

Town of Whitby Staff Report

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Report Title: Draft Plan of Subdivision & Zoning By-law Amendment Application, Mattamy (Thickson) Limited File No. DEV-02-22 (SW-2022-01 and Z-02-22)

Report to: Committee of the Whole

Date of meeting: May 5, 2025

Report Number: PDP-22-25

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

For additional information, contact:

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1. Recommendation:

1. That Council approve the Draft Plan of Subdivision (File No. SW-2022-01), subject to the comments included in Planning Report PDP-22-25 and the Conditions of Draft Plan Approval included in Attachment #9;
2. That Staff be authorized to prepare a Subdivision Agreement;
3. That Council approve the amendment to Zoning By-law #1784, (File No. Z-02-22) and that a Zoning By-law Amendment be brought forward for consideration by Council at a later date;
4. That Williams and Stewart Associates Ltd. be appointed as the Control Architect for the Draft Plan of Subdivision; and
5. That the Clerk forward a Notice to those parties and agencies who requested to be notified of Council's decision.

2. Highlights:

- Mattamy (Thickson) Limited has submitted a Draft Plan of Subdivision Application and a Zoning By-law Amendment Application for an 83.35 hectare (205.96 acre) parcel of land located south of Brawley Road East, between Thickson Road North and Garrard Road.
- The Draft Plan of Subdivision Application proposes to create 510-615 single detached dwelling units, 128 street townhouse dwelling units, 122 rear lane townhouse dwelling units, and 100 back-to-back townhouse dwelling units. The Draft Plan of Subdivision Application also proposes to create a secondary school block, an elementary school block, a local park block, parkette/trail head blocks, stormwater management pond blocks, and natural heritage system blocks.
- The Zoning By-law Amendment Application proposes to change the current zoning from Agricultural (A) Zone to appropriate Zone categories to accommodate the proposed development.
- All commenting departments and external agencies have reviewed the Draft Plan of Subdivision Application and the Zoning By-law Amendment Application and have indicated their support for the proposed development subject to their comments and conditions.

3. Background:

3.1. Site and Area Description

The subject land is located south of Brawley Road East, between Thickson Road North and Garrard Road (refer to Attachment #1). The subject land is approximately 83.35 hectares (205.96 acres) in size.

The surrounding land uses include rural residential uses and agricultural lands to the north, south, east, and west (refer to Attachment #2). The lands to the north and east are located within the Provincial Greenbelt.

3.2. Applications and Proposed Development

Draft Plan of Subdivision and Zoning By-law Amendment Applications have been submitted by Mattamy (Thickson) Limited to permit a proposed residential Plan of Subdivision. Key components of the proposed Draft Plan of Subdivision include:

- 510-615 single detached dwelling units;
- 128 street townhouse dwelling units;
- 122 rear lane townhouse dwelling units;
- 100 back-to-back townhouse dwelling units;
- Secondary and elementary school blocks;

- A local park block;
- Parkette/trail head blocks;
- Stormwater management pond blocks; and,
- Natural heritage system blocks (refer to Attachment #3).

The Zoning By-law Amendment Application proposes to change the current zoning from Agricultural (A) Zone within Zoning By-law No. 1784, to appropriate zone categories to accommodate the proposed development.

3.3. Documents Submitted in Support

The following documents were submitted in support of the applications:

- A proposed Draft Plan of Subdivision, prepared by Malone Given Parsons Ltd., dated May 2024 (refer to Attachment #3);
- A Conceptual Lotting Plan, prepared by Malone Given Parsons Ltd., dated May 2024;
- A Density Calculation Plan, prepared by Malone Given Parsons Ltd., dated January 2024;
- A Preliminary Composite Transportation Component Plan, prepared by Crozier and Associates Limited, dated October 14, 2021 (refer to Attachment #4);
- A Planning Opinion Report, prepared by Malone Given Parsons Ltd., dated December 2021;
- A Sustainability Report and Whitby Green Standard Checklist, prepared by Malone Given Parsons Ltd., dated November 2021 (Revised February 2025);
- A Park Facility Fit Key Plan, prepared by NAK Design Strategies, dated May 2021 (Revised February 2024);
- A Functional Servicing and Stormwater Management Report, prepared by Urbantech Consulting, dated November 2021 (Revised February 2024);
- A Hazard Land Identification Plan, prepared by Urbantech Consulting, dated December 2021;
- A Hydrogeological Assessment and Water Balance, prepared by R.J. Burnside Associates Ltd., dated October 2021;
- A Geotechnical Investigation, prepared by DS Consultants Limited, dated June 2018;

