of Site Plan Control. Policy 10.1.11.3 of the Official Plan lists development that are exempt including but not limited to single detached dwellings, semi-detached dwellings, and duplexes. Policy 10.1.11.3 a) should be revised to say a residential building with 10 units or less is exempt, rather than describing the building types. Policy

10.1.11.3 a) iv) states that garden suites are also subject to Site Plan Control, this should be deleted. In addition, references to controlling exterior design should also be deleted including Policy 10.1.11.2 b) and 10.1.11.4 a).

6.44 Pre-Consultation and Complete Application Requirements (Section 10.1.14)

Section 10.1.14 Pre-consultation and Application Requirements of the current Official Plan require an applicant to consult the Municipality to identify the requirements of a complete application. Although Bill 185 removes the requirement for the applicant to consult the municipality before submitting an application, an applicant would not know what is required for a complete application unless they consulted the municipality. As such, Policy 10.1.14.1 should be revised to say applicants are encouraged to consult with Municipality rather than being required.

6.45 Site Specific Policies

Envision Durham contains a number of site specific policies that apply in Whitby that are not reflected in the Town's Official Plan. These include policies 10.2.7, 10.2.10, 10.3.10, 10.6.7, 10.6.10e), j), 10.6.14. The Town's Official Plan will be updated to include them.

6.46 Mapping Updates

Apart from specific mapping updates required to align with Envision Durham discussed elsewhere in the report, there are mapping updates required to Map 1.

Map 1 should be revised to delete the Urban Central Area at Thickson Road and Dundas Street. As well, the legend should be revised to change "Major Transit Station" to "Protected Major Transit Station Area" and the asterix enlarged to provide more prominence to this important urban structure element. These changes reflect the land use changes to Schedule A implemented through OPAs 139 and 139.

Envision Durham added additional lands to the Town's Urban Boundary. The planning of most of those lands around Brooklin are being addressed in the Focus 3 report. However, as noted in Section 3.3 of this report, additional lands were brought into the Town's urban boundary on the west side of Highway 412 as shown on **Figure 4**. Map 1 and Schedule A, B, E and B will need to be revised to incorporate these lands as Prestige Employment Lands.

Map 1 also needs to be revised to delete the multiple "D3" references which are not part of the urban area through Envision Durham

7 Conclusion and Next Steps



Phase 3 of the Official Plan Review will entail the preparation of draft Official Plan policies and revised schedules, based on community feedback, review and consideration of input from public and commenting agencies and the recommended policy considerations outlined in this Report.

Appendix A

Memo

To: Lori Tesolin, Principal Planner and Supervisor, Policy and Heritage Planning, Town of Whitby

From: Jeff Axisa, Dillon Consulting Limited

cc: Susanne MacDonald, SGL

Justine Giancola, Dillon Consulting Limited

Michael Hanifi, Dillon Consulting Limited

Date: July 31, 2024

Subject: Whitby Official Plan Transportation Analysis

Our File: 24-7548

Introduction

The primary goal of Whitby's transportation network is to establish and maintain the safe, efficient, interconnected, and accessible movement of people and goods in a system that supports all modes of transportation, including transit, automobiles, active transportation, and goods movement, as per Policy 8.1.1.1 of the Official Plan. This is accomplished through the thoughtful design and provisions of appropriate facilities for pedestrians, cyclists, vehicles, and transit with good connectivity to community destinations within Whitby and to adjacent municipalities and upper-tier jurisdictions.

As part of this Town Wide Transportation Network Analysis, the following documents have been reviewed:

- Envision Durham (2023);
- Town of Whitby Official Plan (2024 Office Consolidation)[1]; and,
- Town of Whitby Active Transportation Plan (2021)

This review is broken up into two parts that includes: A) a policy review and town wide transportation network analysis that looks at five key transportation components; and B) a constraints and opportunities review for the Brooklin Expansion Area. For the policy review and town wide transportation network analysis, the five key components that were analysed include:

1. Road Infrastructure;
2. Active Transportation;
3. Public Transit;
4. Railways; and,
5. Goods Movement.

This information will be used to inform updates to the Town of Whitby's Official Plan Review.

[1] The Durham Transportation Master Plan 2017 informed Regional Official Plan Amendment No. 171 (ROPA 171) which was implemented in the Whitby Official Plan through Official Plan Amendment No. 123 (OPA 123).

