



Town of Whitby

Staff Report

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Report Title: Town-Initiated Official Plan Review – Part II Official Plan Technical Amendments: (File: OPA-2023-W/02)
Final Recommended Amendment #147

Report to: Committee of the Whole

Date of meeting: December 1, 2025

Report Number: PDP 59-25

Department(s) Responsible:

Planning and Development Department
(Planning Services)

Submitted by:

R. Saunders, Commissioner of Planning
and Development

**Acknowledged by M. Gaskell,
Chief Administrative Officer**

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1. Recommendation:

1. That Council adopt Amendment #147 to the Whitby Official Plan, regarding technical updates to Part II of the Official Plan as part of the Town-Initiated Official Plan Review (File: OPA-2023-W/02), as shown in Attachment 3, PDP 59-25; and,
2. That the Clerk send a Notice of Council's adoption of Amendment #147 to those persons and agencies who have requested further notification regarding general updates to Part II of the Official Plan, as part of the Town-Initiated Official Plan Review (File: OPA-2023-W/02).

2. Highlights:

- The purpose of the Town-initiated, final recommended Official Plan Amendment (OPA) #147, is to update Secondary Plans with technical and housekeeping changes to policies and schedules to align with the changes made to Part 1 of the Official Plan through OPA 146 (Refer to PDP 58-25).

- The final recommended Official Plan Amendment #147 introduces the following changes:
 - general policy (text) and schedule (map) updates to Part II of the Official Plan for consistency and conformity with Provincial legislation and policy;
 - relevant policies from Envision Durham, the former Regional Official Plan, into the Town of Whitby Official Plan Secondary Plans, where appropriate;
 - policy and schedule updates to align with the changes made to Part 1 of the Official Plan through OPA #146, including:
 - a streamlined hierarchy of Commercial Mixed-Use designations to clarify requirements and plan and protect for non-residential uses that will serve surrounding neighbourhoods and the broader municipality;
 - new Industrial Employment and Prestige Employment Areas within the Expansion Area, and a new Business designation that supports economic development and provides transition areas between Employment Areas and Residential designations;
 - updated Map Schedules that include data from Envision Durham where relevant to Whitby.
- The final recommended amendment implements both the Provincial interest, and the Town's overall goals and objectives, related to increasing housing supply, planning for a range and mix of housing options, supporting business and economic development, protecting the natural environment and providing sustainable urban environments.
- The final recommended amendment has been informed by background studies and analysis, in addition to public and stakeholder feedback provided at Community Open Houses, a Statutory Public Meeting, and/or by online engagement surveys.
- **Draft Proposed Amendment #147** was presented at a Statutory Public meeting on October 01, 2025. Comments received during the Public Meeting, and from external commenting agencies, internal departments, the project Technical Advisory Committee and public written submissions, were taken into consideration to inform the final recommended amendment.

3. Background:

Municipalities are required to review and update their Official Plans every five years in accordance with Section 26 of the Planning Act.

The Town of Whitby's Official Plan underwent a comprehensive review and update in 2018. Since then:

- the former Regional Official Plan, Envision Durham, was approved by the Province on September 03, 2024 and sets a new planning horizon to 2051.
- on January 01, 2025, land use planning authority was removed from the Region of Durham by the Province.
- the Province has also amended the Planning Act and introduced a new Provincial Planning Statement in October 2024.

The Official Plan Review exercise builds upon the current Whitby Official Plan by planning for increased housing and employment lands to the year 2051 and thereby conforming to recent changes in legislation and land use planning policies of the Province and incorporating Envision Durham, where relevant to Whitby.

The Official Plan Review has been led by retained consultants, SGL Planning and Design and partner Dillon Consulting. While the Official Plan Review is being undertaken as one comprehensive project, updates are being implemented through the following Official Plan Amendments (OPA), as outlined below:

Amendment	Status
OPA #138 Whitby GO Protected Major Transit Station Area (PMTSA) Increased height and density permissions in appropriate locations within the PMTSA to accommodate greater housing options and support transit-oriented development adjacent to a major transit station.	Adopted by Council on Feb. 03, 2025 Awaiting approval from the Ministry of Municipal Affairs
OPA #139 Strategic Growth Areas, Nodes and Corridors (SGAs) Increased height and density permissions in several SGAs already identified in the Whitby Official Plan and further refined by Envision Durham, to support and manage population and employment intensification within the existing built-up area.	Adopted by Council Feb. 03, 2025 Awaiting approval from the Ministry of Municipal Affairs
OPA #146 Part I Official Plan – General Policy Updates to Prepare for Growth to 2051 General policy updates to Part 1 of the Official Plan to: • conform with recent Provincial legislation and policy changes; • incorporate relevant policies from Envision Durham, including updated population and employment forecasts and new expansion areas that support a 2051 planning horizon; • streamline and clarify existing policies; and • provide other technical and housekeeping amendments as needed.	Draft Proposed OPA Presented at Statutory Public Meeting, Oct. 01, 2025. Council Adoption: Target - Dec. 2025