- A Slope Stability Assessment, prepared by DS Consultants Limited, dated September 2020;
- An Environmental Impact Study, prepared by R.J. Burnside and Associates Ltd., dated November 2021 (Revised April 2023);
- An Arborist Report, prepared by R.J. Burnside and Associates Ltd., dated December 2021 (Revised December 2023);
- A Phase 1 Environmental Site Assessment, prepared by AME Materials Engineering, dated May 2005;
- A Phase 1 Environmental Site Assessment Update, prepared by AME Materials Engineering, dated April 2021;
- A Phase 2 Environmental Site Assessment, prepared by AME Materials Engineering, dated May 2021;
- A Phase 1 and 2 Environmental Site Assessment Reliance Letter, prepared by AME Materials Engineering, dated April 2021;
- A Traffic Impact Study, prepared by Crozier and Associates Limited, dated October 2021;
- A Traffic Comment Response Memo, prepared by Crozier and Associates Limited, dated April 2023 and February 2024;
- An Environmental Noise Assessment, prepared by YCA Engineering Ltd., dated September 2021 (Revised February 2024);
- A Stage 2 Archaeological Assessment, prepared by Archeoworks Inc., dated March 2011;
- Entry into the Ontario Public Register of Archaeological Reports Letter, prepared by the Ministry of Tourism, Culture and Sport, dated June 2012;
- A Sub-Area Study – Sub Area 3A, prepared by Candevcon, dated November 2020 (Revised September 2021);
- A Cultural Heritage Impact Assessment, prepared by Golder Associates Limited, dated June 2021; and,
- A Cultural Heritage Impact Assessment Response Memo, prepared by Golder Associates Limited, dated December 2022.

The above documents were distributed to relevant internal departments and external agencies for review and comment.

4. Discussion:

4.1. Envision Durham

The subject lands are designated “Community Areas” and “Major Open Space Areas” on Map 1 of the Envision Durham Official Plan. The subject lands are situated within a designated greenfield area.

Envision Durham states that “Community Areas” shall develop as complete communities, providing a range of housing, transportation and lifestyle choices, and creating opportunities for residents to live, shop, work and access services and amenities within their community.

“Major Open Space Areas” are a component of the Greenlands System that generally follow major stream and valleys and contain high concentrations of key natural heritage features and key hydrologic features. The predominant use of land within Major Open Space Areas is environmental protection and conservation.

4.2. Whitby Official Plan

The subject lands are designated Low Density Residential, Medium Density Residential, Natural Heritage System and Natural Hazards on Schedule ‘J’ Brooklin Community Secondary Plan of the Whitby Official Plan. The subject lands also contain a Local Park Symbol, an Elementary School Symbol, and a Secondary School Symbol on Schedule ‘J’ Brooklin Community Secondary Plan of the Whitby Official Plan (refer to Attachment #4).

The Official Plan states that lands designated Low Density Residential shall include single detached, semi-detached, and duplex dwellings. The maximum building height shall not exceed 3 storeys, with a density range of 25 – 35 units per net hectare.

The Official Plan states that lands designated Medium Density Residential shall provide for residential development at increased densities along arterial and collector roads to support future transit and active transportation, and to function as a transition in density and intensity of uses between Low Density Residential Areas and higher density mixed-use and commercial areas.

Medium Density Residential areas shall include street and block townhouses, apartments and other forms of multiple residential dwellings. The maximum building height shall not exceed 4 storeys, with a density range of 30 – 65 units per net hectare.

The Natural Heritage System designation is comprised of an interconnected system of key natural heritage and hydrologic features. The extent and exact location of Natural Heritage Systems and their components shall be determined

through appropriate environmental studies subject to the satisfaction of the Town and the Conservation Authority.

Natural Hazards are lands exhibiting poor drainage, unstable or organic soils, flood susceptibility and erosion hazards.