DRAFT

Part A - Town Wide Transportation Network Analysis

Road Infrastructure

Consistent with the goal and objectives set out in the Official Plan, roads in Whitby are classified and maintained on the basis of their function and design as controlled access roads (freeways), arterial roads, collector roads, and local roads. This classification system is intended to assist in directing traffic flows quickly and efficiently from local roads to collector roads and arterial roads, while similarly keeping through traffic on arterial roads and collector roads so that traffic on local roads is kept to a minimum. **Table 1** displays the road classifications under the jurisdiction of the Town of Whitby and their corresponding function and design characteristics. It should be noted that not all roads in Whitby are under the Municipality's jurisdiction. As such, jurisdictional coordination for network planning and development between Whitby, the Region, and the Province is necessary.

Schedule D – Transportation of Whitby's Official Plan displays the existing and proposed road network and functional classifications within the Town of Whitby. When assessed against the network function and design characteristics for each road classification type displayed in **Table 1**, the network spacing and minimum intersection spacing, relative to road classification, aligns well with Regional and Town Official Plan policy. Spacing adjustments, both in terms of network and intersection, have been made to avoid railway lines, watercourses, and environmental features. Where possible and appropriate, new arterial and collector roads (or road segments) have been proposed to align with existing streets to fill in network gaps, predominantly across major barriers such as controlled access roads, railway corridors and environmental features.

One network spacing deficiency that could be rectified would be the road spacing between east/west Type A arterial roads in North Whitby. Taunton Road and Brawley Road are approximately 8 km apart, yet the desired spacing for Type A arterials is 6.5 km. Winchester Road (or Highway 7 west of Baldwin Street and Durham Regional Road 3 east of Baldwin Street), which runs between and parallel to Taunton Road and Brawley Road, is currently classified as a Type B arterial within Whitby and could be reclassified / upgraded to a Type A arterial. This upgrade would be consistent with the road classification of Highway 7 west of Lakeridge Road within the City of Pickering. Highway 407 also runs between and parallel to Taunton Road and Brawley Road, suggesting that the greater than desired spacing between Type A arterial roads is less problematic.

Table 1: Road Classification and Characteristics

Road Classification		Functio	Right-of-Way Width (m)	Posted Speed (km/h)[2,3]	Network Spacing[2]	Minimum Intersection Spacing[2]	Minimum Driveway/ Access Spacing
Arterial	Type A	Designed to accommodate the movement of large volumes of traffic at moderate to high speeds over relatively long distances. Such roads generally extend beyond the Regional boundaries.	36-45[4]	Urban area: 60-70 Outside urban area: 80	6.5km	In the north/south direction: 700m In the east/west direction: 500m[5]	200m[2]
	Type B	Designed to accommodate the movement of moderate volumes of traffic at moderate speeds from one part of the region to another. Such roads occasionally extend beyond the Municipal boundaries.	30-36[4,6]	Urban area: 60 Outside urban area: 80	Between north/south arterials: 1.6km Between east/west arterials: 2.0km	In the north/south direction: 525m In the east/west direction: 500m[5]	80m[2]
	Type C	Designed to accommodate the movement of lower volumes of traffic at lower speeds over relatively short distances.	26-30[4,6]	50-60	0.8km	300m	30m

[2] Source: Durham Regional Official Plan (2023), Table 5 – Arterial Road Criteria.
[3] Posted speed limits may be lower in school or community safety zones.
[4] Sufficient right-of-way widths shall be provided which will facilitate the provision of public transit. Additional right-of-way widths may be required for full channelization of arterial intersections, roundabouts, and the accommodating of active transportation facilities.
[5] In some cases, spacing for east-west arterials can be reduced to 300m if signals are "coupled" provided adjacent intersections are a minimum of 500m away.
[6] ROW widths for Type B and Type C arterials shall not apply to roads through Downtown Whitby and Downtown Brooklin Major Central Areas and Hamlets.

Road Classification	Function	Right-of-Way Width (m)	Posted Speed (km/h)[2,3]	Network Spacing[2]	Minimum Intersection Spacing[2]	Minimum Driveway/ Access Spacing
Collector	Designed primarily to facilitate traffic movements within and between Residential areas and Central areas, and between these areas and overall arterial roadway network.	20-26[7]	-	-	-	-
Local	Designed to allow direct access to fronting properties.	20[8]	-	-	-	

Source: Town of Whitby Official Plan (2024), unless otherwise noted.