OPA #147 Part II Secondary Plans – Technical Update Subsequent technical amendment to update relevant Part 2 Secondary Plans with related changes made by OPA 146. (This report PDP 59-25) (OPA #147 will not take effect until OPA #146 is approved by the Ministry of Municipal Affairs and Housing. Refer to report PDP 58-25 for information on OPA 146.)	Draft Proposed OPA Presented at Statutory Public Meeting, Oct. 01, 2025. Council Adoption: Target - Dec. 2025
OPA #148 Brooklin Urban Expansion Area 2051 Updates to the existing Brooklin Community Secondary Plan to incorporate the new Urban Expansion Area to 2051 as identified in Envision Durham and OPA 146, and detailed land use planning for the expansion area. (OPA #148 will not take effect until OPA #146 is approved by the Ministry of Municipal Affairs and Housing. Refer to report PDP 60-25 for information on OPA 148.)	Draft Proposed OPA Presented at Statutory Public Meeting, Oct. 01, 2025. Council Adoption: Target - Dec. 2025

Information on each OPA component of the Official Plan Review, as well as related Study Area Maps, are available online at:
<https://connectwhitby.ca/OPreview>.

The focus of this Report is Final **Recommended OPA #147**, regarding technical updates to Secondary Plans within Part II of the Official Plan.

Secondary Plans

Secondary Plans provide more detailed land use designations and policies for specific communities/areas, regarding such matters as development densities, supporting facilities, school sites, parks, road network, etc. In instances where the policies and designations included in the Secondary Plans vary with the policies in Part I, the more specific and detailed policies of the Secondary Plans prevail, provided the overall intent of the Official Plan is maintained.

The OP currently includes 8 Secondary Plan areas, as follows:

1. Port Whitby Community Secondary Plan;
2. Lynde Shores Secondary Plan;
3. Downtown Whitby Secondary Plan;
4. Brooklin Community Secondary Plan;
5. Brock/Taunton Major Central Area Secondary Plan;
6. Taunton North Community Secondary Plan;
7. Oak Ridges Moraine Secondary Plan; and,
8. West Whitby Secondary Plan.

With the exception of Brooklin Community Secondary Plan, which is being updated through a separate Official Plan Amendment (See PDP-60-25), select and technical updates are being made to all other Secondary Plans through OPA 147. Refer to Attachment #1: Secondary Plans OPA 147 Study Areas.

Consultation and Engagement Plan

Over the course of the Official Plan Review, a significant amount of background analysis, consultation, and engagement has occurred. Refer to PDP 58-25 for details. All Community Open House, Statutory Public Meeting, and survey materials are available on the project page at: connectwhitby.ca/OPreview.

Draft Proposed Amendment 147 was presented at a Statutory Public meeting on October 01, 2025. Comments were received at the Public Meeting, as well as by external commenting agencies, internal departments, the project Technical Advisory Committee and public written submissions.

Attachment #2 provides a Comment-Response Matrix that summarizes comments and changes made based on feedback received on Draft Recommended OPA 147. While comments have been paraphrased for the purposes of the attached Matrix, all comments have been reviewed and taken into consideration for the final recommended amendment.

Indigenous communities were circulated copies of the amendment, supporting background studies and an invitation was made to meet with Whitby Planning staff to discuss any questions or feedback. Planning staff met with Minogi, representing the Mississaugas of the Scugog Island First Nation.

Additional details on engagement methods are outlined in Section 6 of this report. A summary of what we heard is provided in Section 4 of this report.

4. Discussion:

Updated Policy Framework

Since the last OP Review, several changes have been made to Provincial legislation and policy, and Regional Planning, requiring conformity and alignment of the Town of Whitby Official Plan through the final recommended amendment. Key changes to the Planning Act and Provincial Policy Framework, as well as legislative changes resulting in the land use planning authority being removed from the Region of Durham, are summarized in PDP-58-25.