Schedule 'J' displays the general location of a Local Park within the subject land. The Local Park must be implemented within the draft plan, in accordance with the prescribed policies of the Official Plan.

4.3. Zoning By-law

The subject land is zoned Agricultural (A) Zone within Zoning By-law No. 1784 (refer to Attachment #5). The Agricultural (A) Zone does not permit the proposed uses.

Therefore, a Zoning By-law Amendment is required to permit the proposed development. The Brooklin Secondary Plan Expansion Area Zoning By-law was approved by Council in 2023. The final 40M plan should implement the approved zone categories.

4.4. Control Architect

A Control Architect will be required to oversee the design of the subdivision's built form, in accordance with the Urban Design policies of the Official Plan and the Brooklin Architectural Control Guidelines. It is recommended that Williams and Stewart be appointed as the Control Architect for the proposed Draft Plan of Subdivision.

4.5. Fire Break Lots

The proponent must submit a Firebreak Lot Plan for review and approval by the Town of Whitby Fire and Emergency Services Department. The Plan must be provided prior to any construction activity taking place on the site.

4.6. Composite Transportation Component Plan

The Engineering Services Division has provided a Composite Transportation Plan to identify the anticipated locations of traffic infrastructure, including sidewalks, multi-use paths and road right-of-way dimensions (refer to Attachment #6). These elements will be further refined and implemented through the future detailed engineering design process.

5. Financial Considerations:

With each new subdivision development approved by the Municipality, the Town of Whitby assumes assets requiring regular operational maintenance and

eventually capital replacement. The following assets will be generated as a result of the subdivision and included in the Town's Asset Management Plan. The Capital replacement and annual operating costs would be included in future budgets. Further details regarding infrastructure costs would also be identified in the Financial Services Asset Management annual report.

Asset	Quantity
Roads	14.7 lane-km
Sidewalks/Multi-Use Paths	13.7 km
Storm Sewers	7.1 km
Ponds	4.7 ha
Natural Heritage System	26.9 ha
Local Parks	1.4 ha
Parkette	0.4 ha

6. Communication and Public Engagement:

A Public Meeting was held on March 21, 2022 in accordance with the Town of Whitby Official Plan and the Planning Act. This Public Meeting provided the public, interested parties, and agencies the opportunity to make representation in respect to the Draft Plan of Subdivision Application and the Zoning By-law Amendment Application. The meeting minutes are included in Attachment #7. There were members of the public who spoke at the Public Meeting. The concerns and questions raised at the Public Meeting included the following:

- If Brawley Road would be reconstructed and extended;
- If utilities such as gas, water, storm sewers and sanitary sewers would be installed on Brawley Road East;
- If street lights will be installed on Brawley Road East;
- The potential impacts of flooding on the proposed installation of utilities and underground infrastructure along Brawley Road East;
- The proposed construction timeline of the proposed utility services;
- The potential impacts of the proposed roundabout on the subject property located near Thickson Road and Brawley Road East;
- The potential impacts of dust and debris on adjacent properties.

During the Public Meeting, the proponent's consultant responded directly to concerns and questions raised by members of the public, noting the following:

- Brawley Road East will not be reconstructed or extended as part of the Draft Plan of Subdivision Application;
- The proposed utilities (gas, water, sanitary sewer lines) will not be extended to or beyond Brawley Road East. The proposed utilities will only be extended up to and into the proposed Subdivision;
- There are no proposed street lights on Brawley Road East, street lights are only proposed along internal streets within the Subdivision;
- There are no storm sewer lines or sanitary sewer lines being proposed on Brawley Road East;
- The northern limit of the urban area is Brawley Road, and the Region of Durham does not permit the extension of municipal services outside of the urban area;
- There is no confirmed construction timeline;
- Thickson Road is a regional road, access onto Thickson Road would be determined by the Region; and
- There will be a sediment and erosion management plan to ensure that control measures are in place during the construction phase to mitigate impacts of dust and debris.

All individuals who registered as an interested party at the statutory public meeting and any individuals who provided written correspondence to the Town have been provided notice of the May 5, 2025 Committee of the Whole Meeting.

The submissions made by the public have been considered in determining the recommendation for approval of the proposed Draft Plan of Subdivision and Zoning By-law Amendment Application.