[7] Additional right-of-way widths may be required for turning lames and roundabouts at intersections and to accommodate active transportation facilities.
[8] Where local streets are parallel and adjacent to an arterial road, the minimum width may be reduced to 15 metres.

Active Transportation

Active Transportation is encouraged in Whitby through the implementation of new connections and both on-road and off-road active transportation facilities including, but not limited to sidewalks, multi-use paths, cycling lanes, and trails. The 'Existing and Recommended Active Transportation Network' for the Town is presented in the Town of Whitby Active Transportation Plan (2021) in **Appendix A Map 2 – Existing and Recommended Network (Whitby South)** and **Map 3 – Existing and Recommended Network (Whitby North)**. The 'Existing and Recommended Active Transportation Network' protects for the provision of future active transportation accommodation consistent with Official Plan policy by proposing effective, safe, and integrated linkages and routes between neighbourhoods, schools, major open space and park systems, access to transit, as well as commercial and employment centres, including the provision of connections to the Waterfront Trail and Greenbelt Trail. It is recommended that the 'Existing and Recommended Active Transportation Network' be incorporated into the Whitby Official Plan as part of **Schedule D – Transportation.** However, it is also recommended that a policy be developed so that changes or deletions to active transportation elements only trigger an Official Plan Amendment (OPA) when sufficient justification is provided, to the satisfaction of the Town.

Collector and arterial roads will provide important active transportation connections between different destinations and existing/planned trails within Whitby. As such, collector and arterial roads that are shown to have proposed active transportation facilities may require additional right-of-way widths to accommodate the active transportation facilities. Right-of-way requirements (and cross-section elements) for collector roads will be confirmed through draft plans or the Environmental Assessment process. Right-of-way requirements (and cross-section elements) for arterial roads are determined through policy requirements in the Regional Official Plan.

The Whitby Official Plan "encourages the provision of on-road and off-road active transportation facilities" (Policy 8.1.3.7.1) but does not provide concrete any town wide active transportation policy guidance on sidewalks, however, **Section 11.5 Brooklin Community Secondary Plan** does. It states that all "new and reconstructed arterial roads shall be built with sidewalks on both sides" (policy 11.5.29.4) and that "all new local roads shall consider sidewalks on both sides and set back from the curb, to support a safe and connected pedestrian environment" (policy 11.5.29.13). The Town of Whitby Design Criteria and Engineering Standards (2022) goes even further, stating that "sidewalks are required on both sides of all roadways (Local, Collector and Arterial) including courts, cul-de-sacs and crescents". It is recommended that the sidewalk engineering standard be incorporated into **Section 8.1 Transportation** of the Whitby Official Plan, as a policy, to ensure that it is applied.

Public Transit

Public transit service in Whitby is operated by Durham Region Transit (DRT) and GO Transit. As such, the Whitby Official Plan provides only limited public transit policy guidance.

The Whitby Official Plan **Schedule D – Transportation** displays a number of transit features including Transit Spines, Commuter Rail, Future Commuter Rail, Major Transit Stations and Future Transitway Stations. It is recommended that protection for an additional Future Transitway Stations be added to **Schedule D – Transportation** at the proposed interchange of Highway 407 and Cochrane Street. This would be consistent with the placement of the other Future Transitway Stations which are located at all Highway 407 and arterial road interchanges.

Overall, the Town of Whitby should follow guidance from the Region and the Province in the provision of public transit.

Railways

Railways in Whitby are owned and operated by Canadian National and Canadian Pacific rail lines. As such, the Whitby Official Plan provides only limited Railway policy guidance. It does however provide guidance on conflicts mitigation between railways and the road system. Stating that Whitby shall seek to eliminate all railway at-grade crossings as indicated on **Schedule D – Transportation** to improve safety and the efficiency of rail and road movements (policy 8.1.3.9.2).

The Whitby Official Plan **Schedule D – Transportation** displays all the Railway Corridors and notes which ones provided Commuter Rail service (GO Transit) and Future Commuter Rail service (extension of GO Transit). It also indicates the at-grade road rail intersections that are proposed to be grade separated.