Changes made to Part II Secondary Plans and associated Map Schedules conform to changes with Provincial policy and incorporate relevant policies from Envision Durham. Examples of policies incorporated into the final recommended amendment from Envision Durham that are relevant to Whitby include, but are not limited to:

- The Lynde Shores Secondary Plan has been updated to reflect lands converted from Employment Area to Community Area uses through the

Envision Durham process. Refer to draft proposed Schedule E – Lynde Shores Community Secondary Plan;

- The West Whitby Secondary Plan has been updated with Envision Durham data including the expanded 2051 Urban Area Boundary, as well as new Employment Area lands, including lands converted through the Envision Durham process. Refer to draft proposed Schedule P – West Whitby Community Secondary Plan; and,
- Technical revisions to other Secondary Plan Schedules such as legends, terminology, and policy numbering.

What We Heard:

Community and stakeholder engagement has played a central role in the Official Plan Review process. Engagement themes that emerged from initial Community Open Houses and online surveys are summarized as follows:

- Employment: Support more opportunities for jobs and mixed uses including support for the new business designation.
- Housing: Address the need for more affordable housing options, particularly for seniors and assisted housing and integrating more density/height in to assist in achieving housing objectives.
- Environment and Climate Change: Better protect the natural environment, integrate more natural spaces into development and redevelopment.
- Infrastructure: Plan development related to the cost of providing infrastructure to support new growth including water, wastewater, electricity, and roads.
- Complete Communities: Plan for other community assets like active transportation routes, schools, grocery stores and other uses that can support existing and new families closer to where they live.
- Other comments were related to increasing and/or improving amenities such as Whitby's waterfront, parks and recreational spaces/facilities, natural spaces like local forests and trails, downtowns and historic properties.
- Refer to Attachment #3 of PDP-58-25 for a full engagement summary.

Public Meeting – October 01, 2025

The abovementioned feedback informed Draft Proposed Amendment 147 that was presented at a Statutory Public Meeting on October 01, 2025. Refer to Public Meeting Report PDP-52-25. The draft proposed amendment provided technical and housekeeping changes to certain Secondary Plan policies and schedules, necessitated by the changes made to the Part 1 of the Official Plan through draft proposed Official Plan Amendment #146 to:

- conform to Provincial legislation, and be consistent with Provincial policies and plans, including the new 2024 Provincial Planning Statement (PPS);

- incorporate relevant updates to boundaries and policies from Envision Durham, where appropriate; and,
- streamline and clarify policies, as well as remove outdated policies, to improve overall user-friendliness.

Staff are in receipt of 3 written submissions to date on the draft proposed amendment, as well as feedback from internal departments and external agencies circulated on the amendment in accordance with the Planning Act. The majority of feedback focused on:

- Clarification related to various land use designation permissions, policies and requirements.
- Requests for lands to be re-designated from Prestige Industrial, Business or Commercial Mixed Use to another designation, such as Business or Residential;
- Support for increased flexibility where appropriate, streamlining of the overall policy framework and removal of outdated policies; and
- Proposed corrections and updates to Active Transportation, Road and Floodplain mapping.

The Comment-Response Matrix provided in Attachment #2, summarizes comments from the October 1, 2025 Statutory Public Meeting, written public comment submissions and comments from external commenting agencies, on the previous draft proposed OPA 147.

Comments received and considered through OPA 146 may also have resulted in changes within OPA 147. Refer to Attachment 3 of PDP-58-25 (Part 1 OPA).

While the comments have been paraphrased for the purposes of the Comment-Response Matrix, all comments have been reviewed and taken into consideration in preparing the final recommended amendment. Comments from internal Town of Whitby departments have also been taken into consideration.

Final recommended amendment

In response to feedback on the draft proposed amendment, changes that have been incorporated into the final recommended amendment include:

Requests for Re-designation

- Requests for redesignation from Employment Area lands to a Residential designation, or the new Business designation, to a Residential designation have not been supported. The location and integrity of Employment and Business lands must be protected in appropriate locations for the long-term viability of these areas needed to support long-term economic development and job growth. A substantial amount of lands are already planned for Residential growth and intensification in other more appropriate locations

across the municipality, such as within SGAs and commercial-mixed use designations.

- Some requests to re-designate portions of Prestige Industrial lands to a Business designation have been supported for lands fronting an arterial road and/or providing transition to other non-employment uses.

