

Attachment #2 - Phase 1 Background and Analysis Report

Heritage Conservation District Plans Review and Update: Phase 1 Background and Analysis

Draft Report

May 2025

Prepared for:
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Executive Summary

The Town of Whitby (the Town) retained Stantec Consulting Ltd. (Stantec) to review and update the Town's two established Heritage Conservation District (HCD) Plans. The purpose of the review and update is to improve the consistency between the two HCD Plans, reflect the current land use and heritage policy context, bring the HCD Plans into conformity with recent legislative changes, and create more user friendly HCD Plans for public and staff. This project is a two-phase undertaking: Phase 1 includes analysis of the existing conditions of the two HCDs, the applicable policy framework, and the completion of a strengths, weaknesses, opportunities, and threats (SWOT) review. Phase 2 includes preparation of updated HCD Plans that reflect the Phase 1 findings. Changes to the established HCD boundaries are not a part of this review and update.

This report is the result of the Phase 1 background and analysis. It contains the following sections:

Background of the Existing HCD Studies and Plans

The Brooklin HCD Plan was designated under Part V of the *Ontario Heritage Act* (OHA) in 2007 by By-law 6085-08 and 6086-08. The overall purpose of the Brooklin HCD Plan is to conserve the heritage value identified in the Heritage Character Statement, including a balance between the built heritage, views, and landscape elements. The three objectives of the HCD Plan are focused on helping the public and the Town manage change within the HCD.

The Werden's Plan Neighbourhood HCD (Werden's HCD) was designated under Part V of the OHA in 2017 by 7297-17 and approved as amended by the Local Planning Appeal Tribunal on May 13, 2019.



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Summary of Applicable Policy Framework

The Project Team completed background review of the applicable provincial, regional, and municipal planning frameworks as they relate to the conservation of heritage properties and cultural heritage landscapes. The existing land use policies and zoning for each HCD was also reviewed. The Town is currently undertaking an Official Plan and Zoning By-law review that includes updates to relevant cultural heritage policies. In general, the background review identified a policy framework that is supportive of the HCD Plans, though some conflicts and inconsistencies exist between HCD Plans and other policy frameworks this can be addressed through the HCD Update process.

Existing Conditions of the HCDs and Evolution of the HCD Plans

A review of the existing conditions of each HCD was completed to measure how the HCDs have performed since their designations and determine whether their HCD Plan objectives are being met. To identify the existing conditions of the HCDs, the Project Team collected inventory data during the field program using ArcGIS Collector. The existing conditions review also included summaries of the built form, landscaping, streetscaping, and vegetation, views and vistas, and transportation infrastructure in each HCD. To understand the changes that have occurred in the HCDs, available heritage permits, and development applications were reviewed and existing conditions compared to the 2006/2012 HCD study inventories. Understanding the evolution of each HCD helped to determine if the current policies are effectively meeting the goals and objectives of the each HCD. Both HCDs were determined to have remained relatively stable over time, with changes that comply with HCD Policies and Guidelines.

Consultation Summary

Phase 1 consultation included a kick-off meeting with Town staff in January 2025, a walking tour of each HCD with Town staff in February 2025, a Heritage Whitby Advisory Committee meeting in March 2025, and a Technical Advisory Committee (TAC) and Public Information Centre (PIC) 1 in April 2025. Attendees at PIC 1 and responses to



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the PIC 1 survey indicated that, in general, the community feels that the objectives of the HCDs are being met, and the process for obtaining heritage permits has been straightforward. Some residents and TAC members identified particular areas of the HCD Plans that they would appreciate be updated. These areas included guidance related to additional dwelling units, tree removal/replacement, and clarity on lot coverage/setbacks for new construction.

SWOT Review and Preliminary Recommendations

Following completion of the SWOT review, the preliminary recommendations for updates to the Brooklin HCD and Werden's HCD Plans include:

- Inclusion of language and timelines to comply with changes to the OHA since 2023
- Review and clarifications to Statements of Cultural Heritage Value or Interest and identification of heritage attributes for each HCD
- Review and classification of properties that meet two or more criteria of *Ontario Regulation 9/06* for each HCD
- New policies and guidelines regarding new development, sustainability and accessibility, tree removal and planting, additional dwelling units, and demolition
- Alignment of policies and guidelines with existing Town planning documents

The Executive Summary highlights key points from the report only; for complete information and findings, the reader should examine the complete report.



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Heritage Conservation District Plans Review and Update: Phase 1 Background and Analysis

Acronyms / Abbreviations

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Acronyms / Abbreviations

ADU	Additional Dwelling Unit
BCSP	Brooklin Community Secondary Plan
CIP	Community Improvement Plan
CIPA	Community Improvement Plan Area
CHVI	Cultural Heritage Value or Interest
DWCSP	Downtown Whitby Community Secondary Plan
HP	Heritage Permit
HCD	Heritage Conservation District
HWAC	Heritage Whitby Advisory Committee
MTO	Ministry of Transportation Ontario
OHA	Ontario Heritage Act
OLT	Ontario Land Tribunal
OP	Official Plan
O. Reg.	Ontario Regulation
PIC	Public Information Centre
PPS	Provincial Planning Statement
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TAC	Technical Advisory Committee
The Toolkit	<i>Ontario Heritage Toolkit</i>
Werden's HCD	Werden's Plan Neighbourhood Heritage Conservation District



Heritage Conservation District Plans Review and Update: Phase 1 Background and Analysis

1 Introduction

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1 Introduction

1.1 Study Purpose

The Town of Whitby (the Town) retained Stantec Consulting Ltd. (Stantec) to review and update of the Town's two established Heritage Conservation District (HCD) Plans: the Brooklin HCD Plan and the Werden's Plan Neighbourhood HCD Plan (Werden's HCD). The purpose of the review and update is to improve the consistency between the two HCD Plans, reflect the current land use and heritage policy context, bring the HCD Plans into conformity with recent legislative changes, and create more user friendly HCD Plans for the public and staff. This project is a two-phase undertaking: Phase 1 includes analysis of the existing conditions of the two HCDs, the applicable policy framework, and the completion of a strengths, weaknesses, opportunities, and threats (SWOT) review. Phase 2 includes preparation of updated HCD Plans that reflect the Phase 1 findings. Changes to the established HCD boundaries are not a part of this review and update.

This report is the result of the Phase 1 background review and analysis. It contains the following sections:

- background of the existing HCD studies and plans
- applicable policy framework
- existing conditions of the HCDs
- evolution of the HCD Plans
- consultation summary
- analysis of the HCD Plans
- SWOT review and recommendations



2 Background on the Existing HCD Studies and Plans

2.1 Brooklin HCD

2.1.1 Introduction

The Brooklin HCD was designated under Part V of the *Ontario Heritage Act* (OHA) in 2007 under By-laws 6085-08 and 6086-08. It was the first HCD designated by the Town and is located north of Highway 407 in Whitby (Figure 1). It contains 185 properties, composed mostly of residential properties, followed by commercial properties, parks, natural areas associated with Lynde Creek, mature trees, and landmark public buildings.

The creation of the 2006 Brooklin HCD Study was influenced by development pressures and urban expansion on the Village of Brooklin. The Whitby Local Architectural Conservation Advisory Committee had identified a large number of individual properties within the village for heritage significance. Brooklin was identified as a candidate for an HCD for its historic building stock and small village character, despite the heavy traffic and rapid urbanization influences (BRAY Heritage *et al.* 2006). The HCD Study was prepared by BRAY Heritage, Taylor/Hazell Architects Ltd., and Archaeological Services Inc. and adopted by Council in September 2006. An overview of the Brooklin HCD Study is contained in Section 2.1.2. The HCD Plan was also prepared by BRAY Heritage, Taylor/Hazell Architects Ltd., and Archaeological Services Inc. An overview of the HCD Plan is contained in Section 2.1.3.

2.1.2 HCD Study

The 2006 HCD Study provided an overview of the historical growth and development of Brooklin. The community was established in the mid-19th century, first developing along a plank road between Lake Ontario and Lake Scugog through the east portion of the village in 1845. Another plank road through the west portion of the village followed the



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2 Background on the Existing HCD Studies and Plans

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following year, now forming the layout of Highway 12. The village was surveyed in the 1840s and early 1850s. With the establishment of a post office in 1847, the village was named Brooklin. One of its earliest industries was a flour mill established on the banks of Lynde Creek in 1840, by John and Robert Campbell. In 1871, the Whitby, Port Perry and Lindsay Railway line opened through the village.

In the mid to late 19th century the village became home to prominent early families who constructed grand residences. Fires in 1880-1881 slowed the local economy. The economy was further impacted in the early 20th century with the decline of the milling industry in the community. The paving of Highway 12 through the community in the mid-1920s increased the amount of cottage-bound traffic passing through the community and provided a boost to local merchants. In the mid-20th century, Meadowcrest, a 600-residence subdivision, was laid out west of the village. Brooklin remained a small rural village until the late 20th century, when the province's growth strategy for the Greater Toronto Area extended municipal services to Brooklin and expanded its population (BRAY Heritage *et. al* 2006).

The HCD Study completed analysis and established a boundary of the HCD based on characteristics outlined in the *Ontario Heritage Toolkit* (the Toolkit) (Government of Ontario 2006). The HCD Study analysis determined that even with new subdivisions around the old village, the essential elements of the original village still existed. While the building stock and architecture was determined to be modest, the combination of the buildings, their heritage integrity, and the landscapes formed a rare surviving example of a rural Ontario village.

The Heritage Character Statement prepared for the Brooklin HCD Study is as follows:

Brooklin's heritage character derives primarily from its largely intact commercial main street, its modest scale of buildings, its predominant landscape features (parks, residential lots, creek), its landmark public buildings, its community event venues, and its retention of buildings and settings from all stages of its evolution.



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2 Background on the Existing HCD Studies and Plans

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Character Defining Elements

The key elements that define local character are (in the downtown core):

- Commercial buildings next to or including residential units
- Street trees and landscaping in side yards
- Modest individual buildings with open side yards
- Mix of wood frame and brick masonry building construction
- Residential units set back; commercial built to street line
- Oddly shaped lots caused by the diagonal street alignment (in the rest of the central area)
- Balance of buildings and landscape (ie. large lots and gardens, small buildings)
- Views between buildings of trees/creek
- Mix of building ages and styles
- Mixing together of grand and modest housing
- Varied residential setbacks
- Landmark buildings at important junctions (retail, churches and mill)
- Community gathering places (park, churches, library, school, fraternal organizations)

(BRAY Heritage et al. 2006)

The Brooklin Heritage Character Statement and character defining elements include a balance between the level of significance between built heritage and landscape features, including views between buildings to the trees and creek. The HCD Study includes an inventory of built heritage resources (Appendix A of the HCD Study) and cultural heritage landscapes (Appendix B of the HCD Study). Inventory entries contained a brief overview of each resource including a description, evaluation, heritage significance, a photograph, and location map.

2.1.3 HCD Plan

The overall purpose of the Brooklin HCD Plan is to conserve the heritage value identified in the Heritage Character Statement, including the “sense of ‘porosity’ in the



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2 Background on the Existing HCD Studies and Plans

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District streetscape so that buildings are never so dominant that they block out views of natural elements” (BRAY Heritage *et al.* 2007). The three objectives of the HCD Plan are focused on helping the public and the Town manage change within the HCD. The HCD Plan is divided three sections including Policy, Guidelines, and Implementation.

No changes were made to the Heritage Character Statement and character defining elements from the HCD Study to the HCD Plan. The HCD boundary was modified slightly to include parts of the village core that contained significant built heritage or cultural heritage landscapes and areas flanking Way Street to capture cultural and natural heritage resources.

The overall goal of the HCD Plan is “to conserve and enhance the District’s heritage character while encouraging compatible new development” (BRAY Heritage *et al.* 2007).

The objectives of the 2007 HCD Plan are as follows:

Objectives for Landscape/Streetscape

- to encourage the retention and enhance of existing tree-lined streetscapes
- to retain the existing street pattern without widening existing pavement and road allowances
- to municipally adopt Highway 12 (Baldwin Street) and substantially reduce heavy traffic on this route
- to preserve and reinforce existing views along streets of landscape features such as mature street trees, Lynde Creek and Kinsmen Park, and of landmarks such as United Church
- to ensure that municipal improvements to public infrastructure in the District’s public realm, such as upgrades to public utilities, roadways and sidewalks, enhance the heritage character of the District
- to restore or reinstate, where possible, previously existing landscape and streetscape features of heritage value, such as the street trees in front yard setbacks (Baldwin Street), and fences on front and side yards (e.g Baldwin and Cassels)



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Objectives for Heritage Buildings

- to retain and conserve the heritage buildings identified in the District Study and evaluated as Excellent, Very Good and Good
- to foster continuing use of heritage buildings and all measures available to the municipality to prevent their demolition
- to encourage retention and restoration of original features of heritage buildings, based on thorough archival and pictorial evidence and the assessment provided in the District Study
- to encourage property owners to maintain the exteriors of heritage buildings to prevent deterioration as well as damage from fire or the elements
- to provide additional protection to heritage resources in the District, Council shall consider designating under Part IV of the Ontario Heritage Act individual buildings (including interior elements), structures, and cultural landscapes, as identified in further study
- to address the option, but not encourage, moving structures within the District, as an alternative to demolition, identify recipient sites for such structures with the District that will, once the structure has been relocated, support and enhance District character

Objectives for New Development

- to encourage 'heritage friendly development' that is compatible with the arrangement, scale, architectural styles and materials that constitute the District's heritage character
- to provide a mix of land uses that will support and strengthen the existing commercial, residential and community service uses in the downtown core
- to fully plan for the adaptive re-use of existing and the redevelopment of lands within the District, prepare an urban design plan for the District, with terms of reference that ensure harmonization of the urban design plan with the policies and guidelines of the Heritage Conservation District Plan

Objectives for Economic Development

- to support revitalization of Brooklin's downtown core as a local service and regional speciality retail and tourism destination in ways that maintain the District's heritage character



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2 Background on the Existing HCD Studies and Plans

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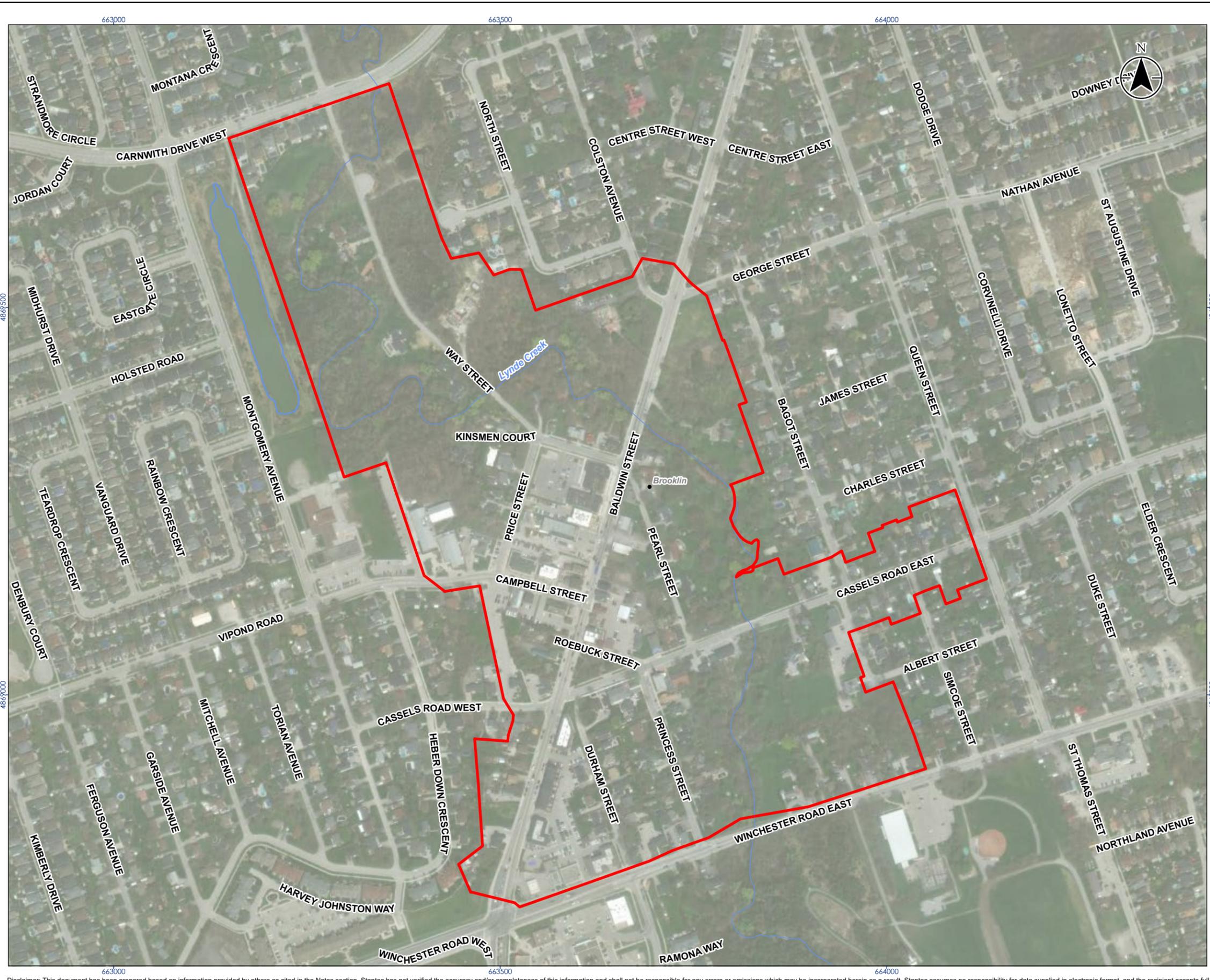
Objectives for Community Support

- to foster appreciation of heritage character of the District through public consultation, dissemination of information on best conservation practices, and support for community events

The remainder of the HCD Plan sets forth the District policies and illustrative guidelines to achieve the above objectives, outlining policies and guidelines for heritage buildings, new construction, non-heritage buildings, streetscapes, landscapes, and archaeological sites. In-depth case studies are included for examples on applying the HCD guidelines. The HCD Plan concludes with its implementation process including the heritage permit process, an overview of available financial incentives, and direction for management and enforcement of the HCD Plan.