Goods Movement

Goods Movement in Whitby is predominantly governed by Durham Region as the majority of arterial roads in Whitby are Regional Roads. As such, the Region has identified a 'Strategic Goods Movement Network', as contained in Envision Durham **Map 3c – Strategic Goods Movement Network**. It identifies the preferred haul routes that are planned to accommodate commercial vehicles on a year-round basis, and which link major generators of traffic. However, Whitby provides no policy guidance for Goods Movement on Town owned roads. To support a community-focused, pedestrian-oriented and business friendly environment, it is recommended that Whitby consider developing a local goods movement network to control/ restrict heavy vehicle movements on town owned roads where heavy vehicle traffic is no longer suited to travel.

Overall, the Town of Whitby should follow guidance from the Region and the Province in the provision of goods movement.

Part B - Brooklin Expansion Area - Constraints and Opportunities

As part of the Transportation Analysis, the Brooklin Expansion Area has been analyzed to identify constraints and opportunities for developing a multi-modal transportation network that is connected and conducive to moving people and goods with varying mobility needs. The following constraints and opportunities have been identified.

Constraints:

- Baldwin Street is a Provincial highway whose design does not align with the objectives of the Town related to pedestrian oriented space within an urban area. Baldwin Street realignment at Thickson Road shown in the Whitby Official Plan **Schedule D – Transportation** will not happen as intended as a result of the Highway 7/12 Alternative Route Environmental Assessment being cancelled.
- Columbus Road West is proposed to be realigned at Lake Ridge Road to connect to 7th Concession Road in Pickering. This is the Town of Whitby and Durham Region's preliminary preferred alignment based on the Town and Regional Official Plans. A future EA is required to confirm the future alignment and design characteristics. Work is currently underway in northeast Pickering that has identified a potential concept for a southerly realignment at Lake Ridge Road. The alignment as shown in the current Town and Regional Official Plans is for protection purposes and requires additional detailed Review.
- Proposed east/west collector in "Area C" south of Brawley Road between Cochrane Street and Ashburn Road (crossing 5 tributaries of Lynde Creek) is identified in the Whitby Official Plan **Schedule D – Transportation** based on outdated planning and transportation work. More recent transportation work done for the Brooklin Secondary Plan and as part of the Brooklin North Majors Roads EA has removed this east/west facility due to the environmental constraints. Future secondary plan work will need to confirm the need (access, capacity) for this facility.
- Proposed east/west collector north of Columbus Road just east of Cedarbrook Trail (crossing the pipeline corridor) is identified in the Whitby Official Plan **Schedule D – Transportation**. The Brooklin North Major Roads EA identifies a long-term need for this crossing and connection but defers it to a longer time frame, beyond the horizon for the current strategic plans. Future detailed work will need to establish the role and benefits of this connection.
- Significant Natural Heritage Systems and Natural Hazards will make new road alignments and construction challenging and expensive within future urban expansion areas in north and west Brooklin.

Opportunities:

- Possible streetscape improvements (benches, bike racks, planters, sidewalk improvements, street trees, lighting, etc.) to Baldwin Street within the urban area boundary.

- Proposed realignment of Thickson Road and modifications to the connections / intersection of Brawley Road/Thickson Road/Baldwin Street are being reviewed. Potential for a roundabout.
- Proposed Columbus Road West realignment at Lakeridge Road to connect to 7th Concession Road or future planned infrastructure in Pickering.
- Proposed new Highway 407 interchange at Cochrane Street.
- Possible upgrade of Coronation Road (to Type B Arterial) between Des Newman Blvd (just north of Taunton Road) and Columbus Road.
- Possible arterial extension of Coronation Road from Columbus Road to Brawley Road.
- Possible arterial extension of Carnwith Drive West (connection to Area A, D and E).
- Proposed arterial extension of Carnwith Drive East (connection to Area I) into Oshawa.
- Proposed arterial extension / connection of Brawley Road to Howden Road (in Oshawa).
- Proposed grade separated crossing of Garrard Road over Highway 407. Connection to Cachet Boulevard at Winchester Road.
- Proposed upgrade of Garrard Road (to Type C Arterial) between the proposed mid-block arterial road (just north of Conlin Road) and Winchester Road.
- Possible upgrade of Winchester Road (to Type A Arterial).



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