Increased Clarification

Summarized in PDP-58-25 (Part 1 OPA 146), a number of changes have been made to increase clarity in the Employment, Business, and Mixed-Use sections which also provide clarity regarding permitted uses in Secondary Plan areas.

Other technical and housekeeping revisions, such as corrections to policy numbering, terminology, policy references, and map schedules have also been made for consistency and clarity.

A full copy of the Recommended Official Plan Amendment #147 is provided in Attachment #3 and generally includes:

1. Policy (text) changes:

- Clarification and streamlining of policies;
- Consistency and alignment of Secondary Plans with Whitby Official Plan policy language, terminology, phrasing, land use permissions, including consistency and alignment with Envision Durham, where appropriate;
- Changes to land use designations and policies; (e.g. renaming; reclassifications; provisions;) where appropriate, to streamline the Whitby Official Plan, and be consistent with Envision Durham and Provincial policies and plans; and;
- Technical revisions to remove outdated information.

2. Schedule (maps) changes, including:

- Select technical updates to boundaries, land use designations and terminology within the following Secondary Plans:
 - Port Whitby Community Secondary Plan;
 - Lynde Shores Secondary Plan;
 - Downtown Whitby Community Secondary Plan;
 - Brock and Taunton Major Central Area Secondary Plan;
 - Taunton North Community Secondary Plan;
 - Oak Ridges Moraine Secondary Plan; and
 - West Whitby Community Secondary Plan.
- Revising certain existing Schedules, to streamline information and add updated information, including information from Envision Durham;

- Relocation of various symbols to reflect as-built/implemented conditions, where appropriate;
- Administrative changes, including changes to map legends to reflect the above; and,
- Technical revisions to remove outdated information.

The final recommended technical amendment is consistent with the Planning Act and Provincial Planning Statement 2024, incorporates Envision Durham where appropriate, and meets the overall goals and intent of the Whitby Official Plan, as it relates to increasing housing supply and planning for future population growth to 2051.

5. Financial Considerations:

The Whitby Official Plan Review is approved as part of the 2022-2026 budget and is a priority item in the Corporate Business Plan. Components of the Whitby Official Plan Review are further supported by the Housing Accelerator Fund.

6. Communication and Public Engagement:

The applicable agencies and departments have been circulated the draft proposed amendment and copies of the associated supporting materials for their review and comment.

Both in-person and virtual consultation opportunities were provided as outlined in Section 4, and offered access to project information, including how to stay informed, as well as platforms for submitting feedback, including:

- A dedicated Official Plan Review project page on Connect Whitby: connectwhitby.ca/OPreview;
- Community Open Houses and related online engagement surveys;
- Outreach to Indigenous Communities;
- Meetings with stakeholders and the public as requested;
- Consultation with relevant Town Departments, commenting agencies, Regional staff, and the Central Lake Ontario Conservation Authority;
- Statutory Public Meeting held October 1, 2025; and,
- Presentations and updates to Committees of Council and Council Members.

An Interested Party list has been maintained by Town Planning and Development staff. Interested Parties receive notifications at key project milestones. The Official Plan Review is also being promoted more broadly through the Town's various communication channels.

The Town of Whitby hosted a Special Meeting of Council required under Section 26(3) of the Planning Act on May 29, 2024 to kick off the Official Plan Review.

7. Input from Departments/Sources:

A Core Staff Team from the Planning and Development Department, Strategic Initiatives, Community Services (Parks Planning) and Communications guided and provided input into the Whitby Official Plan Review. A Technical Advisory Committee was also established, including staff from the Region of Durham, and the Central Lake Ontario Conservation Authority. Input from various commenting Town departments and external agencies have informed the final recommended amendment.

8. Strategic Priorities:

The Whitby Official Plan Review and final recommended amendment support and advance the Town's strategic pillars of the Community Strategic Plan, by providing policy updates that manage growth and development of the Town in a sustainable manner, resulting in safely designed and inclusive neighbourhoods that support a range of housing options, as well as protecting space for important community amenities.

The process informing the final recommended amendment has involved community and stakeholder consultation to ensure Whitby's government is accountable and responsive to the community's needs as the Municipality grows over time. It also supports the Town's efforts to improve Accessibility and Sustainability.

9. Attachments:

Attachment #1: Official Plan Part II Secondary Plans Study Area Map

Attachment #2: Comment-Response Matrix OPA #147

Attachment #3: Final Recommended Official Plan Amendment #147: Part II Secondary Plan Technical Amendments