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- Legend
- Heritage Conservation District Boundary
 - Watercourse (Permanent)
 - Waterbody



- Notes
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Contains information licensed under the Open Government Licence – Ontario, and the Open Government Licence – Canada, accessed 2025
 3. Orthoimagery © Maxar. Date of Imagery, Unknown.



Project Location: 160941135 REVA
 REGIONAL MUNICIPALITY OF DURHAM
 Prepared by IM on 2025-05-13
 Technical Review by AW on 2025-04-07

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Figure No. 1

Title: Brooklin HCD Plan Boundary

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2.2 Werden's Plan Neighbourhood HCD

2.2.1 Introduction

The Werden's HCD was designated under Part V of the OHA in 2017 under By-law 7297-17 and approved as amended by the Local Planning Appeal Tribunal on May 13, 2019. It is located in the centre of Whitby, southwest of the downtown (Figure 2). It contains 250 properties, composed mostly of residential, with two churches, parks, and several institutional properties.

Interest in pursuing an HCD within Downtown Whitby began as early as the mid-1990s when an Official Plan (OP) policy identified Downtown Whitby, or a part of it, to be examined as a potential HCD. Following the establishment of the Brooklin HCD, interest continued to grow in establishing additional HCDs within Downtown Whitby. In 2012, the *Downtown Whitby Heritage Conservation District Study* was awarded to a consulting team led by Goldsmith Borgal & Company Limited (Goldsmith Borgal & Company Ltd 2013).

The *Downtown Whitby Heritage Conservation District Study* identified three separate areas for study. This included the Perry's Plan Neighbourhood, located to the north of the Study Area, the Four Corners area, located northeast of the Study Area, and the Werden's Plan Neighbourhood. In 2013, the study team recommended proceeding with the Werden's HCD to serve as a pilot project for the other two identified areas. This approach was supported by Town staff and Town council. In 2016, the *Heritage Conservation District Plan for Werden's Plan Neighbourhood, Whitby* was prepared by Goldsmith Borgal & Company Ltd. in association with Paul Dilse and The Landplan Collaborative, with the assistance of the Olde Whitby Neighbourhood Association and the Town of Whitby.



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2.2.2 HCD Study

The 2012 HCD Study provided an overview of the historical growth and development of downtown Whitby and Werden's HCD. The community grew around the intersection of Brock Street and Dundas Street. In 1846 landowner Peter Perry had 24 blocks of land surveyed north of Dundas Street to stimulate growth. Development in the Study Area accelerated in 1852 when Whitby was designated as the county seat of Ontario County and a courthouse was constructed within the present-day HCD. Around this same time, the Grand Trunk Railway was expected to be built through Whitby. These two events triggered a boom for the community. In 1854 Asa Werden had his land south of Dundas Street surveyed into 64 full blocks and eight half blocks to capitalize on the anticipated development (Goldsmith Borgal & Company Ltd 2013: 4).

This building boom proved short lived as Canada's economy entered a recession beginning in 1857 which severely curtailed development in Whitby and much of present-day Ontario. As a result, much of the land surveyed as Werden's Plan remained undeveloped and property owners tended to be members of Ontario County's professional class such as lawyers and judges connected to the County. Many of the large residences built by these prominent individuals remain in the Study Area (Goldsmith Borgal & Company Ltd 2013: 4).

By the late 19th century, most of Ontario's small towns, Whitby included, were in decline as people gravitated towards the province's industrializing urban centres like Toronto and Hamilton (Drummond 1987: 30). Within Whitby, this trend reversed beginning in the early 20th century as transportation improvements led to increasing interconnection with Toronto (Dominion Bureau of Statistics 1953). As a result, many of the vacant lots within the Study Area were developed during the mid-20th century (Goldsmith Borgal & Company Ltd 2013: 4).

While the Werden's HCD contains a variety of building styles, ages, and footprints, similarities that unite the neighbourhood were identified, including:



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- Lots with front yards, deep backyards, and side yards that support mature trees
- Placement of detached garages at the rear or side of a property
- Structures one to two storeys in height
- Predominance of gable and hip roofs
- Predominance of brick exteriors, particularly red brick
- Prevalence of front porches

(Goldsmith Borgal & Company 2013: 29)

The HCD Study also identified six landmarks: the Methodist Tabernacle, the King Street School, the Ontario County Registry Office, the Ontario County Courthouse, St. Arsenije Sremac Serbian Orthodox Parish, and the Whitby Central Library.

The HCD Study recommended the following objectives to conserve the cultural heritage value or interest (CHVI) of the Werden's HCD:

- Preservation of the historic residential character of single-detached houses set on relatively large, and sometimes very large, lots planted in lawn, trees, and shrubs
- Preservation of the architectural integrity of the district's six landmarks
- Protection and enhancement of the street-tree canopy and the retention of interior streets showing a rural profile; and
- Enhancement of the district's livability by improving physical connections between Werden's Plan Neighbourhood District and Perry's Plan Neighbourhood District

(Goldsmith Borgal & Company 2013: 29)

2.2.3 HCD Plan

2.2.3.1 Cultural Heritage Value or Interest

The overall purpose of the HCD Plan is to preserve the Werden's HCD's small-town historic character and to manage physical change in the neighbourhood over the long term. To accomplish this, the HCD Plan contains a statement of cultural heritage value, goals, objectives, policies, guidelines, and an implementation strategy. The statement of



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cultural heritage value or interest notes that the Werden's HCD retains many features from what it describes as "Whitby's unusually long historic period (mid-19th to mid-20th century) during which time Whitby remained a stable small town whose built-up part was confined to its 19th century footprint" (Goldsmith Borgal & Company 2017: 23).

The HCD Plan identified the following heritage attribute for the District:

- Patterns among residential buildings, views of historic landmarks, character of the public realm and features of private open space.

(Goldsmith Borgal & Company 2017: 26)

To illustrate the significance of each property within the HCD, the Plan divided properties into three classes to provide specific guidance regarding objectives for buildings:

- Historic properties: This class of properties includes those developed when Whitby was a stable small town, before its expansion in the mid-20th century
- Complementary properties: ...property that is compatible with the district's historic character...This class of properties includes properties dating, or appearing to date, from the mid-20th century and later
- Uncharacteristic properties: ...property that is neither historic nor complementary.

(Goldsmith Borgal & Company 2017: 33)

Objectives for Land Use

The HCD Plan contains the following land use objectives:

- To align land use designations with the neighbourhood's existing character
- To maintain the low-density residential appearance prevalent across the neighbourhood
- To recognize the place and function of five historic landmarks within the neighbourhood – St. Mark's United Church (Methodist Tabernacle), the former R.A. Sennett School (King Street School), the former Ontario County Registry Office, the Centennial Building (Ontario County Courthouse) and St. Arsenije Sremac Serbian Orthodox Church (St. Andrew's Church of Scotland) – and one



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contemporary landmark- Whitby Central Library- and to prefer uses having public benefit and minimal disruption of building fabric and grounds when new uses may be proposed for them

(Goldsmith Borgal & Company 2017: 35)

Objectives for Buildings

The HCD Plan contains the following objectives regarding buildings:

- To protect the neighbourhood's historic residential streetscapes
- To maintain the neighbourhood's six landmarks
- To retain houses erected during Whitby's historic period, to retain exemplary houses which were built after the mid-20th century, and to favour the retention of the neighbourhood's remaining single-detached houses which to some degree complement houses erected during Whitby's historic period
- To consider buildings which are neither from the historic period nor are complementary to be candidates for demolition and replacement
- To encourage building maintenance and repair
- To encourage restoration of lost or hidden features and materials on buildings from the historic period where it is based on documentary and as-found evidence about the building or on comparable local examples
- To avoid damaging wall cladding material and trim, comprising distinctive features, disguising facades with incongruous elements or otherwise diminishing a building's heritage attributes
- To maintain the existing mix of single-detached house sizes as additions and new dwellings are accommodated in the neighbourhood
- To keep an ample amount of open space in front yards, side yards, and backyards when new dwellings are constructed
- To limit the height of residential additions and new dwellings out of respect for the prevailing height of houses in the neighbourhood
- To favour gable or hip roof dwellings
- To prefer locating floor space added onto an existing house away from public view
- To acknowledge the prevailing front yard setback in the siting of new dwellings



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- To locate accessory buildings in side yards of backyards
- To prefer red brick as the wall cladding material for a new dwelling

(Goldsmith Borgal & Company 2017: 36-37)

Objectives for the Public Realm and Open Space

The HCD Plan contains the following objectives regarding the public realm and private open space:

- To discourage transforming district streets that show a rural section of shoulders or ditches into streets with a constructed urban section of curb and gutter
- To undertake a study of existing and proposed road character in advance of any public works projects proposed for the road right-of-way
- To facilitate the safe crossing of pedestrians from Werden's Plan Neighbourhood across major streets
- To support conditions suitable for the preservation of mature street trees
- To coordinate the renewal of the street tree canopy, replanting with a variety of indigenous shade trees, and taking into consideration the placement of concrete sidewalks, the burial of hydro wires and the viewing of historic architecture
- To acknowledge, preserve and enhance public open space in Celebration Square, the unopened Gilbert Street West right-of-way and former R.A. Sennett schoolyard, the courthouse block and Rotary Centennial Park
- To interpret in Rotary Centennial Park the history of Werden's Plan, the neighbourhood that has developed from it and the Town's first purchase of property
- To maintain the neighbourhood's generous amount of private open space in lawn, trees, shrubs, and herbaceous plants
- To minimize front yard parking
- To locate a new driveway, the width of a single car, in a property's side yard
- To discourage lot severance



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- To consider the merits of consolidating lots where buildings are neither from the historic period nor are complementary
- To protect significant trees on private property

(Goldsmith Borgal & Company 2017: 37-38)



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Legend
 Heritage Conservation District Boundary



Notes
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Figure No.
2

Title
Werden's Plan Neighbourhood HCD Plan Boundary

3 Policy Framework

3.1 Introduction

The responsibilities for long-term land use planning in Ontario is a shared responsibility between the Province, the Region, and municipal governments. The Province sets out broad direction for land use planning through the *Planning Act* and the *Provincial Planning Statement* (PPS). Decisions at the municipal level are required to be consistent with the PPS.

In some parts of the province, provincial plans provide more detailed and geographically specific policies to meet certain objectives, such as managing growth. Municipal decisions in areas with a defined provincial plan have a more stringent standard for compliance, as decisions are required to “conform” or “not conflict” with the policies in these plans.

Other Provincial regulatory systems are connected to land use planning, including the OHA. The OHA enables municipalities and the Province to preserve Ontario’s heritage by protecting heritage properties and archaeological sites. The OHA also provides specific guidance on implementing heritage conservation in HCDs.

At the regional and local level, OPs are the primary vehicle for implementing provincial land use policy. With OPs being updated regularly to reflect provincial interests, these documents are used as a tool to guide the integration of matters that impact land use decisions, such as infrastructure, housing, economic development, and cultural heritage. In addition, zoning is a tool enabled through the *Planning Act* and guided by municipal plans. Zoning further regulates the characteristics of the use of land within municipalities.

Together, the provincial and local policies and plans provide the framework for protection of built and cultural heritage resources. The following sections outline the existing policy framework within the Town of Whitby.



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3.2 The Planning Act

The legal basis of Ontario's land use planning system is outlined by the *Planning Act* (Government of Ontario 1990). This legislative document identifies the approach to planning and assigns responsibilities and duties to those involved in the land use decision-making process, including policy development, land subdivision, development control, administration, and public participation. It sets out requirements for land use planning across the province.

Under the *Planning Act*, the Minister, the council of a municipality, a local board, a planning board, or the Ontario Land Tribunal (OLT) are responsible for carrying out the conservation of features of significant architectural, cultural, historical, archaeological, or scientific interest (Government of Ontario 1990). A key purpose of the *Planning Act* is to integrate matters of provincial interest into provincial and municipal planning decisions. Under the Act, the Minister of Municipal Affairs and Housing may also issue provincial statements on matters related to land use planning that are of provincial interest. Further policy guidance on these matters of provincial interest is provided in the PPS.

3.3 The Provincial Planning Statement, 2024

The PPS provides policy direction on matters of provincial interest related to land use planning and development. The PPS is applied province wide. On August 20, 2024, the Province announced the release of the new PPS, issued pursuant to Section 3 of the *Planning Act* (Government of Ontario 2024, Government of Ontario 1990). The new PPS replaces both the Provincial Policy Statement from 2020 and *A Place to Grow: Growth Plan for the Greater Golden Horseshoe*, also known as the Provincial Growth Plan (Government of Ontario 2020a and 2020b). The merging of these planning documents created a comprehensive, streamlined provincial planning framework to guide land use planning.



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The PPS includes properties designated under Part IV, Part V, or VI of the OHA as protected heritage properties. Under the PPS, “protected heritage property” is defined as follows:

property designated under Parts IV or VI of the Ontario Heritage Act; property included in an area designated as a heritage conservation district under Part V of the Ontario Heritage Act; property subject to a heritage conservation easement or covenant under Part II or Part IV of the Ontario Heritage Act; property identified by a provincial ministry or prescribed public body as property having cultural heritage value or interest under the Standards and Guidelines for the Conservation of Provincial Heritage Properties; property protected under federal heritage legislation; and UNESCO World Heritage Sites.

(Government of Ontario 2024: 50)

Relevant policies within the PPS that speak to the conservation of heritage resources include the following, with terms that are italicized being defined terms within the PPS:

- *Protected heritage property*, which may contain *built heritage resources* or *cultural heritage landscapes*, shall be *conserved*. (4.6.1)
- Planning authorities shall not permit development and site alteration on lands containing *archaeological resources* or areas of *archaeological potential* unless the *significant archaeological resources* have been *conserved*. (4.6.2)
- Planning authorities shall not permit *development* and *site alteration* on *adjacent lands* to *protected heritage property* unless the *heritage attributes* of the *protected heritage property* will be *conserved*. (4.6.3)
- Planning authorities are encouraged to develop and implement:
 - a. archaeological management plans for conserving *archaeological resources*;
and
 - proactive strategies for conserving *significant built heritage resources* and *cultural heritage landscapes*. (4.6.4)



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- Planning authorities shall 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*. (4.6.5)
- A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies, boards, and Service Managers including managing natural heritage, water, agricultural, mineral, and cultural heritage and archaeological resources. (6.2.1 c)

(Government of Ontario 2024)

The PPS does not specifically identify HCDs, but it provides the framework for conserving protected heritage properties as seen in Section 4.6. In addition, the PPS outlines that development adjacent to protected heritage properties is required to assess the impacts to heritage resources. The PPS includes properties designated under Part V of the OHA as protected properties, thereby requiring that impacts to HCD character be considered as part of the planning process.

3.4 Ontario Heritage Act

The OHA was enacted in 1975 with the purpose of giving the province and municipalities the power to protect heritage properties and archaeological sites. In 1990, the act was part of a collection of Revised Statutes of Ontario (Chapter O.18). The OHA underwent comprehensive amendments in 2005 and 2023. The 2005 amendments strengthened and improved heritage protection in Ontario, as the province and municipalities were given new powers to delay and stop the demolition of heritage properties while an appeals process was established that respected the rights of property owners. The 2005 amendment also provided enhanced protection of marine heritage sites, archaeological resources, and HCDs.



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On January 1, 2023, changes made to the OHA under the *More Homes Built Faster Act, 2022* (Bill 23) came into effect as did regulatory changes to *Ontario Regulation* (O. Reg.) 9/06 and O. Reg. 385/21. With respect to HCDs, the 2023 amendments include the following:

- Adhere to the 90-day timelines for applications to alter or demolish a property protected under the OHA, issue a notice of intention to designate a property, or for Council to make decisions regarding the designation of a property
- Include clarification that the term “demolition” applies to the removal or demolition of heritage attributes in a designating by-law as well as a building or structure
- Adhere to the new process for appeals to the OLT for applications to alter heritage properties
- Adhere to the new process for objections for notices of intention to designate properties under the OHA
- Follow the guidance for designating properties under Part IV of the OHA by including a clear articulation of the heritage value of a property and its heritage attributes

(Government of Ontario 1990a)

3.4.1 Ontario Regulation 9/06

The 2023 amendments to the OHA established criteria for the evaluation of an HCD. The following is the prescribed criteria under O. Reg. 9/06 as amended by O. Reg. 569/22:

- At least 25 per cent of the properties within the municipality or defined area or areas satisfy two or more of the following:
 - i. The properties have design value or physical value because they are rare, unique, representative or early examples of a style, type, expression, material or construction method.
 - ii. The properties have design value or physical value because they display a high degree of craftsmanship or artistic merit.
 - iii. The properties have design value or physical value because they demonstrate a high degree of technical or scientific achievement.
 - iv. The properties have historical value or associative value because they have a direct association with a theme, event, belief, person, activity, organization or institution that is significant to a community.



