

Town of Whitby Public Meeting Report

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Report Title: Town-Initiated Official Plan Review – Draft Proposed Amendment: Whitby GO Protected Major Transit Station Area (File: OPA-2024-W/04)

Date of meeting: October 16, 2024

Report Number: PDP 46-24

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**

For additional information, contact:

Lori Tesolin, MCIP, RPP
Principal Planner, Policy and Heritage
Division. 904.444.2858

Planning Report PDP 46-24 is presented for information purposes only, in accordance with the statutory public meeting requirements of the Planning Act R.S.O. 1990, c.P.13

Anyone who attends the public meeting may present an oral submission, and/or provide a written submission to the Planning and Development Department on the proposed application(s). Also, any person may make written submissions at any time before Council makes a decision.

Additional information regarding statutory public meetings under the Planning Act can be found on the [Town's website](#).

If a specified person or public body does not make oral submissions at a public meeting or make written submissions to the Town of Whitby before the by-law is passed, the specified person or public body is not entitled to appeal the decision of Whitby Council to the Ontario Land Tribunal (OLT) and may not be added as a party to the hearing of an appeal before the OLT unless, in the opinion of the Tribunal, there are reasonable grounds to add the person or public body as a party.

1. Highlights:

- A Statutory Public Meeting under the Planning Act is being held to consider a Draft Proposed Amendment to the Whitby Official Plan, as initiated by the Town for the Whitby Official Plan Review, regarding the Whitby GO Protected Major Transit Station Area (File: OPA-2024-W/04).
- The Whitby GO Protected Major Station Area is one of several Strategic Growth Areas, Nodes and Corridors planned for increased population growth and intensification across Whitby to 2051.

2. Purpose:

The purpose of the Town-initiated, Draft Proposed Amendment is to update the Part 1 Parent Official Plan, the Part 2 Port Whitby Community Secondary Plan and Part 2 Lynde Shores Secondary Plan, by:

- achieving consistency with Provincial legislation and policy, and conformity with the new Region of Durham Official Plan, Envision Durham;
- depicting a delineated Protected Major Transit Area (PMTSA) around the Whitby GO Station; and,
- introducing and/or updating policies that support height and density in appropriate locations within the PMTSA, to increase housing supply and plan for future population growth through transit-supportive redevelopment and intensification.

Refer to Attachment #1 for the Whitby GO Protected Major Transit Station Area Study Area Map.

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 the 2018 Whitby Official Plan came into force, the Province has assigned a Municipal Housing Target for the Town of Whitby of 18,000 homes by 2031, towards the Province's goal of 1.5 million new homes by 2031. The Town has also made commitments to the Federal Housing Accelerator Fund to undertake efforts to increase housing supply, including updates to relevant Official Plan policies.

The new Envision Durham Regional Official Plan was approved by the Province on September 03, 2024 and sets a new planning horizon to 2051. Envision Durham provides a forecasted population growth for Whitby of approximately 244,000 people and over 95,000 jobs. Envision Durham identifies existing, as well as approximately 500 hectares of new Community Area lands

(residential/commercial, institutional, community and public service uses) and Employment Area lands (industrial, warehousing), within the new 2051 Urban Area Boundary. Refer to Attachment #2 for an excerpt of Envision Durham Map 1. Regional Structure – Urban & Rural Systems.

This Official Plan Review builds upon the 2018 Whitby Official Plan, while planning for increased housing and employment lands to the year 2051, conforming to changes in legislation and policies made by the Province of Ontario, and with Envision Durham.

While the Official Plan Review is being undertaken as one comprehensive project, the updates will happen via four “focus areas” that will result in four Draft Proposed Official Plan Amendments (OPAs), as outlined below:

Focus Area/OPA	Targeted Council Adoption
<p>1. Whitby GO Protected Major Transit Station Area (PMTSA) PMTSAs are areas planned to accommodate greater densities around a major transit station, such as Whitby GO train station.</p>	Q4 2024
<p>2. Strategic Growth Areas, Nodes and Corridors (SGAs) Several SGAs are already identified in the Whitby Official Plan and further refined by Envision Durham, as the areas of the municipality that are planned for increased population and employment intensification within the Built Boundary.</p>	Q4 2024
<p>3. Brooklin Urban Expansion Area Updates related to the expansion of the Brooklin urban area as set out in Envision Durham, mainly west of Ashburn Road toward Lake Ridge Road.</p>	Q2/Q3 2025
<p>4. Official Plan General Other policy updates in conformity with Provincial legislation and policy and Regional policy, as well as technical and housekeeping amendments.</p>	Q1/Q2 2026

Please see previous Staff Report [PDP 42-24](#) for further background information on the four focus areas described above, including each Study Area Map. Information and Study Area Maps are also available online at: <https://connectwhitby.ca/OPreview>.