7. Input from Departments/Sources:

The following agencies have reviewed the applications and have no objection:

- Bell Canada;
- Hydro One;
- Enbridge Gas Inc.;
- Elexicon Energy;
- Rogers Communications;
- Durham Catholic District School Board;
- French Public District School Board;
- City of Oshawa; and,
- Oshawa Executive Airport.

Refer to Attachment #8 for Agency and Stakeholder Detailed Comments.

7.1. Internal Departments

Engineering Services

Comments provided by Engineering Services support approval of the applications, subject to a number of Draft Plan Conditions and technical comments that can be addressed through the Engineering Submission and Subdivision Agreement process.

As part of their comment letter, Engineering Services have attached a Composite Transportation Component Plan (CTCP) highlighting the anticipated locations of sidewalks, multi-use trails, multi-use paths and dedicated biking facilities for reference. Engineering Services expects that the components of this plan will be further refined through the future detailed engineering design processes.

Refer to Attachment #8 for additional detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

Whitby Fire and Emergency Services

The comments provided by Whitby Fire and Emergency Services staff outline that a firebreak layout and the location of fire hydrants shall be submitted for review and approval. Furthermore, if Street A is to be completed in multiple stages, a plan must be provided for review and approval prior to first occupancy to ensure sufficient emergency access. In addition, Whitby Fire and Emergency Services has also outlined that Street K shall have a secondary emergency access from Thickson Road and that fire hydrants shall be provided at the intersection of each rear access townhouse laneway.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

Whitby Landscaping

The comments provided by Whitby Landscaping staff outline that there is no objection to the applications, subject to addressing comments at the detailed design stage.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

Whitby Strategic Initiatives

Sustainability staff acknowledge and appreciate the sustainability considerations outlined in the Whitby Green Standards (WGS) Checklist that highlights the Applicant's intent to voluntarily achieve Tier 3 requirements.

Refer to Attachment #8 for detailed comments.

Financial Services

Comments provided by Financial Services staff outline the Town's standard requirements for the payment of development charges,

Refer to Attachment #8 for detailed comments.

Community Services – Parks Planning and Development Division

Parks staff have provided supportive comments on the applications, subject to Conditions of Draft Plan Approval.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

7.2. External Agencies

Central Lake Ontario Conservation Authority

The comments provided by the Central Lake Ontario Conservation Authority (CLOCA) state that there is no objection to the applications, subject to the Conditions of Draft Plan Approval.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

Region of Durham

The comments provided by the Region of Durham state that there is no objection to the applications, subject to the Conditions of Draft Plan Approval.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

Durham District School Board

The comments provided by the Durham District School Board state that there is no objection to the applications, subject to the Conditions of Draft Plan Approval.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

Ministry of Transportation

The comments provided by the Ministry of Transportation state that there is no objection to the applications, subject to the Conditions of Draft Plan Approval.

Refer to Attachment #8 for detailed comments and Attachment #9 for Conditions of Draft Plan Approval.

8. Strategic Priorities:

The development review process has provided an opportunity for public and agency input. The development of a residential subdivision contributes to meeting the priorities of the Community Strategic Plan, specifically:

Action Item 1.3.4 under Pillar 1: Whitby's Neighbourhoods by providing a variety of housing options;

Action Item 2.1.5 under Pillar 2: Whitby's Natural & Built Environment by meeting the Tier 3 requirements of the Whitby Green Standard; and,

Action Item 2.2.2 under Pillar 2: Whitby's Natural & Built Environment implementing active transportation facilities including sidewalks, trails and multi-use paths.

9. Attachments:

- Attachment #1 Location Sketch
- Attachment #2 Aerial Context Map
- Attachment #3 Applicant's proposed Draft Plan of Subdivision
- Attachment #4 Excerpt from Town of Whitby Secondary Plan Schedule 'J'
- Attachment #5 Excerpt from Zoning By-law 1784
- Attachment #6 Preliminary Composite Transportation Component Plan
- Attachment #7 Public Meeting Minutes
- Attachment #8 Agency and Stakeholder Detailed Comments
- Attachment #9 Conditions of Draft Plan of Subdivision Approval