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- v. The properties have historical value or associative value because they yield, or have the potential to yield, information that contributes to an understanding of a community or culture.
- vi. The properties have historical value or associative value because they demonstrate or reflect the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
- vii. The properties have contextual value because they define, maintain or support the character of the district.
- viii. The properties have contextual value because they are physically, functionally, visually or historically linked to each other.
- ix. The properties have contextual value because they are defined by, planned around or are themselves a landmark.

(Government of Ontario 2023)

3.5 Public Transportation and Highway Improvement Act

Under the *Public Transportation and Highway Improvement Act*, the Ministry of Transportation Ontario (MTO) regulates permit controlled areas for structures, roads, entrances, and the placement of signs. The Brooklin HCD contains provincial highways that are subject to MTO permit control, including Highway 12 (Baldwin Street) and Highway 7 (Winchester Road). Any land development, highway access, construction, utilities, or other activities near these provincial highways requires consultation with MTO to determine what type of permit(s) is needed. Permits may include Building and Land Use, Encroachment, Entrance, or Sign (MTO 2025).

3.6 Durham Region Official Plan

The Region of Durham's new *Envision Durham Regional Official Plan* was approved by the Province in part on September 3, 2024, and all remaining parts on December 13, 2024. The Plan replaces the former OP that was approved in 1993. The Region of Durham is defined by the Province as an upper-tier municipality that, as of January 1, 2025, does not have planning responsibilities. The Town has assumed approval authority for all Planning Act decisions, except those prescribed by the Ministry of Municipal Affairs and Housing (Durham Region 2025). The Town will be subsuming



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relevant components of the Region's OP through the Town's OP review currently being undertaken.

Chapter 3 *Healthy Communities* in the OP highlights the significance of built and cultural heritage, such as historic and cultural downtowns, in contributing to the unique character and sense of place of the Region's urban and rural communities (Durham Region 2024: 27). Under Section 3.3, the Region is committed to maintaining vibrant neighbourhoods and building complete communities that includes heritage objectives that support the preservation of the Town's downtown, streetscapes, and neighbourhoods. For development, the heritage objectives in the OP promote a balanced approach to intensification in downtowns while preserving built and cultural heritage value and recommend the adaptive reuse of cultural heritage properties (Durham Region 2024: 45-46).

Section 3.3 *Complete Communities*, includes the following applicable policies for *Built & Cultural Heritage*:

- 3.3.32 Recognize downtowns and historical areas as key inter- and intra-regional destinations based on their historic and traditional function as centres for culture and commerce, their built form and their cultural and social importance.
- 3.3.33 Strengthen, restore and enhance the local, historical and cultural heritage, character and role of Durham's downtowns and historical areas as walkable centres of tourism, recreation, housing, employment, main street shopping and social gathering to foster cultural capital and a creative economy.
- 3.3.34 Encourage the conservation and enhancement of the district character and unique local, historical and/or cultural heritage of Durham's downtowns, especially during redevelopment or intensification of surrounding areas by considering:



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- a) scale and massing of new buildings to complement the existing built form within the downtown;
- b) protecting important built elements and other heritage features, including façades and other built form, as part of development and redevelopment;
- c) a transition that supports a visual connection between historic neighbourhoods and new development;
- d) conserving cultural heritage of existing buildings and structures; and
- e) preserving and enhancing the urban tree canopy in downtowns.

3.3.39 Require area municipal official plans to support downtowns with policies that:

- a) strengthen the intended role and character of the downtown;
- b) enhance and conserve historic and cultural resources and functions;
- c) provide for appropriate development that addresses the built, natural and cultural heritage of the downtown within which it is situated;
- d) guide development, redevelopment and intensification while protecting and preserving built heritage resources, and cultural heritage landscapes;
- e) support the restoration and where appropriate, the adaptive reuse of built heritage resources;



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- f) provide an appropriate interface or transition between new developments and protected heritage properties or heritage conservation districts;
- g) provide for development that is compatible with existing communities; and
- h) identify the core values and function of the downtown(s).

(Durham Region 2024: 57-59)

The Region's OP encourages municipalities to adopt cultural heritage policies as part of their official plans, and to utilize the OHA to conserve, protect and enhance the built and cultural heritage resources of the municipality.

3.7 Whitby Official Plan

The Town is currently undertaking its legislated five-year review of the *Town of Whitby* OP to bring the plan into conformity with new provincial legislation and the Region's OP. This includes a review of relevant cultural heritage policies. The current OP, consolidated in December 2024, sets out the general policy direction and planning framework to guide development in the Town to 2031. The OP sets out several policies that encourage the enhancement of Town's cultural heritage attributes. Under Section 6.1 *Cultural Heritage Resources and Archaeological Sources*, the Town's goal is: "To identify and conserve Whitby's cultural heritage resources and archaeological resources for the benefit of existing and future generations, to enhance Whitby's sense of community and identity, and to contribute to its sustainability and economic viability" (Town of Whitby 2024a: 105).

Generally, the cultural heritage objectives of the Town's OP are to:

- identify, conserve, and enhance cultural heritage resources in accordance with the Ontario Heritage Act and to ensure that such resources are protected through



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the development approval process in accordance with applicable legislation, plans, programs, and guidelines (6.1.2.1)

- conserve and enhance the character of Heritage Conservation Districts through careful consideration of plans for change within and adjacent to the District (6.1.2.2)
- identify archaeological resources to ensure that such resources are conserved through the development approval process in accordance with applicable legislation (6.1.2.3)
- encourage the development of a municipal-wide culture of conservation by promoting cultural heritage initiatives as part of a comprehensive economic, environmental, and social strategy to recognize that cultural heritage resources contribute to achieving a sustainable, healthy, and prosperous community (6.1.2.4)

(Town of Whitby 2024a: 105)

Under Section 6.1.3 *Cultural Heritage Resources*, and Policy 6.1.3.1, the Town shall protect and conserve cultural heritage resources with applicable legislation, policies and recognized heritage protocols. This includes municipal heritage recognitions for properties such as those listed on the Town's Heritage Register, properties designated under Part IV (individual) and V (HCD) of the OHA, and those identified by Council as having cultural heritage value or interest. The OP enables the Town to designate built heritage resources and establish HCDs and other policies, guidelines, tools, and/or agreements to recognize, manage, and conserve cultural heritage resources (Town of Whitby 2024a: 105-106).

Section 6.1.3 provides additional direction on consulting with the municipal heritage committee regarding cultural heritage matters, the relocation and alteration of heritage resources, the requirement for cultural heritage impact assessments for development near heritage resources, and the potential use of financial incentives to encourage conservation and maintain the integrity of such resources.

The existing HCDs are recognized in the Town's OP. The Brooklin HCD falls within the Brooklin Community Secondary Plan (BCSP), and the Werden's HCD falls within the



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Downtown Whitby Community Secondary Plan (DWCSPP), which are discussed in the following sections.

3.7.1 Brooklin Community Secondary Plan

The BCSP was updated through the Town's OP Amendment #108, as approved by the Region of Durham on July 12, 2018, and as modified by Local Planning Appeal Tribunal on January 13, 2020. Section 11.4 of the OP, consolidated in December 2024, provides the updated vision and objectives for the BCSP. The BCSP provides a framework for development in Brooklin in a manner that maintains its small-town community character. The area is broken into north and south sections, with Winchester Road West/East as the dividing corridor. The north section, Downtown Brooklin Major Central Area North, includes the HCD. The objectives for this area, as a heritage downtown, include:

- a) To ensure Downtown Brooklin continues to be the focal area for shopping, dining, and entertainment.
- b) To ensure Baldwin Street is a safe, comfortable and accessible street for all users.
- c) To create a vibrant and pedestrian-friendly environment along Baldwin Street through an animated streetscape and by locating buildings close to the street.
- d) To conserve the heritage attributes of the significant cultural heritage resources identified in the Brooklin Heritage Conservation District Plan.
- e) To ensure new buildings are sensitive to, and maintain the heritage character of the Downtown as described in the Brooklin Heritage Conservation District Plan.

(Town of Whitby 2024a: 222)

To meet the objectives of the BCSP, its policies are divided into categories including general development, sustainability, community structure, intensification corridors, residential neighbourhoods, community central areas, Brooklin HCD Plan, land use designations, and other policy directions such as gateways, parking, roads and active transportation, servicing, and phasing of development.

The following policies throughout the BCSP are applicable to the Brooklin HCD:



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- The historic downtown shall remain the commercial heritage of the community accommodating restaurants and small-scale shops, offices and personal services and limited infill residential development (11.5.4.3).
- The Brooklin HCD overlays much of the historic Downtown component of the Downtown Brooklin Major Central Area. The built form and design policies within the HCD Plan shall be used to evaluate development applications within the HCD along with the Brooklin Urban Design and Sustainable Development Guidelines (11.5.4.4).
- Along Baldwin Street, the unique main-street shopping environment shall be enhanced and further infill development encouraged, while protecting the historic character of Downtown Brooklin in accordance with the policy directives of the Brooklin HCD Plan and the Brooklin Urban Design and Sustainable Development Guidelines (11.5.4.5).
- Council shall also encourage and support mixed-use development comprised of ground level commercial uses with residential units located above, in order to support the vitality of the Downtown Brooklin Major Central Area (11.5.4.6).
- Behind the buildings along Baldwin Street, low rise mixed-use infill development is permitted and encouraged in accordance with the policy directives of the HCD Plan and the Brooklin Urban Design and Sustainable Development Guidelines (11.5.4.7).
- Within the historic Downtown, existing low density residential housing forms along Princess Street and Durham Street shall be conserved in accordance with the directives of the HCD Plan (11.5.4.8).
- Notwithstanding any other provisions of this Plan to the contrary, new automobile service stations/gas bars and new drive-through service facilities are not permitted within the Downtown Brooklin Major Central Area North. (11.5.4.9)

(Town of Whitby 2024a: 226)

Section 11.4.8 of the BCSP, includes the adherence of the secondary plan to the goal, policies, and guidelines in the Brooklin HCD (Town of Whitby 2024: 231). The land use designations in the Brooklin HCD include “Low Density Residential”, “Medium Density Residential”, “Institutional”, “Mixed Use 2 – HCD”, “Heritage Commercial”, “Major Open Space (Parkettes)”, “Natural Heritage System”, and “Natural Hazards”. See Section 3.9 for an overview on land use.



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3.7.2 Downtown Whitby Community Secondary Plan (DWCSPP)

The DWCSPP was updated through the Town's OP Amendment #126, as approved by the Region of Durham on December 21, 2023. Section 11.3 of the OP, consolidated in December 2024, provides updated vision and objectives for the DWCSPP. This area applies to lands that are generally bound by the Canadian Pacific Railway line to the north, Garden Street to the east, Highway 401 to the south, and Cochrane/Annes Street to the west. Objectives of the DWCSPP applicable to the Werden's HCD include:

- Conserve and Enhance Cultural Heritage Resources (11.3.1.2.1)
- Provide the Right Built Form in the Right Place (11.3.1.2.2)
- Improve the Public Realm (11.3.1.2.3)
- Increase Access to Parks and Open Space (11.3.1.2.4)
- Encourage Sustainability (11.3.1.2.5)
- Design for Accessibility (11.3.1.2.7)
- Enhance Vitality and Viability of the Downtown (11.3.1.2.12)

To meet the objectives of the DWCSPP, policies are divided into categories including general development, sustainability, placemaking, cultural heritage resources, community structure, and land use designations, natural hazards, and other policy directions such as parking, roads, transit and active transportation, and servicing.

The following policies throughout the DWCSPP are applicable to the Werden's HCD:

- The unique character of Downtown Whitby, which is defined by heritage buildings, a vibrant retail main street, low to mid-rise built form and surrounded by low density mature neighbourhoods, should be maintained and enhanced. (11.3.2.5)
- Green infrastructure and Low Impact Development techniques, such as permeable paving, infiltration trenches, rain gardens and other stormwater management techniques, shall be considered wherever possible in the design of new development and through retrofit opportunities to adapt existing buildings for sustainable design. (11.3.3.2)



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- The unique grid street layout and short block pattern within Downtown Whitby should be maintained and enhanced wherever possible to facilitate walkability and support greater connectivity within the Downtown. Schedule "H" identifies several new connections that will expand upon the historic grid street layout in accordance with Section 11.3.9 of this Plan. (11.3.4.1)
- Development and redevelopment shall be in accordance with the cultural heritage and archeological resource policies of Section 6.1 of this Plan. (11.3.5.1)
- The adaptive re-use of cultural heritage resources is encouraged. (11.3.5.2)
- Any proposed demolition of a cultural heritage resource must demonstrate that all alternative options have been considered and demolition is the only viable option. (11.3.5.3)
- Development and redevelopment adjacent to or incorporating cultural heritage resources shall be respectful of the resource, having regard for scale, massing, setbacks, building materials and design features, following established Heritage Conservation District Plans where applicable. Development and redevelopment may require a heritage permit, Cultural Heritage Impact Assessment and/or other relevant documentation required through the development process. (11.3.5.4)
- The Werden's Plan Neighbourhood Heritage Conservation District is located within Downtown Whitby and is subject to the policies of Section 11.3.6.2 of this Plan, as well as the Heritage Conservation District Plan. The Town may establish additional Heritage Conservation Districts within the Downtown Whitby Community Secondary Plan area under Part V of the Ontario Heritage Act, including the adoption of Heritage Conservation District Plans. (11.3.5.5)
- The permitted height and density of residential and mixed use intensification shall consider the local context and character of surrounding uses and built form, including surrounding mature neighbourhoods and cultural heritage resources, and should provide for appropriate built form transition to mature neighbourhoods and a built form character that fits in with the established character. (11.3.6.1.9)

(Town of Whitby 2024a: 204-208)

Section 11.3.6.2 of the DWCSPP include the adherence of the secondary plan to the goal, policies, and guidelines in the Werden's HCD Plan (Town of Whitby 2024a: 208). The land use designations in the Werden's HCD boundary include "Low Density Mature Neighbourhood", "Institutional", "Medium Density Residential,", "Heritage Mixed Use



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Area”, “Downtown Mixed Use Area”, “Existing Park and Open Space”, and an “Urban Square.” See Section 3.9 for an overview on land use.

3.7.3 Whitby Mature Neighbourhoods

The *Whitby Mature Neighbourhoods* report was prepared by SGL Planning & Design Inc. in 2021. The purpose of the report was to inventory and describe the character of the mature neighbourhoods in Whitby, including the Werden’s HCD, and identify options to manage new development, infill, and intensification. The report recommended OP amendments, with the addition of a new Section 4.4.3.13 Mature Neighbourhoods. OP Amendment #130 – Mature Neighbourhoods Study is currently under appeal. The recommended policies in Section 4.4.3.13 of the Town’s OP will be reviewed and applied to the updated Werden’s HCD Plan.

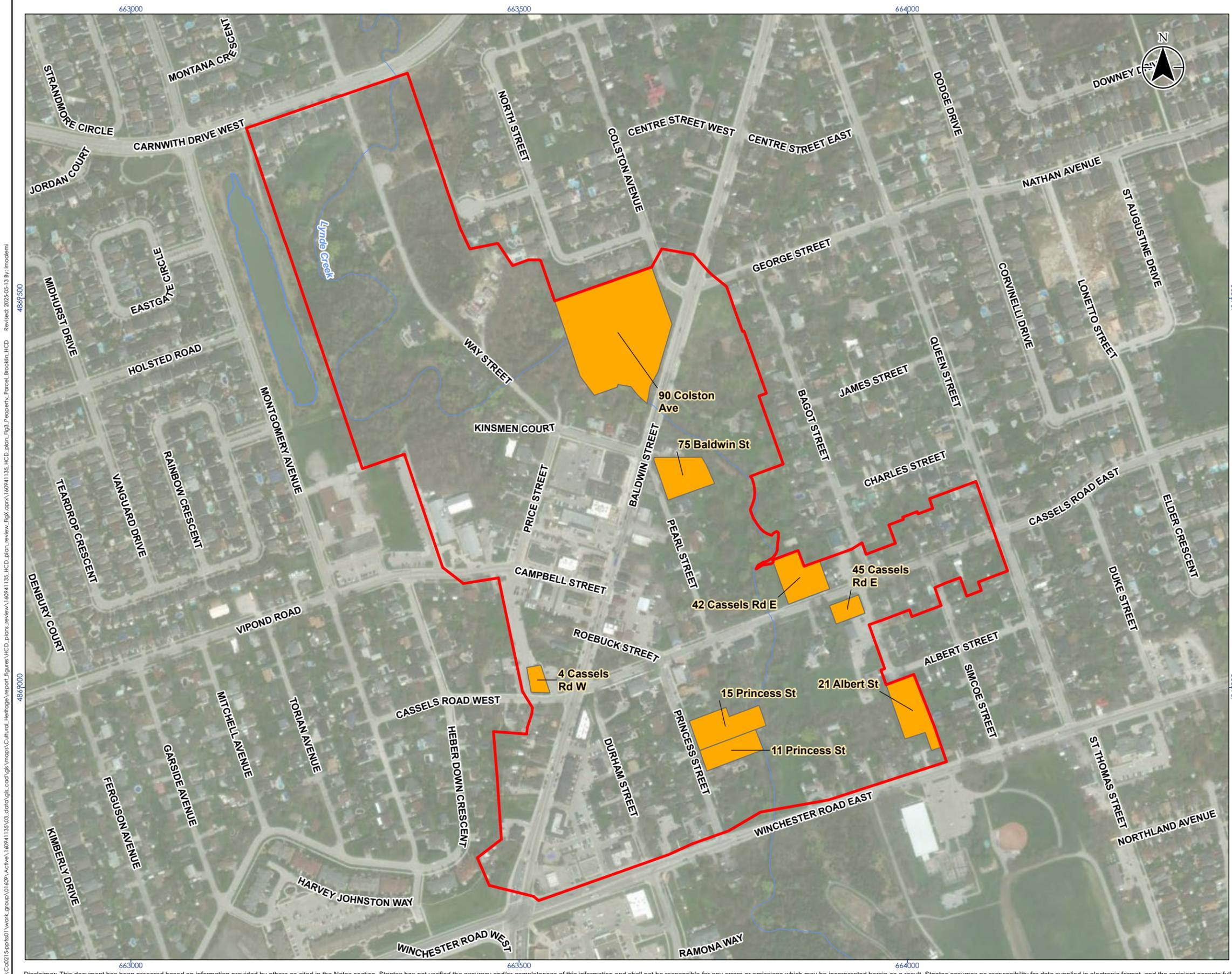
3.8 Municipal Heritage Properties

The Brooklin HCD contains eight properties designated under Part IV of the OHA (Figure 3). Five of these properties were designated following the establishment of the Brooklin HCD in 2007 (see Table 3-1). Werden’s HCD contains 25 designated properties under Part IV of the OHA (Figure 4). Since the establishment of the Werden’s HCD in 2017, no properties have been designated under Part IV of the OHA.