The Draft Proposed Amendment in this report pertains to Focus Area 1 – Whitby GO Protected Major Transit Station Area.

3.1. Site Area and Description

The subject land to which the amendment applies is generally bounded by Montecorte Street to the west, Highway 401 to the north, environmental protection and natural heritage features to the east and Watson Street to the south, and is depicted on Attachment #1 Whitby GO Protected Major Transit Station Area - Study Area Map.

3.2. Documents and Background Information

Background Summary and Analysis Report: PMTSAs, Strategic Growth Areas and Nodes and Corridors: This report identifies policy changes required to be incorporated into the updated Whitby Official Plan, based on a review of Provincial legislation and policies, Envision Durham Official Plan policies and local polices and other applicable documents. A policy gap analysis is provided, related specifically to the Whitby GO PMTSA, and other Strategic Growth Areas, Nodes and Corridors.

Addendum to the Background Summary and Analysis Report - Section 5, Recommended Official Plan Policy Directions: Section 5 builds upon the Background Summary and Analysis Report (Sections 1 to 4), and further provides the rationale for the draft policy recommendations. Refer to Attachment #3 for the Amended Background Summary and Analysis Report.

Community Open House #1 and Special Meeting of Council: On May 29, 2024, the Town hosted Community Open House #1, followed by a Special Meeting of Council required under Section 26(3) of the Planning Act, to provide background information on the overall scope and timing of the Official Plan Review. Refer to Report [PDP 35-24](#) for information.

Community Open House #3 - Growth in Key Areas: Community Open House #3 was held at Heydenshore Pavilion in Port Whitby. The purpose of this open house was to provide information and discuss input on planning for increased population growth and local job opportunities within Strategic Growth Areas, Nodes and Corridors, as identified in Envision Durham and in the Whitby Official Plan. Approximately 40 participants attended.

(Note: Community Open House #2 focused on the Brooklin Urban Expansion Area and is not relevant to this Public Meeting Report).

Engagement Summaries: Summaries of the in-person Community Open Houses and online engagement surveys have informed the Draft Proposed Amendment.

4. Discussion:

4.1. Provincial Policy and Legislation

Provincial legislation and policy related to land-use planning in Ontario has been amended several times over the past five years, with the principal objective of increasing housing supply and access to affordable housing. Key changes made by the Province related to the Draft Proposed Amendment are outlined below:

Planning Act: The Planning Act permits upper-tier municipalities, like the Region of Durham, to identify Protected Major Transit Station Areas and include related policies in the Regional Official Plan. Municipalities can consider Inclusionary Zoning as a tool to provide affordable housing in PMTSAs, subject to the completion of an assessment report. Provincial legislation restricts parking requirements in PMTSAs.

Provincial Planning Statement: A new Provincial Planning Statement (PPS) has replaced the previous Provincial Policy Statement and Growth Plan for the Greater Golden Horseshoe. The new PPS continues to support the achievement of complete communities, providing a range and mix of housing options, planning for intensification and more mixed-use, and providing transit-supportive development in Strategic Growth Areas, including Major Transit Station Areas, which are to be delineated in local Official Plans.

4.2. Region of Durham Official Plan

Envision Durham is the new Durham Region Official Plan, which was adopted by Regional Council on May 17, 2023 and approved by the Province on September 03, 2024.

Envision Durham forecasts for the Town of Whitby to grow to 244,890 people and 95,210 jobs to a new planning horizon in 2051. Envision Durham sets out a minimum requirement that 50% of that growth is required to occur in the existing built-up area, which is referred to as intensification.

As set out in Envision Durham, the greatest amount of intensification is directed to Protected Major Transit Station Areas (PMTSAs), as well as other Strategic Growth Areas, Rapid Transit Corridors and Regional Corridors, followed by other smaller local Nodes/Centres.

Envision Durham provides a delineation of the Whitby GO Station PMTSA, and policies that require it to be planned as a community that is centred around higher order transit and permit a range of uses including medium and high density residential. Other permitted uses include employment

generating uses such as office, commercial and retail uses, cultural and entertainment uses, and institutional and educational uses, as well as recreational uses and parks, while not permitting automobile-oriented uses or land extensive uses.