Table 3-1 Brooklin HCD Part IV designations since 2007

Municipal Address	Date	By-law
21 Albert Street (Brooklin Pioneer Cemetery)	2013	6721-13
75 Baldwin Street	2009	6239-09
42 Cassels Road East	2009	6238-09
45 Cassels Road East	2018	7427-18
4 Cassels Road West	2009	6237-09





- Legend
- Heritage Conservation District Boundary
 - Part IV Designated Property
 - Watercourse (Permanent)
 - Waterbody



- Notes
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Contains information licensed under the Open Government Licence – Ontario, and the Open Government Licence – Canada, accessed 2025
 3. Orthoimagery © Maxar. Date of Imagery, Unknown.



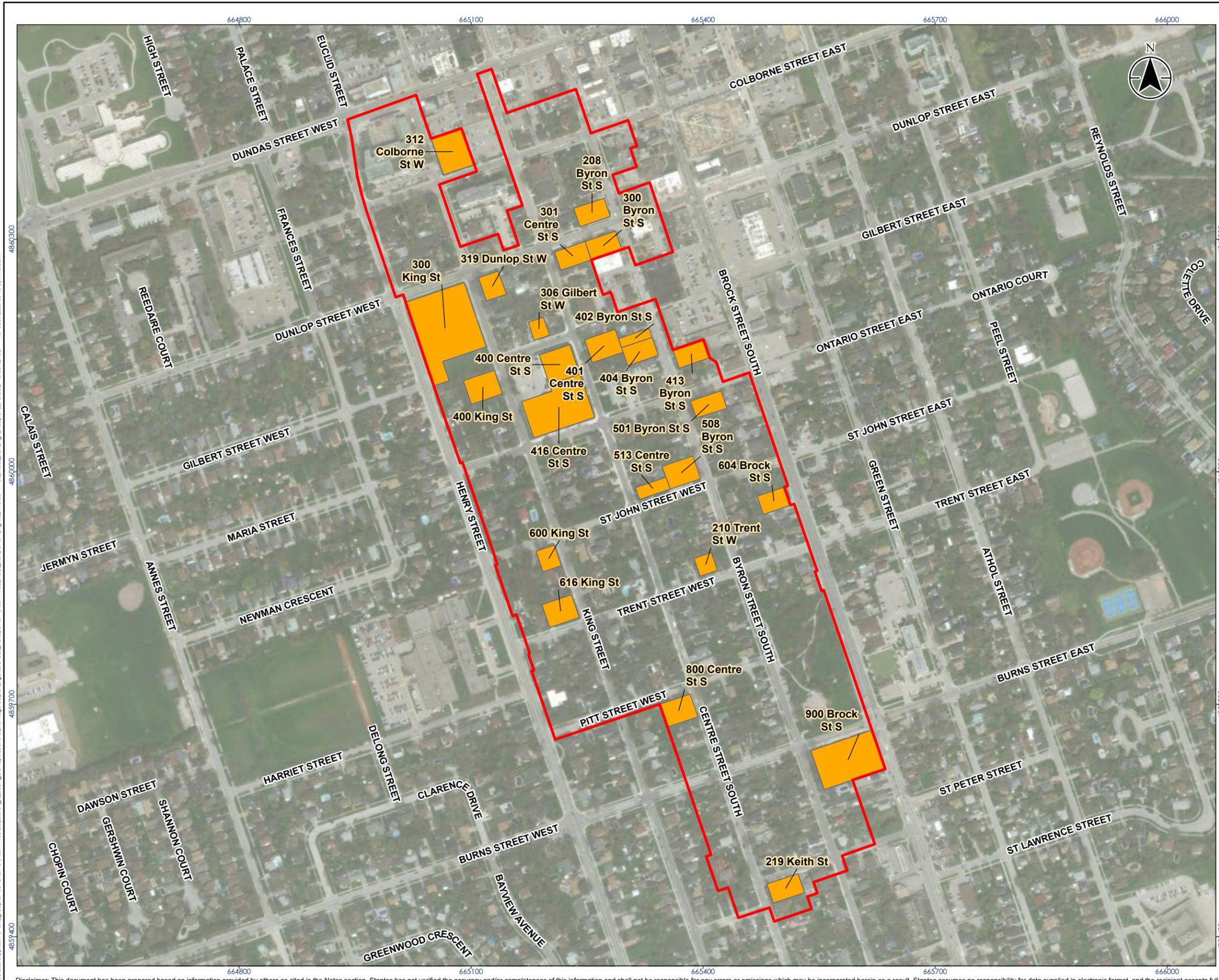
Project Location: 160941135 REVA
 REGIONAL MUNICIPALITY OF DURHAM
 Prepared by IM on 2025-05-13
 Technical Review by AW on 2025-04-07

Client/Project: TOWN OF WHITBY, ON
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Figure No. **3**

Title
Part IV Designated Properties within the Brooklin HCD

C:\0215\pp1601\work_group\01609\Active\160941135\03_03_data\gis\map\Cultural_Heritage\report_figures\HCD_plans_review\160941135_HCD_plan_review_Fig3.aprx\160941135_HCD_plan_Fig3_Peopley_Parcel_Brooklin_HCD
 Reviset: 2025-05-13 9:13 By: mmodermi
 4869500
 4869000
 4869500



- Legend
- Heritage Conservation District Boundary
 - Part IV Designated Property



- Notes
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Contains information licensed under the Open Government Licence – Ontario, and the Open Government Licence – Canada, accessed 2025
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Figure No.
4

Title
**Part IV Designated Properties within the
 Werden's Plan Neighbourhood HCD**

C:\0215\pp181\work_group\01_609_Active\160941135\03_data\gis\map\cultural\Heritage\report_figures\HCD_plans_review\160941135_HCD_plan_review_Fig4.aprx\160941135_HCD_plan_review_Fig4_Peopley_Parcel_Werden_HCD_2025-05-13_by:imodelm
 4863300
 4860000
 4859700
 4854400

3.9 Land Use Policies

Section 4 of the Town’s OP outlines general policies for land use designations within the Brooklin and Werden’s HCDs.

3.9.1 Brooklin HCD

The Brooklin HCD includes areas designated “Low Density Residential,” “Medium Density Residential,” “Mixed Use 2 - HCD,” “Heritage Commercial,” “Institutional,” “Major Open Space (Parkettes),” “Natural Heritage System,” and “Natural Hazards Overlay” (see Figure 5).

Low Density Residential Designation in the HCD is generally in accordance with the OP policies for Low Density Residential areas. These policies permit single detached, semi-detached, duplex dwellings, and similar built forms with a density of up to 35 dwelling units per hectare. New residential units in the Low Density Residential Designation can be intensified if they are in accordance with the lot sizes, driveway location and width, ensuring compatibility with adjacent and other lots on the street/area. Additionally, consideration must be given to retaining existing vegetation or compensating for loss of vegetation, and the development must comply with other Town OP policies.

Redevelopment of existing Low Density Residential lots is permitted when the interior side yard and front yard setbacks are consistent with those of dwellings and yards on the same side of the street.

The BCSP provides additional specific land use policies for Low Density Residential designations that generally recognize existing residential development, as well as future low density residential development on vacant and designated lands. New development in this designation shall be compatible with and fit in with the physical character of the neighbourhood, reflecting the prominent building type, height, scale, massing, and setbacks of the block and surrounding residential neighbourhood. The maximum building height for this designation is three storeys, with a minimum density of 25 units per net hectare and maximum density of 35 units per net hectare.



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Medium Density Residential in the HCD is to be in accordance with OP policies that permit street and block townhouses up to four storeys, with a density range of greater than 30 and up to 65 dwelling units per net hectare. Additional policies in the BCSP for Medium Density Residential are intended to provide for residential development at increased densities along arterial and collector roads and within and surrounding Community Central Areas to support future transit and active transportation, support commercial and mixed use nodes, create walkable higher density nodes and function as a transition in density and intensity of uses between Low Density Residential Areas and higher density mixed use and commercial areas.

The OP designates Mixed Use properties as those containing integrated development and redevelopment including residential, retail, office, restaurant, personal service, and comm/institutional uses. The BCSP contains policies for Mixed Use 2 – HCD land use designation in the HCD that are intended to accommodate low-rise, mixed use development within the HCD and to accommodate commercial uses in a mixed use format that complement the commercial development in the historic downtown and in the adjacent Major Commercial designation. The BCSP specifies that the range of permitted commercial uses shall complement but not compete with the Heritage Commercial designation, and that cultural heritage resources shall be conserved. This designation includes a minimum height of two storeys, maximum height of four storeys, and maximum density of 85 units per net hectare.

The HCD also contains a Heritage Commercial land use designation, which can be developed in accordance with Major Commercial land use policies in the OP that contain large, multi-functional commercial areas with a full range of retail, restaurants, entertainment, personal services, community, institutional, cultural, business and corporate professional services. Heritage Commercial land uses in the HCD are intended to permit a broad range of commercial uses while respecting the historical character of the Downtown. The BCP note that Baldwin Street shall be preserved as a primarily low-rise commercial/mixed use main street and pedestrian use shall be



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reinforced. Cultural heritage resources shall be retained. Infill development shall be encouraged, but any new development shall maintain the heritage character of the Heritage Conservation District while also increasing the vibrancy and pedestrian comfort of the historic Downtown. New residential units shall not be permitted on the main floor of buildings facing onto Baldwin Street. Large scale buildings and uses such as department stores and grocery stores shall be directed to the adjacent Major Commercial designation, and not in the HCD. The maximum building height for buildings in this land use designation is three storeys.

The HCD also contains lands designated as Major Open Space (Parkettes), which are subject to Major Open Space policies of the OP. Permitted uses in this designation include active and passive recreational and recreational or conservation uses, forest, wildlife and fisheries management, community gardens and private recreation uses that have minimal negative impacts on the environment. Lands along Soper Creek also contain Natural Heritage System and Natural Hazards Overlay designations. OP and BCSP policies related to these land use designations generally require retention and enhancement of natural heritage areas wherever possible to protect habitats and species.

The OP further elaborates on the requirements and design guidelines for each designation.

(Town of Whitby 2024a: 232-250)

3.9.2 Werden's Plan Neighbourhood HCD

The Werden's HCD includes areas designated "Low Density Mature Neighbourhood," "Medium Density Residential," "Heritage Mixed Use Area," "Downtown Mixed Use Area," "Institutional," and "Existing Park and Open Space" (see Figure 6).

Low Density Mature Neighbourhood land uses in the Werden's HCD follow the same standard OP policies with additional policies from the DWCSPP that recognize the



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existing residential development and permit limited residential infill and intensification. New development and redevelopment within this designation shall be compatible with and fit in with the existing physical character of the neighbourhood. Within the HCD specifically, new development and redevelopment within this designation must be compatible with and fit in with the existing physical character of the neighbourhood. Development or redevelopment must also respect the prevailing front yard setback in the siting of new dwellings, and additions should be to the rear of existing dwellings away from public view. The land use designation requires front yard parking to be minimized, with the creation of new parking bays, and new driveways permitted in side yards or rear yards. Lot severances are discouraged, and the maximum building height is two storeys.

Medium Density Residential land uses in the Werden's HCD follow the same standard OP policies with additional DWCSPP policies that recognize the existing designated medium density developments as well as some areas for newer developments adjacent to the Mixed Use Corridors. New buildings and additions to buildings in this designation should be massed to establish a continuous streetscape and promote pedestrian scale, with consistent minimum and maximum setbacks. Maximum density is not established as in the Brooklin HCD, as density is intended to be a product of the built form requirement for height, setbacks, and stepbacks. The maximum height in this designation is four storeys.

The Heritage Mixed Use designation reflects the standard OP Mixed Use policies, with specific DWCSPP policies that are intended to permit a broad range of commercial, office, service, and community, institutional and residential uses in a mixed use environment, while respecting and maintaining the historic low-rise character of the area. Development and redevelopment must reinforce the main street historic character of Brock Street and Dundas Street by locating buildings and storefronts close to the public sidewalk, wherever possible. Compatible infill development is encouraged that respects and complements the existing historic built form. In this designation, new



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residential units are not permitted on the main floor of buildings. The minimum and maximum building height is two storeys, and maximum density is not established, similar to the Mixed Use designation.

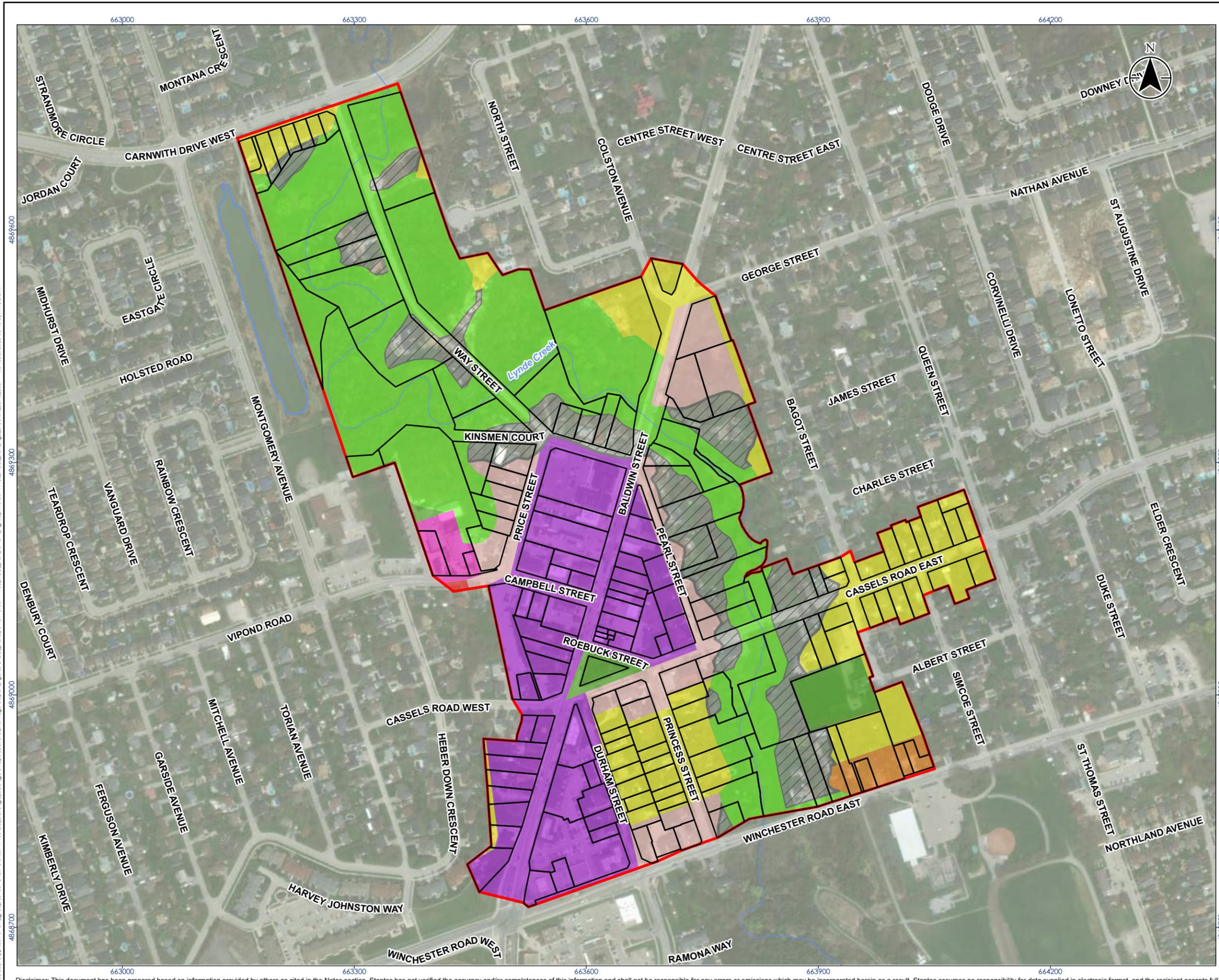
The Downtown Mixed Use designation is similar to the Heritage Mixed Use designation, with a focus on providing a mix of residential and commercial at a density that supports frequent transit service and a vibrant pedestrian-oriented environment. New development and redevelopment must transition in height and density adjacent to Low Density Mature Neighbourhoods, and adjacent heritage properties. The minimum building height in this designation is two storeys, and the maximum height is six storeys.

Institutional land use in the Werden's HCD is subject to OP policies for Institutional use, which encourage facilities that support the health, education, religious and cultural needs of the community. In the HCD, institutional land uses are limited to two storeys in height.

The Werden's HCD also includes lands designated as Existing Park, Open Space, specifically Urban Square. The specific policies for Urban Square land use encourage areas designed with edges that are defined by buildings or other structures where not bound by roads and are accessible and visible to the public. Urban square should contain hard landscaping and natural elements, and provide passive recreation uses, programmed activities and a display of public art. Adjacent commercial uses should provide access to and from the Urban Square, wherever possible.

(Town of Whitby 2024a: 208-217)





- Legend
- Heritage Conservation District Boundary
 - Property Parcel
 - Watercourse (Permanent)
 - Waterbody
- Land Use
- Heritage Commercial
 - Institutional
 - Low Density Residential
 - Major Open Space
 - Medium Density Residential
 - Mixed-Use 2 - HCD
 - Mixed-Use 3
 - Natural Hazards
 - Natural Heritage System
 - Property Parcel



- Notes
1. Coordinate System: NAD 1983 UTM Zone 17N
 2. Contains information licensed under the Open Government Licence - Ontario, and the Open Government Licence - Canada, accessed 2025
 3. Orthoimagery © Maxar. Date of Imagery, Unknown.



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Figure No.: **5**

Title: **Brooklin HCD Land Use**

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3.10 Zoning By-Laws

The Town is currently undertaking a comprehensive review of the *Town of Whitby Zoning By-laws*. Brooklin HCD lands are governed under Zoning By-law 1784, that includes land use in the former Township of Whitby, and the Werden's HCD lands are governed under Zoning By-law 2585, that includes land use in Downtown Whitby. Both zoning by-laws were consolidated in December 2021.

The Brooklin HCD contains the following zones, according to the Restricted Area Zoning By-Law 1784, as amended:

- Residential Types 1, 2 – Village of Brooklin (R1-VB, R2-VB)
- Brooklin Secondary Plan Residential (R1-BP, R3-BP)
- Residential (R2A*, R2B*)
- Mixed Use Residential – Village of Brooklin (MUR-VB)
- Commercial 1 – Village of Brooklin (C1-VB)
- Institutional – Village of Brooklin (I-VB)
- Open Space – Village of Brooklin (OS-VB)
- Greenbelt (G)
- Brooklin Secondary Plan Development (D)
- Additionally, the R2A*, G, R2-VB, R1-VB, MUR-VB, and C1-VB have multiple exceptions throughout the HCD.

(Town of Whitby 2021a)

In general, the heights range from 7 metres to 10.5 metres. Exceptions 7 and 8 in the C1-VB zone allow for a maximum height of 12.5 metres or 3 storeys. In terms of lot coverage, most zones permit a maximum of 30-40%. However, the C1-VB zone permits 90% lot coverage, and a 0-m rear yard and interior side yard setback. For residential buildings in the C1-VB zones, building separation distances have been provided for buildings with a height greater than three storeys, where an additional metre of separation per storey is required where the wall contains a window or a living/habitable room (Town of Whitby 2021a).



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The Werden's HCD contains the following zones, according to the Restricted Area Zoning By-Law 2585, as amended:

- Residential Types 1, 2, 3, 4, 6 – Downtown Zone (R1-DT, R2-DT, R3-DT, R4-DT, R6-DT)
- Residential Type 3 (R3)
- Central Commercial 3 – Downtown Zone (C3-DT)
- Commercial Residential – Downtown Zone (CR-DT)
- Institutional 1, 2 – Downtown Zone (I1-DT, I2-DT)
- Open Space 1 – Downtown Zone (OS1-DT).
- Additionally, the R2-DT, R4-DT, C3-DT, R6-DT, CR-DT, and I1-DT zones have multiple exceptions throughout the HCD.

(Town of Whitby 2021b)

In general, the building heights range from two to six storeys. The R6-DT, C3-DT, and CR-DT zones allow for six storeys, while requiring front and exterior side step backs at specific levels of the building (3 storeys, 4–5 storeys, and the 6th storey). In terms of lot coverage, most zones permit a maximum of 35 to 40%. However, the C3-DT and CR-DT zones permit 100% lot coverage, a 0 metre interior side setback, and a 0 metre exterior side setback for the first three floors (Town of Whitby 2021b).

The Werden's HCD, under policies for New Construction (for All Property Classes), Section 4.2.6, includes lot specification for density that contradict with the Zoning By-Law:

- d. A density on the lot of 0.22 building-to-lot ratio – the average density on a single-detached house lot in the neighbourhood – will be preferred.

(GBCA 2017: 46)



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3.11 Municipal Policies

3.11.1 Parking

Parking in the Town is regulated by Traffic By-law 8059-24 (Town of Whitby 2024b). Parking policies are currently being reviewed and updated as part of the Town's comprehensive zoning by-law review. The updated parking policies will be reflected in the updated HCD Plans. Within the Brooklin HCD there is street parking and public and private parking lots. The Brooklin HCD Plan recommended the development of parking policies by the Town through a parking study (this is being done under the zoning by-law review), with preference given to policies that insert parking within the urban fabric in ways that are sympathetic to the HCD's heritage character, such as on-street parking, small off-street parking lots, and parking structures (BRAY Heritage *et al.* 2007). Under Section 8.2 *Guidelines for Streetscapes*, the Brooklin HCD has the following parking policy:

- Develop off street parking in areas that do not interfere with the character of the District, cause the removal of valued structure or landscapes within the District, or create discontinuity in the streetscape

(BRAY Heritage *et al.* 2007)

The BCSP also has policies on parking within the Brooklin HCD under Section 11.5.25:

- The municipality may consider cash-in-lieu of parking where it can be demonstrated that the full parking requirement cannot be provided on site or in an alternate location...Within the Heritage Commercial designation, cash-in-lieu of parking will be encouraged for non-residential development in consideration of the limited opportunities for on-site parking and the intent to retain the heritage character of the designation (11.5.28.1).
- The municipality shall prepare a short and long-term parking strategy for Downtown Brooklin to accommodate the need for an increased number of parking spaces as commercial development occurs (11.5.28.2).
- The municipality shall work with property owners to encourage more efficient use of present private parking areas for existing commercial development and



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optimize the opportunity for new infill development and cohesive commercial main street development (11.5.28.3).

(Town of Whitby 2020: 32)

The Werden's HCD has street parking, private parking lots, and public parking lots. Within private open space, under section 4.3.3.2, the Werden's HCD Plan has a policy for minimizing parking and paving in the front yard, and encourages the creation of new parking bays in side or rear yards (Goldsmith Borgal & Company 2017).

The DWCSPP also has parking policies specific to land use designations, and a specific parking section that has the following policy directions:

- The development and redevelopment of parking lots within Downtown Whitby will be based on the Town Parking Master Plans that are specific to Downtown Whitby (11.3.9.1.1).
- The town shall consider means to reduce parking needs, which may include carpool incentives, cycling infrastructure, transit improvements, micro-transit support service and car share services (11.3.9.1.2).
- Parking is encouraged to be shared between businesses for developments and uses that do not have competing parking needs to reduce overall parking requirements (11.3.9.1.3).
- The Town may consider cash in lieu of non-residential parking where it can be demonstrated that the full parking requirement cannot be provided on-site or in an alternate location...Within the Heritage Mixed Use designation, cash-in-lieu of parking may be encouraged for in order to retain the heritage character (11.3.9.1.4).
- The Town shall work with property owners to encourage more efficient use of present private parking areas for existing commercial uses and optimize the opportunity for new infill development and cohesive commercial main street development (11.3.9.1.5).

(Town of Whitby 2024: 218)



3.11.2 Sign By-Law

Signage within both HCDs is subject to the Town’s By-law Number 7379-18: Permanent Sign By-law. A sign permit is required prior to erecting or displaying a sign within the Town. Properties within the HCDs are also subject to a heritage permit (HP) under the review of the Town’s heritage planner or Heritage Whitby Advisory Committee (HWAC). The sign by-law has an allowance for projecting signs within commercial areas of Downtown Brooklin and Downtown Whitby. Internally illuminated signs, or flashing, animated or electronic signs are not permitted within Downtown Brooklin and Downtown Whitby, except for certain exemptions (Town of Whitby 2018b).

The existing Brooklin HCD Plan does not have policies for signage but refers to signage being subject to the Town’s sign by-law. The existing Werden’s HCD Plan does not have policies for signage.

3.11.3 Urban Design

The type of building, its location on a lot, and its coverage is regulated by the zoning by-law as discussed in Section 0, however urban design policies and guidelines can provide direction on character and building design. The implementation of urban design guidelines requires planning tools such as site plan control or a minor variance for their application to be enforced by Town staff. The following Town OP policy under the Urban Design Section is applicable to both HCDs:

- Development and redevelopment in or adjacent to HCDs or designated cultural heritage resources shall be sensitively designed to complement and reflect the form and massing, and surrounding heritage character, including landscape features, through the selection of appropriate architectural features, materials, colours, and lighting, in accordance with the provisions of a HCD Plan...
(6.2.3.11.1)

(Town of Whitby 2024: 114)



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The *Brooklin Urban Design and Sustainable Development Guidelines* were prepared by SvN Architects + Planners Inc. for the Town in 2018. The design guidelines were developed to provide a framework and inform approvals within the BCSP area for new and infill development, while preserving Brooklin’s historic and distinct village-like character and natural setting. The vision statement for the design guidelines follows the same vision as the BCSP. The guidelines are broken into six categories: Sustainability, Safety and Accessibility; Character Area Design; Public Realm Design; Low-Rise Residential Design; Mid and High-Rise Residential Design; and Mixed Use and Non-Residential Design. The design guidelines will be reviewed and cross implemented within the updated Brooklin HCD Plan.

3.11.4 Community Improvement Plan

Community Improvement Plans (CIPs) are a tool under Section 28 of the *Planning Act* that provide a significant opportunity to support and encourage improvements to private properties and enhance the heritage character of the area through financial incentives and municipal leadership initiatives (Government of Ontario 1990b).

The Town of Whitby adopted the Downtown Whitby CIP in 2018 to establish a toolbox of potential incentive programs aimed at catalyzing new development and redevelopment within Downtown Whitby. One of the objectives of this CIP is to “encourage the retention, restoration and protection of the existing cultural heritage resources in a safe and attractive form.” Among the six incentives offered by this CIP, the Façade Improvement Grant and Interior Heritage Building Grant focus on heritage conservation. Both programs provide financial assistance to eligible owners/tenants of non-residential and mixed use buildings within the Community Improvement Plan Area (CIPA) and apply to designated properties within the “Historic Downtown Whitby Priority Area” as well as the broader CIPA. The priority area, bounded by John Street in the north, Ontario Street in the south, Hickory Street in the east and Henry Street in the west, overlaps with commercially zoned parcels within the Werden’s Plan Neighbourhood HCD area.



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The Façade Improvement Grant Program is intended to partially offset the costs of façade maintenance, restoration, improvements and/or design work. It provides up to 50% of the costs for external improvements, up to a maximum of \$10,000 per municipal street address, storefront or commercial unit, whichever is less, subject to an overall maximum of \$30,000 per property for a building with multiple street addresses, storefronts or commercial units. Additionally, a design grant covering up to 50% of the costs for professional design fees associated with a Façade Improvement, Sign, and/or Interior Heritage Building Grant project, up to a maximum of \$2,000 per municipal street address, storefront or commercial unit for properties within the CIPA, may also be provided in addition to these grants.

The Interior Heritage Building Grant Program is intended to partially offset the costs of eligible interior building improvements, including bringing existing heritage properties to current Building Code requirements, Fire Code requirements, and Accessibility requirements. The grant covers 50% of the costs of internal improvements, up to a maximum of \$10,000 for eligible listed or designated heritage properties. This is limited to properties that are commercially or institutionally zoned, including the residential portion of a mixed use commercially zoned property.

(Town of Whitby 2018a)



4 Existing Conditions of the HCDs

4.1 Introduction

An important part of the HCD Plan review and update process is to determine the existing conditions of each HCD so that the Town can measure how the HCDs have performed since their designations in 2007 and 2017 and whether their HCD Plan objectives are being met. To identify the existing conditions of the HCDs, the Project Team collected inventory data during the field program using ArcGIS Collector.

The Brooklin HCD contains 164 property parcels with 185 address points that include residential, commercial, institutional, or mixed use buildings, or open space, park, vacant, or cemetery lands. The analysis contained within this report uses the 185 address points as its basis to more accurately reflect instances where one property parcel contains multiple individual structures for which data were collected.

The Werden's HCD contains 256 property parcels with 256 address points that include residential, commercial, civic, institutional, park/space, and places of worship.

It should be noted that property parcels and municipal addresses are subject to change over time. The addresses used in this report reflect current data provided by the Town.

The following analysis of built form within the HCD Plans is based on the inventory forms from the HCD studies and data collected during the site visits conducted in April 2025. The inventory forms for the Brooklin HCD Study and the Werden's HCD Study were reviewed and inputted from into ESRI ArcGIS. Data was confirmed and updated in the field. Each updated inventory form contains municipal address, current use, primary building or cladding material, architectural style or influence, presence of mature vegetation or landscape features, and integrity of heritage features. In assessing heritage integrity, definitions are as follows:



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- **High:** The structure clearly displays historical features, such as cladding, windows, doors, porches, trim, or architectural details that demonstrate a historical architectural style or have been replaced or modified in a manner that is sympathetic to the historical architecture.
- **Medium:** Some elements of the building have been modified, replaced, or obscured but the historical form, building type, or understanding of architectural style or influence is still apparent.
- **Low:** Few, if any, heritage features are apparent, and changes have been unsympathetic to the historical architecture, form, or type.
- **Not Applicable (N/A):** The property does not contain a structure of potential heritage value, the structure has been heavily modified, or the structure is of recent construction.

Data related to built form was collected for 185 properties in the Brooklin HCD Plan, and 256 properties in the Werden's HCD. This information was used to better understand the existing conditions of each HCD and to identify the heritage integrity of each structure. The construction period for each property was based on the existing HCD studies and a review of available mapping and fire insurance plans. Within the discussion below, the term "not applicable" is used to reference properties which do not contain a structure, usually a park, open space, or parking lot.

4.2 Brooklin HCD Built Form

4.2.1 Height

The building heights in the Brooklin HCD consist of mostly low-rise structures between one storey and two and one half storeys in height. The HCD contains a total of 185 properties, the majority of which are between one storey and two storeys in height. This data is visually presented in Chart 1.