Envision Durham requires municipalities to delineate PMTSAs in their Official Plans, and plan for a minimum density target of 150 people and jobs per hectare across the entire delineated PMTSA.

Envision Durham also provides policies for appropriate transitions in building heights to surrounding areas and public spaces, supporting pedestrian-friendly development and active modes of transportation in connection to the transit station, and encouraging placemaking, sustainability and good urban design principles.

4.3. Whitby Official Plan

The Whitby Official Plan identifies the location of the Whitby GO Station as a Major Transit Station on Map 1, Schedule B – Intensification, and several other map Schedules. Section 4.2.9 of the Parent Official Plan states that intensification is intended to occur in proximity to the Major Transit Station through higher density development, to support transit use and to lessen the dependence on the automobile. The Port Whitby Community Secondary Plan and Lynde Shores Secondary Plan provide further policies to support intensification through higher density development in appropriate areas that are close to the Major Transit Station.

4.4. Zoning By-Law

Zoning By-laws 1784 and 2585 will be updated to implement the policies of the Whitby GO PMTSA, once the Official Plan Review has been completed. These updates will be considered in part through the Town of Whitby Comprehensive Zoning Review.

4.5. Description of the Draft Proposed Amendment

This Town-initiated Draft Proposed Amendment #138 includes minor changes, technical revisions, and updates to relevant Sections and Schedules of the Part 1 Parent Official Plan, the Part 2 Port Whitby Community Secondary Plan and the Part 2 Lynde Shores Secondary Plan.

The Port Whitby Community Secondary Plan was updated in 2017 and provides the overarching structure for future growth and intensification in this area, while protecting for other lower density mature areas, heritage properties, recreational facilities and open spaces, as well as connections to the waterfront. To maintain this overall structure, while also meeting

Regional, Provincial and Federal objectives for increasing the housing supply and providing transit-supportive development, the Draft Proposed Amendment includes increased height and density permissions on lands already designated for the highest heights and densities, closest to the GO Train Station. Policies are also provided to address transitions in heights and built form.

Other changes include lands being re-designated to Mixed Use which continues to allow the same permission but simplifies the number of land use categories. Changes have also been made to land use category names to better reflect Mixed Use permissions that currently exist and support achieving more complete communities, as well as changes to category names to reflect the overall intent regarding built form.

This Amendment, regarding the Protected Major Transit Station Area is consistent with the Planning Act and Provincial Planning Statement 2024, conforms to and implements the Envision Durham Regional Official Plan, 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 through transit-supportive redevelopment and intensification in proximity to a major transit station.

The Amendment generally includes:

1. Policy (text) changes to the Official Plan and Secondary Plans, including:
 - Clarification of policies;
 - Consistency/alignment of policy language, terminology, phrasing, land use permissions and densities, etc., with Envision Durham, where appropriate; and
 - Changes to land use designations and maximum building heights where appropriate, to better meet the intent of the Envision Durham and Provincial policies.
2. Schedule (maps) changes, including:
 - Depicting the delineation of a Protected Major Transit Station Area around the Whitby GO Station;
 - Select land use designation changes in schedules A and F; and
 - Legend updates to reflect the above changes.

Refer to Attachment #4 for the full Draft Proposed Official Plan Amendment #138: Protected Major Transit Station Area.

5. Communication and Public Engagement:

Notice of the statutory public meeting was mailed to all Interested Parties requesting notification and posted on the Town of Whitby website 20 days prior to the meeting date in accordance with the Planning Act.

6. Consultation with other Departments/Sources:

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

7. Conclusion:

All comments received at this statutory public meeting, as well as any subsequent written submissions, will be considered by the Planning and Development Department as part of its review and analysis of the Draft Proposed Amendment. A recommendation report will be brought forward to the Committee of the Whole at such time as input from the commenting agencies, departments and the public have been received and assessed.

All persons who make oral submissions, or have requested notification in writing, will be given written notice of the future meeting of the Committee of the Whole at which the applications will be considered.

8. Attachments:

Attachment #1: Whitby GO Protected Major Transit Station Area: Study Area Map

Attachment #2: Envision Durham Map 1. Regional Structure – Urban & Rural Systems

Attachment #3: Amended Background Summary and Analysis Report

Attachment #4: Draft Proposed Official Plan Amendment #138: Protected Major Transit Station Area