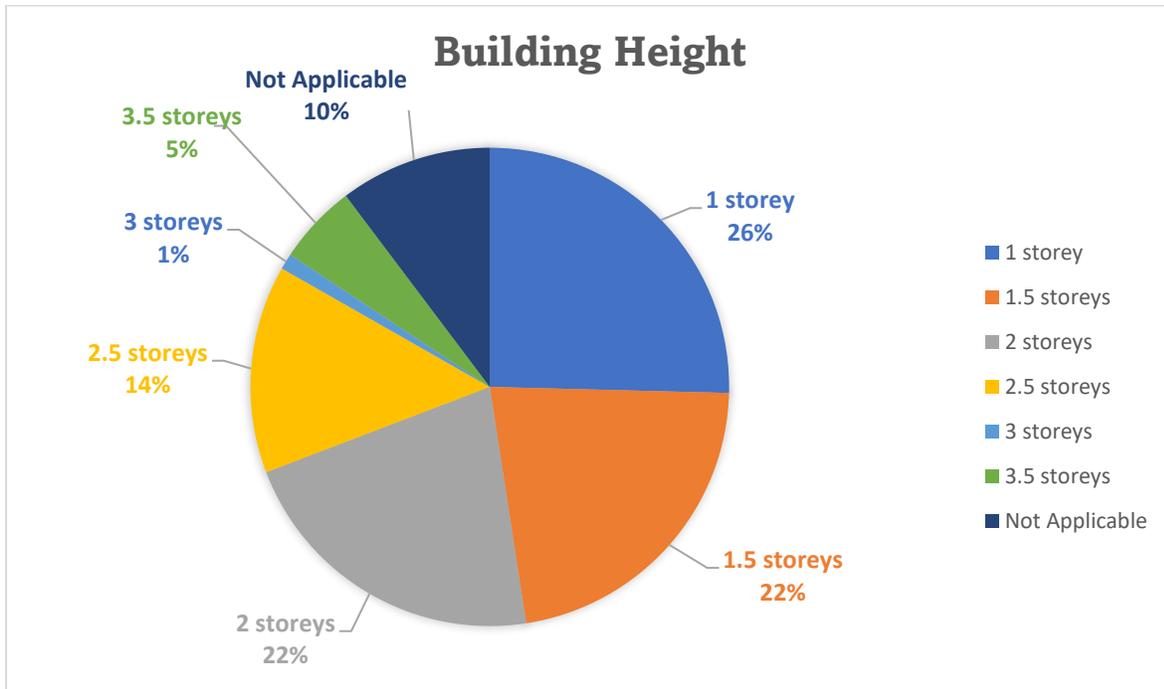


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Chart 1 Building Height in Brooklin HCD



4.2.2 Construction Periods

Construction dates were recorded for buildings in the Brooklin HCD by reviewing the existing inventory, historical mapping, and aerial photography. Dates provided in the original inventory have not been altered unless a discrepancy was identified. To facilitate the analysis of construction periods, seven key date ranges in the HCD's development were identified based on an understanding of the development of the HCD and available mapping:



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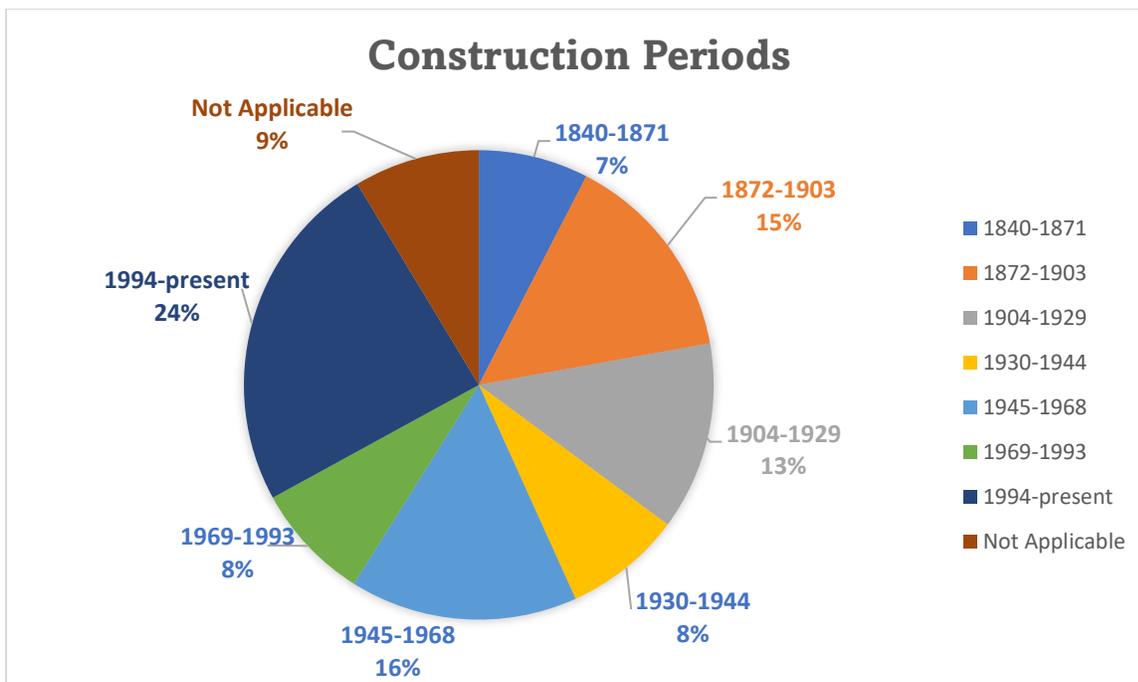
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- 1840-1871
- 1872-1903
- 1904-1929
- 1930-1944
- 1945-1968
- 1969-1993
- 1994-Present

The Brooklin HCD contains a mixture of construction dates that are influenced by new development and infill post-1994 with development pressures and urban expansion on the Village of Brooklin. Within the Brooklin HCD, most structures were built during two time periods. The first period of construction was between 1872 and 1929. A second wave of construction has been underway since 1994. This data is visually presented in Chart 2.

Chart 2 Construction Periods in the Brooklin HCD



4.2.3 Architectural Styles and Influences

The Brooklin HCD contains a diverse collection of mid-19th century to contemporary structures with a wide range of architectural styles and influences. This is due to its periods of development, including the first period of construction between 1872 and



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1929, and the second wave of construction since 1994. The largest percentage of structures within the HCD are Vernacular (31%), followed by 21st Century (13%), Contemporary Replica (12%). The predominance of vernacular architecture is common to many historic communities in Ontario, where construction and design was often influenced by locally available materials. The following listing is of the architectural styles and influences found within the HCD:

- Regency (Photo 1)
- Gothic Revival (Photo 2)
- Georgian (Photo 3)
- Colonial Revival (Photo 4)
- Italianate (Photo 5)
- Queen Anne (Photo 6)
- Edwardian (Photo 7)
- Craftsman/Arts and Crafts (Photo 8)
- Vernacular (Photo 9)
- Mid- to late 20th century styles include:
 - Contemporary replicas of historical styles (Photo 10)
 - Ranch (Photo 11)
 - Modernist (Photo 12)
 - Other 20th Century Modern (Photo 13)
 - 21st Century (Photo 14)

A breakdown of the architectural styles and influences present within the Brooklin HCD is provided in Chart 3 below where a style noted above applies to 3 or more properties.



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Chart 3 Architectural Styles and Influences in the Brooklin HCD

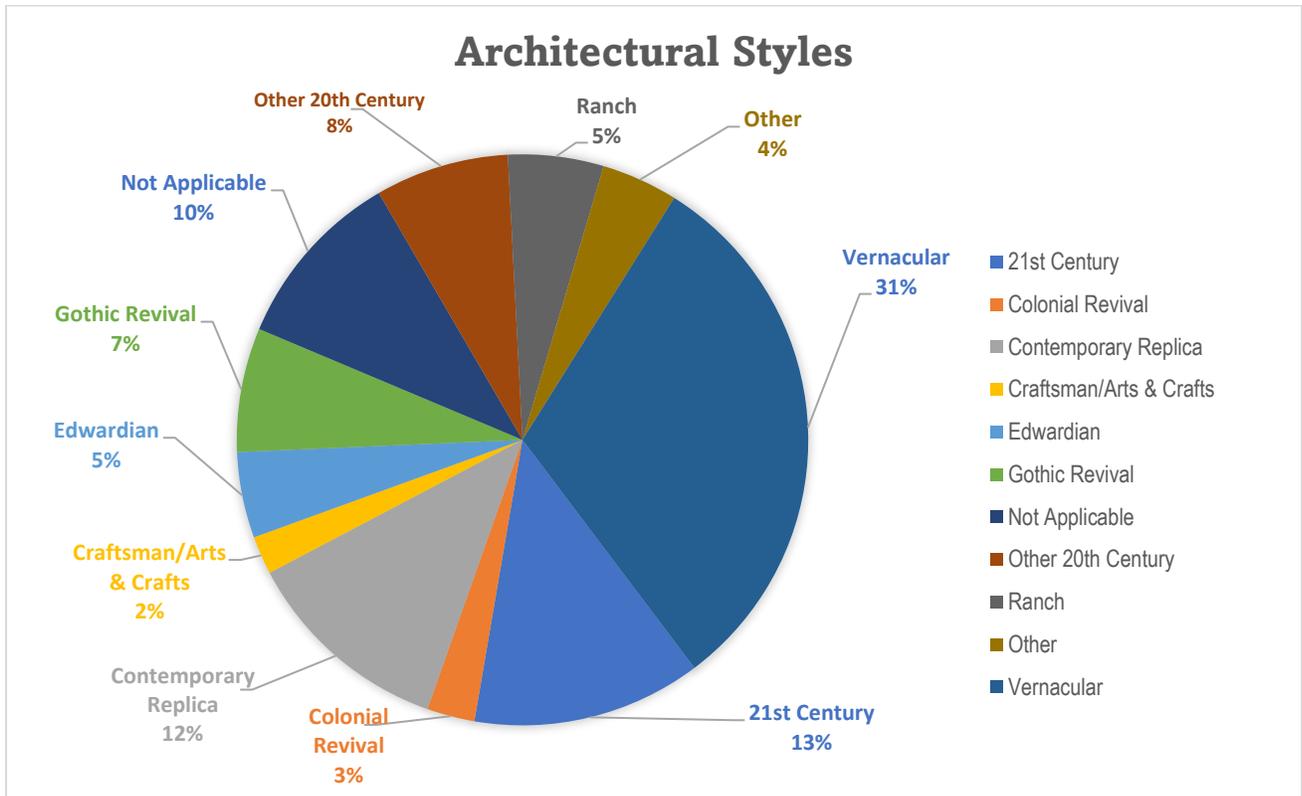


Photo 1 42 Cassels Road East, example of the Regency style



Photo 2 15 Princess Street, example of the Gothic Revival style



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Photo 3 1 Princess Street, example of the Georgian style



Photo 4 24 Princess Street, example of the Colonial Revival style



Photo 5 59 Baldwin Street, example of the Italianate style



Photo 6 21 Princess Street, an example of the Queen Anne style



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Photo 7 **10 Roebuck Street, an example of the Edwardian style**



Photo 8 **69 Cassels Road East, an example of the Arts and Crafts style**



Photo 9 **3 Way Street, an example of the Vernacular style**



Photo 10 **31 Cassels Road East, an example of a contemporary replica of a historical style**



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Photo 11 **60 Way Street, an example of the Ranch style**



Photo 12 **37 Pearl Street, an example of the Modernist style**



Photo 13 **42 Pearl Street, an example of other 20th century modern style**



Photo 14 **76 Baldwin Street, an example of the 21st century modern style**

Vernacular structures are the most common structures within the Brooklin HCD at 38% of the building stock. Vernacular architecture is characterized as making use of local materials and forms (Humphreys and Sykes 1974). Within the Brooklin HCD, vernacular architectural trends are illustrated in a wide variety of structures, ranging from mid- to late 19th century brick houses to mid-20th century bungalows and one and one half storey residences. Vernacular trends are also illustrated in the Brooklin HCD through the blending of architectural styles or modifications over time that have resulted in some



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residences no longer having one distinct architectural style. The prevalence of vernacular architecture from the mid- to late 19th century through the mid-20th century reflects the development of Whitby and contributes to the historic sense of place still observable within the Brooklin HCD.

In addition to vernacular structures, 20th century modern structures and contemporary replicas of historical styles also account for larger portions of the building stock at 16% and 11%, respectively.

4.2.4 Cladding Materials

Cladding materials in the Brooklin HCD are dominated by red brick and vinyl/aluminum cladding. Among the 185 HCD properties, 49 (27%) buildings are clad or built in red brick, and 40 (22%) buildings are clad in vinyl/aluminum siding. Brick was predominantly used on historic buildings and remained a commonly used cladding material into the mid-20th century. The use of vinyl/aluminum siding is often the result of overcladding on historic buildings where there may be frame or brick beneath that has been covered for maintenance or aesthetic reasons. Siding also became a common building material beginning in the mid to late 20th century, sometimes in combination with other materials. The following listing is the building cladding types found within the HCD:

- Board and batten
- Buff brick
- Concrete block
- Late 20th to 21st century mixed materials
- Mid-century mixed materials
- Other brick
- Painted brick
- Stone
- Stucco
- Red brick
- Vinyl/aluminum siding

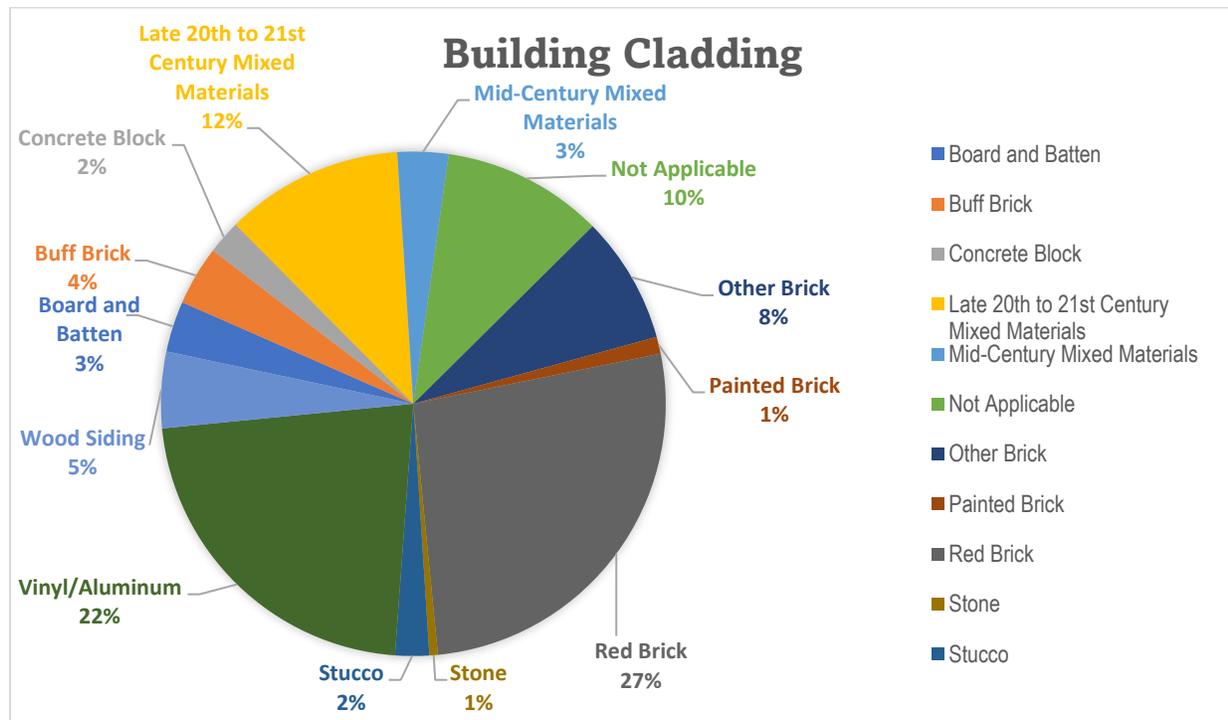


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Chart 4 Building Cladding in the Brooklin HCD



4.2.5 Preliminary Evaluation of HCD Properties

As discussed in Section 3.4.1, revisions to the OHA and O. Reg. 9/06 require 25% of the properties within a proposed HCD meet two or more of the prescribed criteria. While Brooklin is already an existing HCD, this requirement provides a useful framework for determining if the HCD still meets the 25% to be considered an HCD under the current OHA legislation. The evaluation of each property considers how the property relates to the Statement of CHVI and attributes of the HCD (e.g. is it representative of an architectural style found within the HCD, maintain or support the character of the HCD, or have visual, physical, or historical links to other properties in the HCD). Within the Brooklin HCD, 79 properties (43%) out of 185 meet two or more criteria of O. Reg. 9/06.

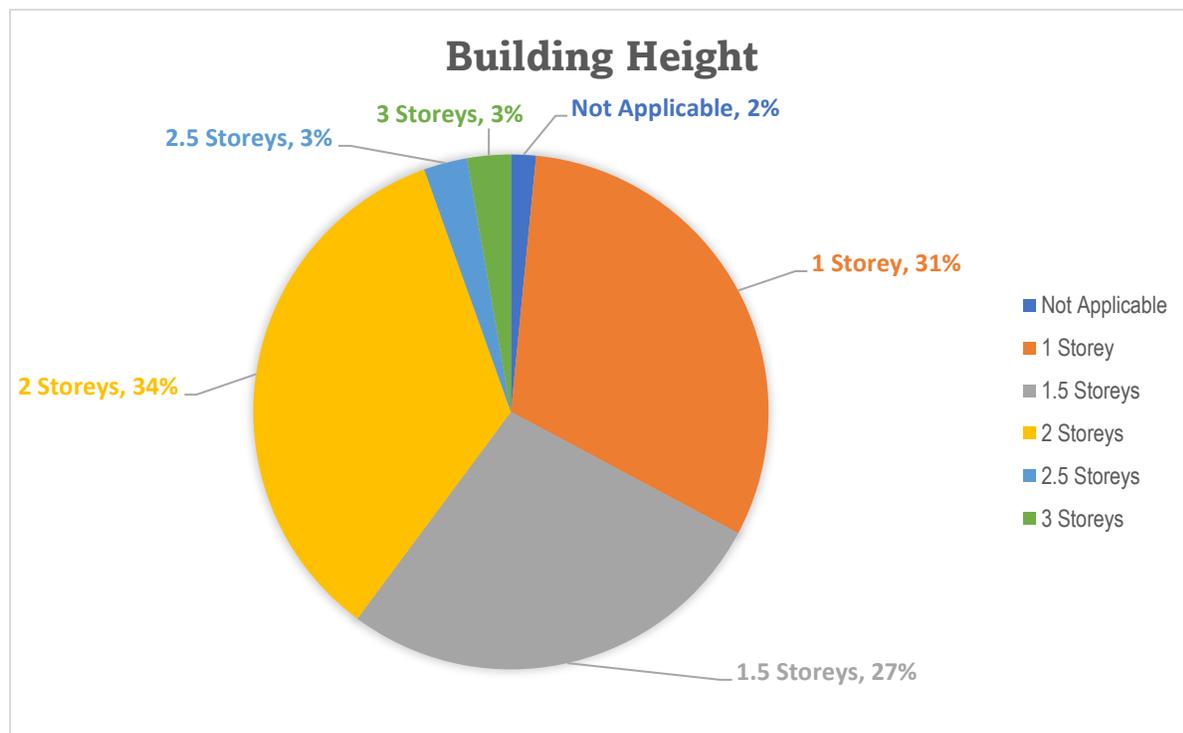


4.3 Werden’s Plan Neighbourhood HCD Built From

4.3.1 Height

The buildings in the Werden’s HCD consist predominantly of low-rise structures between one storey and two storeys in height. The HCD contains a total of 256 properties, the majority of which are between one and two storeys in height. This data is visually presented in Chart 5.

Chart 5 Building Height in Werden’s HCD



4.3.2 Construction Periods

Construction dates were recorded for buildings in the Werden’s HCD by reviewing the existing inventory, historical mapping, and aerial photography. Dates provided in the original inventory have not been altered unless a discrepancy was identified. To facilitate the analysis of construction periods, seven key date ranges in the HCD’s



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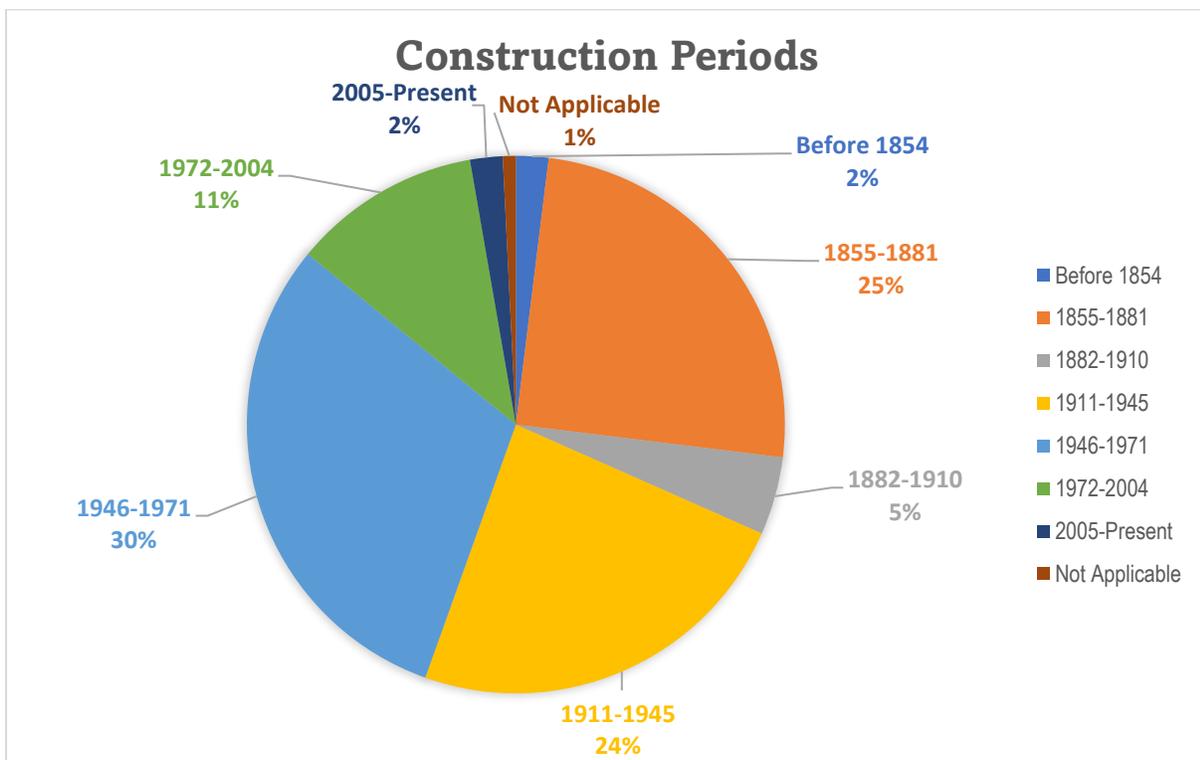
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development were identified based on an understanding of the development of the HCD and available mapping:

- Pre 1854
- 1855-1881
- 1882-1910
- 1911-1945
- 1946-1971
- 1972-2004
- 2005-Present

Among the properties located within the Werden’s HCD, most were built between 1885 and 1971. This data is visually presented in Chart 6.

Chart 6 Construction Periods in Werden’s HCD



4.3.3 Architectural Styles and Influences in Werden’s Plan Neighbourhood HCD

The Werden’s HCD contains a wide range of architectural styles and influences, both historic and contemporary. This is reflective of the HCD’s periods of construction, with



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56% constructed between the mid-19th century and 1945, and 30% constructed between 1946 and 1971. The largest percentage of structures within the HCD are Vernacular (23%), followed by Minimal Traditional (10%), and Ranch or Split Level (10%). Within the Werden's HCD's collection of mid-19th century to contemporary structures, the following styles or influences are present:

- Georgian (Photo 15)
- Neoclassical (Photo 16)
- Regency (Photo 17)
- Gothic Revival (Photo 18)
- Colonial Revival (Photo 19)
- Italianate (Photo 20)
- Edwardian (Photo 21)
- Craftsman/Arts and Crafts (Photo 22)
- Vernacular (Photo 23)

Mid- to late 20th century styles include:

- Contemporary replicas of historical styles (Photo 24)
- Minimal Traditional (Photo 25)
- Ranch/Split Level (Photo 26)
- Other 20th Century Modern (Photo 27)
- 21st Century (Photo 28)

A breakdown of the architectural styles and influences present within the Werden's HCD is provided in Chart 7 below.



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Chart 7 Architectural Styles

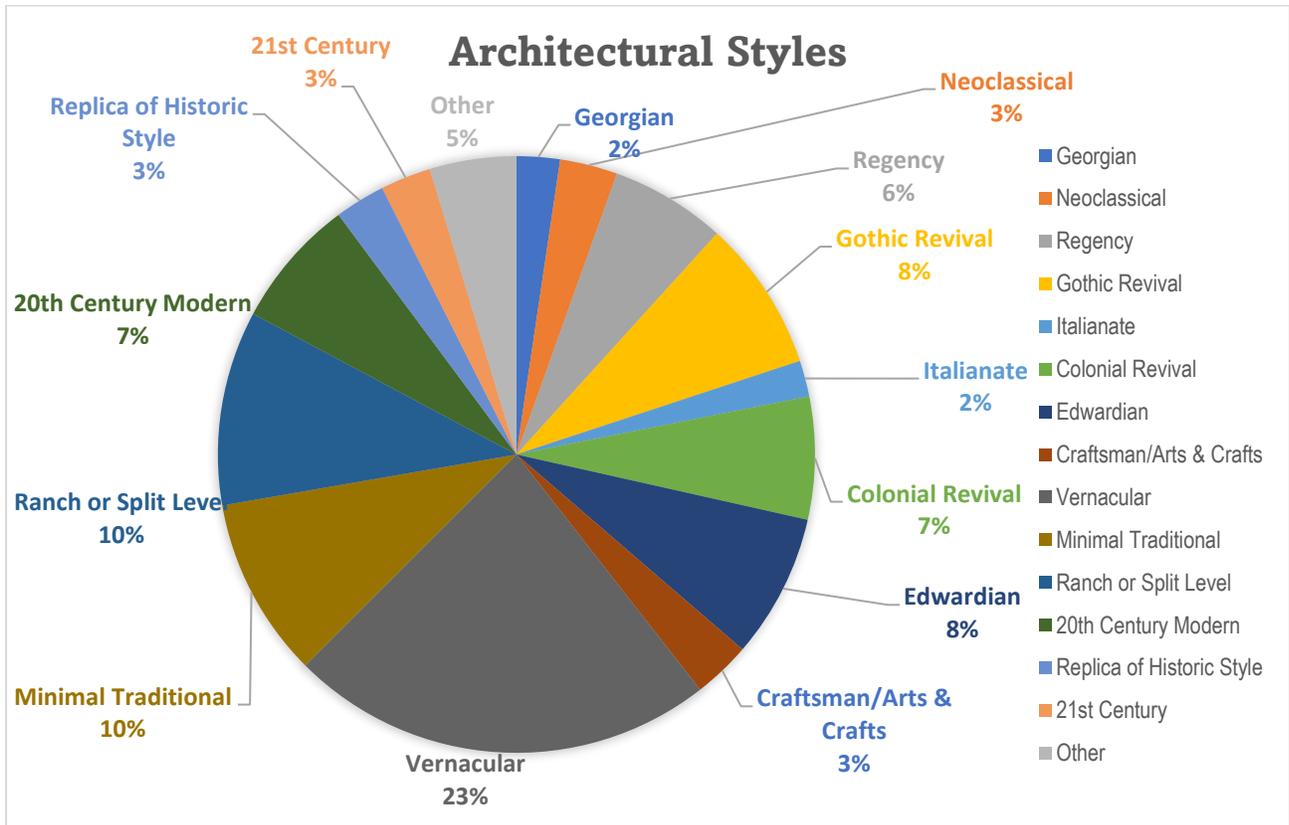


Photo 15 109 Centre Street South, an example of the Georgian style



Photo 16 910 Brock Street South, Lynde House Museum, an example of the Neoclassical style



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Photo 17 300 Byron Street South, an example of the Regency style



Photo 18 200 Colborne Street, an example of the Gothic Revival style



Photo 19 225 King Street, an example of the Colonial Revival style



Photo 20 200 Byron Street South, an example of the Italianate style



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Photo 21 501 Byron Street South, an example of the Edwardian style



Photo 22 111 Trent Street West, an example of the Arts and Crafts style



Photo 23 312 Gilbert Street West, an example of the Vernacular style



Photo 24 701 Centre Street South, an example a contemporary replica of a historical style



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Photo 25 602 Byron Street North, an example of the Minimal Traditional style



Photo 26 603 King Street, an example of the Ranch style



Photo 27 407 Ontario Street West, an example of the other 20th century modern style



Photo 28 404 Ontario Street West, an example of the 21st Century style

Vernacular structures are the most common structures within the Werden's HCD at 23% of the building stock. Vernacular architecture is characterized as making use of local materials and forms (Humphreys and Sykes 1974). Within the Werden's HCD, vernacular architectural trends are illustrated in a wide variety of structures, ranging from early to mid-19th century frame houses to mid-20th century bungalows and one and one half storey residences. Vernacular trends are also illustrated in the Werden's HCD



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through the blending of architectural styles or modifications over time that have resulted in some residences no longer having one distinct architectural style. The prevalence of vernacular architecture from the mid- to late 19th century through the mid-20th century reflects the development of Whitby and contributes to the historic sense of place still observable within the Werden's HCD.

In addition to vernacular structures, the minimal traditional style and Edwardian style also account for larger portions of the building stock at 10% and 8%, respectively. Together, vernacular, minimal traditional and Edwardian styles, account for just under half of the 256 structures within the Werden's HCD. The remaining building stock is split into small groups that include multiple different architectural styles or influences.

4.3.4 Cladding Materials

Cladding in the Werden's HCD is dominated by brick. The HCD contains a total of 256 properties. Among these properties, 101 (39%) contain red brick cladding or construction, 1 (0.3%) contains a buff brick cladding or construction, 40 (16%) contain other coloured brick exteriors, and 8 (3%) contain a painted brick exterior. Brick was a major building material in southern Ontario due to the widespread availability of clay deposits. In general, clay that yielded red brick was more widely available east of the Niagara Escarpment (McIlwraith 1997: 89-90). This is reflected in the HCD by the large number of red brick buildings and the existence of only a single buff brick building. The following listing of building cladding types are found within the HCD:

- 20th to 21st Century Mixed Materials
- Other Brick
- Painted Brick
- Red brick
- Stucco
- Vinyl/aluminum siding
- Wood siding

This data is visually presented in Chart 8.

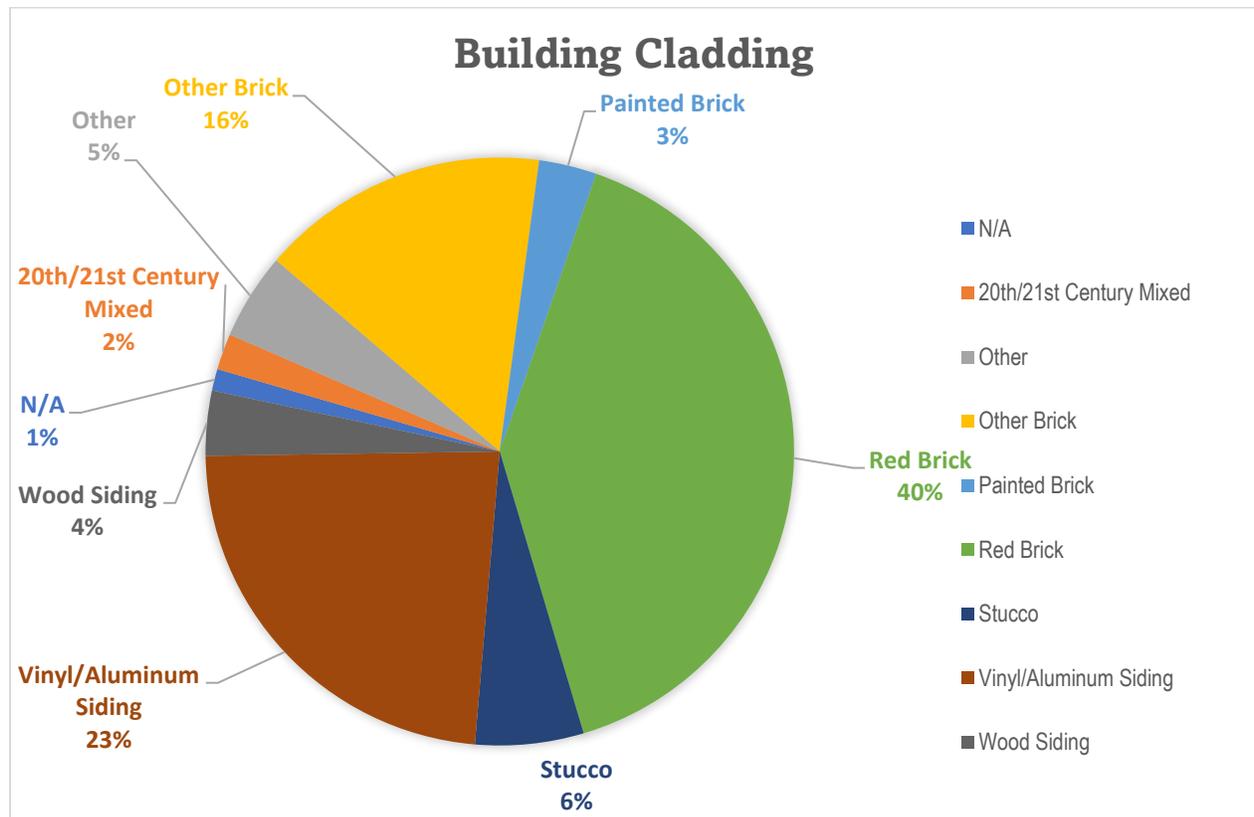


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Chart 8 Building Cladding



4.3.5 Preliminary Evaluation of HCD Properties

As discussed in Section 3.4.1, revisions to the OHA and O. Reg. 9/06 require 25% of the properties within a proposed HCD meet two or more of the prescribed criteria. While Werden’s is already an existing HCD, this requirement provides a useful framework for determining if the HCD still meets the 25% to be considered an HCD under the current OHA legislation. The evaluation of each property considers how the property relates to the statement of CHVI and attributes of the HCD (e.g. is it representative of an architectural style found within the HCD, maintain or support the character of the HCD, or have visual, physical, or historical links to other properties in the HCD). Within the Werden’s HCD, 176 out of 256 (69%) meet two or more criteria of O. Reg. 9/06.



4.4 Landscaping, Streetscaping and Vegetation

4.4.1 Approaches and Gateways

4.4.1.1 Introduction

Approaches and gateways help identify whether an HCD, or parts of it, have a distinguishable visual character. Approaches to or from a place can be characterized as either primary gateways or secondary gateways. Primary gateways are those which are emphasized by detectable approaches or other physical or visual signals that indicate the space or place is somehow different from its surroundings. This might include physical markers like notable buildings or structures, natural features, or changes in topography that highlight a sense of arrival.

Secondary gateways are entries into an area that are not clearly defined or readily discernible from the surrounding context. They may exist solely “on paper”, where one side of a street is located within an HCD and another is not, despite having a similar appearance. Secondary gateways do not have strongly detectable approaches or other key features that signal the entrance or arrival to an HCD.

4.4.1.2 Brooklin HCD

The primary gateway of the Brooklin HCD is the north boundary of the intersection of Baldwin Street, Colston Avenue, and George Street. The existing Brooklin HCD Plan identifies this primary gateway as the “North Gateway” and notes “This entry to Baldwin Street (the North Gateway) is an important aspect of the District...” (BRAY Heritage *et al.* 2007: 74). Detectable elements of this gateway include the especially large property parcel at 90 Colston Avenue with its mature trees and the gentle slope in topography down towards Lynde Creek and the bridge spanning the watercourse (Photo 29 and Photo 30). This primary gateway is further delineated from its surroundings by a series of ornamental posts topped with a stylized letter “B” and banners (Photo 31).



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The remainder of the approaches and gateways within the Brooklin HCD are considered secondary gateways. Along Winchester Road East (Photo 32), Cassels Road East (Photo 33), Vipond Road, and Way Street (Photo 34) there are no distinct visual or physical signs that differentiate the entrance into the HCD from its surroundings. A sign affixed to a red brick base which reads “Historic Downtown Brooklin” is located at the south entrance to the HCD along Baldwin Street at its intersection with Winchester Road (Photo 35). However, this sign is not especially notable to passing motorists and pedestrians and the character of this area is defined by its contemporary commercial uses (Photo 36). The existing HCD Plan considers the intersection of Baldwin Street and Winchester Road the “southern gateway” to the HCD and notes that streetscape enhancements are warranted here to “differentiate the District from the large scale commercial area to the south” (BRAY Heritage *et al.* 2007: 118).



Photo 29 Primary Gateway, looking south towards Lynne Creek



Photo 30 Mature trees, looking south



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Photo 31 Ornamental post and banner, looking south



Photo 32 Secondary gateway on Winchester Road East, looking west



Photo 33 Secondary gateway at Cassels Street East and Queen Street, looking west



Photo 34 Secondary gateway at Way Street and Carnwith Drive West, looking south



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Photo 35 Signage at Winchester Road and Baldwin Street, looking northeast



Photo 36 Secondary gateway at Winchester Road and Baldwin Street, looking north

4.4.1.3 Werden's HCD

The Werden's Plan Neighbourhood HCD is closely integrated into the broader downtown Whitby area. Neither the HCD Study nor HCD Plan contain a discussion of gateways into the Werden's HCD. The primary gateway into the HCD may be considered the southeast corner of the intersection of Dundas Street West and Henry Street (Photo 37). This is the location of Celebration Square and the Whitby Public Library. The hardscaping, public art, and scale of the library are visually distinct when compared to the surrounding area (Photo 38).

The secondary gateways into the Werden's HCD consist primarily of the intersections of the HCD's local roads (Colborne Street West, Dunlop Street West, Ontario Street West, St. John Street West, and Trent Street) with the collector roads Henry Street and Brock Street South (Photo 39 and Photo 40).



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Photo 37 Dundas Street, looking east



Photo 38 Celebration Square, looking south



Photo 39 Secondary gateway at Trent Street and Henry Street, looking east



Photo 40 Secondary gateway at Trent Street and Brock Street, looking east

4.4.2 Vegetation and Landscaping (Softscape)

4.4.2.1 Brooklin HCD

The Brooklin HCD contains a variety of tree species, including large areas of naturalized vegetation in the parks and open spaces near Lynde Creek (Photo 41). The back yards of many properties contain trees. While these trees are setback from the public realm, they contribute to the overall tree canopy of the HCD. The HCD also contains many examples of street trees (trees located on municipal property) with varying ages and



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health conditions. Areas in the Brooklin HCD with high concentrations of street trees include the southwest corner of the intersection of Baldwin Street and Colston Avenue, in Grass Park, along Durham Street, Princess Street, and Cassels Road East (Photo 42). Many examples of street trees were noted within the Brooklin HCD, including the following types:

- Sugar maple (Photo 43)
- Honey locust
- Linden
- Norway maple
- Black walnut (Photo 44)
- Sycamore
- Colorado blue spruce
- Apple
- Hackberry
- Elm
- White pine
- Red oak
- Columnar English oak
- Austrian pine
- Hemlock
- Gingko
- Freeman maple

Based on the results of the field program, there is a lack of newly planted trees within the HCD. Planting trees now in preparation for future removals will offset canopy loss and develop a new urban canopy.



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Photo 41 **Vegetation along Lynde Creek, looking west**



Photo 42 **Street trees along Cassels Road East, looking west**



Photo 43 **Mature sugar maples, looking north**

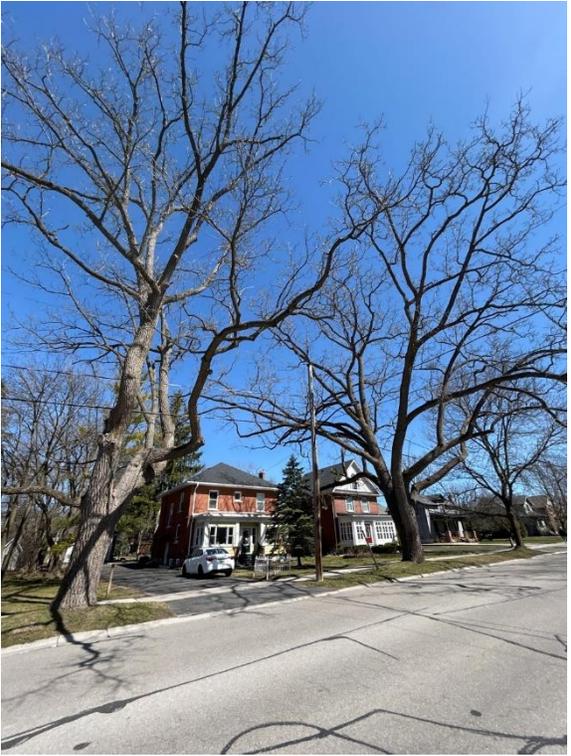


Photo 44 **Mature black walnut trees, looking north**



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4.4.2.2 Werden's HCD

The Werden's HCD contains little to no naturalized areas of landscape and nearly all street trees are on residential properties or located within the District's public parks and civic buildings (Photo 45 to Photo 47). The back yards of many properties contain trees. While these trees are set back from the public realm, they contribute to the overall tree canopy and vegetation of the HCD. Many examples of mature trees were noted within the Werden's HCD, including the following types:

- Sugar maple
- Honey locust
- Linden
- Norway maple
- Black walnut
- Sycamore
- Colorado blue spruce
- Apple
- Hackberry
- Elm
- White pine
- Red oak
- Columnar English oak
- Austrian pine
- Hemlock
- Larch
- Ivory silk lilac
- Red maple
- Silver maple (Photo 48)



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Based on the results of the field program, there is a lack of newly planted trees within the HCD. Only one newly planted tree was found, located on west side of Centre Street South of Pitt Street West.



Photo 45 Street trees on Centre Street South, looking north



Photo 46 Trees within Rotary Centennial Park, looking south



Photo 47 Street trees at courthouse, looking north



Photo 48 Mature silver maple



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4.4.3 Hardscape, Street Furniture, and Signage

4.4.3.1 Introduction

Hardscape elements in the HCDs include paving surfaces on public and private properties, fencing, and street furniture. Together these elements can help to tie the landscape together, linking people and places with one another. They are not only integral to transportation and movement, but also the conduits through which much of public life passes and can play a fundamental role in the vitality of communities.

4.4.3.2 Brooklin HCD

Sidewalks and Boulevards: The Brooklin HCD contains a variety of sidewalk and boulevard configurations including areas with no curbs or sidewalks (Photo 49) and areas with concrete sidewalks on one or both sides of the street (Photo 50). Boulevards within residential parts of the HCD are comprised mostly of lawn with a mix of small to mature street trees (Photo 51). Boulevards along arterial roadways are typically narrow and have been paved with interlock pavers or asphalt (Photo 52).



Photo 49 No sidewalks on part of Way Street, looking south



Photo 50 Concrete sidewalk on Baldwin Street, looking south



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Photo 51 Boulevard with lawn and trees on Price Street, looking south



Photo 52 Boulevard with interlock pavers on Baldwin Street, looking south

Municipal Lighting: Municipal streetlighting within the HCD is predominantly provided by LED luminaires affixed to utility poles by metal masts (Photo 53). There also examples of freestanding streetlighting, primarily in the predominantly commercial parts of the District along Baldwin Street, Campbell Street, Grass Park, and Roebuck Street. These are contemporary light fixtures with lantern style LED luminaires (Photo 54). Near the north boundary of the District on Carnwith Drive there are also examples of utilitarian freestanding octagonal streetlights with LED luminaires (Photo 55).



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Photo 53 Streetlight affixed to utility pole on Way Street, looking west



Photo 54 Freestanding streetlight with lantern style luminaire on Campbell Street



Photo 55 Freestanding octagonal pole on Carnwith Drive, looking east

Street Furniture: Aside from trash receptacles decorated with the town’s seal (Photo 56) along commercial parts of Baldwin Street, Vipond Road, and Campbell Street, most street furniture is located in a small parkette at the southwest corner of Campbell Street and Baldwin Street, within Grass Park, and along Roebuck Street. Street furniture in the parkette includes metal benches, bike racks, and a freestanding clock with a Roman numeral clockface and “Village of Brooklin” affixed atop the clockface (Photo 57). Street furniture within Grass Park includes benches constructed of wood and metal (Photo 58)



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4 Existing Conditions of the HCDs

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and a metal water fountain designed to accommodate people and pets. Roebuck Street is lined with the previously discussed trash receptacles, metal benches, and metal bike racks that are uniform in appearance (Photo 59). Parts of Baldwin Street contain street furniture consisting of ornamental posts topped with stylized letter Bs and banners; some utility poles within the HCD also contain banners (Photo 60 and Photo 61).

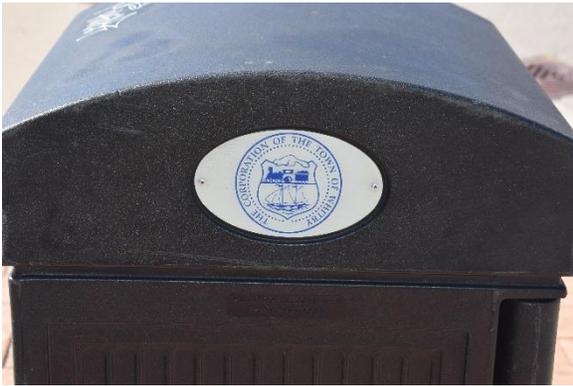


Photo 56 Town seal on receptacle, representative photo



Photo 57 Parkette showing benches, clock, and bike rack, looking south



Photo 58 Metal and wood benches in Grass Park, looking northeast



Photo 59 Street furniture on Roebuck Street, looking southeast



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Photo 60 Ornamental post with banner, representative photo



Photo 61 Utility pole with banner, representative photo

Street Signage: Municipal street signage within the Brooklin HCD is comprised of a mix of signage. Many intersections contain street signs designed to evoke the “acorn” style signage popular in the mid-20th century. These signs contain acorn style finials with a green background and white lettering. They state “Village of Brooklin, Est. 1847” as well as the street name in a sans-serif capitalized typeface (Photo 62). Other intersections, most commonly along the District’s boundaries, contain utilitarian rectangular street signs with a blue background and white lettering with a sans-serif capitalized typeface (Photo 63).



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4 Existing Conditions of the HCDs

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Photo 62 Acorn style street sign, representative photo



Photo 63 Utilitarian street sign, representative photo

Building Signage: Building signage within the Brooklin HCD consists mostly of rectangular signs located above storefronts, including a mix of externally lit and backlit or unlit signs. Signage does not adhere to a typical style nor does it appear to be tailored to bring a sense of visual coherence to the HCD (Photo 64 and Photo 65).

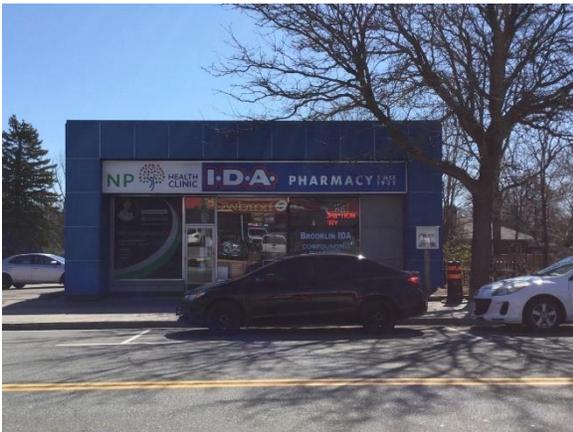


Photo 64 Representative property with backlit or unlit sign



Photo 65 Representative property with externally lit signs



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4 Existing Conditions of the HCDs

May 2025

4.4.3.3 Werden's Plan Neighbourhood HCD

Sidewalks and Boulevards: The streets encompassing the Werden's HCD contain concrete sidewalks on at least one side of each street. Not all streets within the HCD contain boulevards (Photo 66). In many cases, boulevards within the HCD are very narrow and are paved with interlock pavers or asphalt (Photo 67). Wider boulevards contain lawns. Due to the narrow width of the boulevards within the HCD, the boulevards generally do not contain street trees (Photo 67 and Photo 68). However, Ontario Street West between King Street and Centre Street South contains a wider boulevard paved with interlock pavers and lined with street trees on its north side (Photo 68 and Photo 69). The roots of these trees are protected by metal guards stamped with the town's seal (Photo 70 and Photo 71).



Photo 66 Representative example of street with no boulevards, looking south on Centre Street South



Photo 67 Representative example of narrow boulevard with paved with interlock bricks on Centre Street South



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Photo 68 Representative example of a boulevard with a lawn on Byron Street, looking north



Photo 69 Boulevard on Ontario Street West, looking west



Photo 70 Tree root guard, representative photo



Photo 71 Town seal details

Municipal Lighting: Municipal streetlighting within the District is predominantly provided by LED luminaires affixed to utility poles by metal masts (Photo 72). There are also examples of freestanding streetlighting. This includes utilitarian octagonal poles with LED luminaires (Photo 73). The District also contains two examples of contemporary freestanding decorative streetlighting. This includes light fixtures with lantern style LED luminaires (Photo 74) and light fixtures with a distinctively modern design that complement the adjacent public library (Photo 75).



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Photo 72 LED streetlighting affixed to utility poles, representative photo



Photo 73 Representative freestanding octagonal streetlight



Photo 74 Representative freestanding streetlight with lantern luminaire



Photo 75 Modern freestanding streetlighting adjacent to the library

Street Furniture: In general, there are limited examples of street furniture within the Werden's HCD. Much of the District's street furniture is located within or adjacent to the Whitby Public Library on Dundas Street and within the library's courtyard. This includes a glass and metal bus shelter, large circular planters, tables with metal umbrellas, benches and Muskoka chairs (Photo 76 and Photo 77).



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4 Existing Conditions of the HCDs

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Photo 76 Bus shelter on Dundas Street, looking east



Photo 77 Library courtyard, looking south

Street Signage: Municipal street signage within the Werden’s HCD is comprised of a mix of signage. Many intersections contain ornamental street signs designed to evoke the “acorn” style signage popular in the mid-20th century. These signs contain acorn style finials with a green background and white lettering. They state “Downtown Whitby Inc. 1855” as well as the street name in a sans-serif capitalized typeface (Photo 78). Other intersections, most commonly along the District’s boundaries, contain utilitarian rectangular street signs with a blue background and white lettering with a sans-serif capitalized typeface (Photo 79).



Photo 78 Representative acorn style street sign



Photo 79 Representative utilitarian street sign



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4 Existing Conditions of the HCDs

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Building Signage: Building signage within the Werden’s HCD is not prevalent due to the predominantly residential character of the District. Signage present within the District is comprised mostly of freestanding signs located within a property’s frontage or small signs affixed to a building (Photo 80 and Photo 81). Signage does not adhere to a typical style, nor does it appear to be tailored to bring a sense of visual coherence to the HCD.



Photo 80 **Representative freestanding sign, looking east**



Photo 81 **Representative freestanding sign and sign affixed to a building, looking west**

4.4.4 Public Art, Commemoration, and Interpretation

4.4.4.1 Brooklin HCD

The Brooklin HCD contains various commemorative and interpretive elements. This includes interpretive plaques commemorating former land uses and interpretive panels explaining the history of Brooklin and its properties (Photo 82). Many of these interpretive panels were prepared by the Brooklin Downtown Business Association (Photo 83).



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4 Existing Conditions of the HCDs

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Photo 82 Interpretive plaque for 68 Way Street

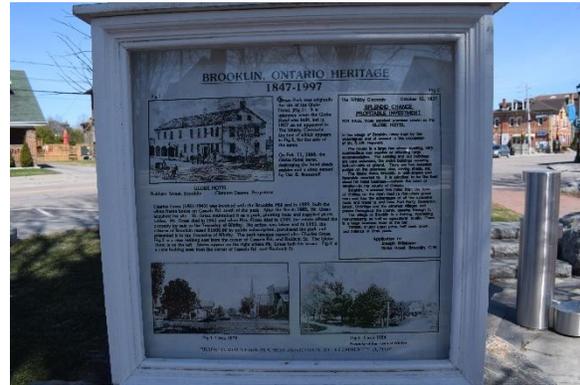


Photo 83 Downtown Business Association interpretive panel in Grass Park

4.4.4.2 Werden's Plan Neighbourhood HCD

The Werden's HCD contains various commemorative, interpretive, and public art elements. Two of these elements are located at the Whitby Public Library. This includes a statue honouring Sir William Stephenson, a Canadian military intelligence officer during the Second World War (Photo 84) and a commemorative walk built by the Whitby Rotary entitled "Wilkinson Way", dedicated to Wilfrid J. Wilkinson, the first Canadian president of Rotary International (Photo 85) Other elements include a model of the former Almonds United Church at St. Marks United Church (Photo 86), two examples of public art carved from tree trunks (Photo 87), two murals affixed to a wall at Rotary Centennial Park (Photo 88), and utility boxes that have been decorated with murals (Photo 89). Interpretation specific to the HCD includes interpretive panels located within the public park at 390 King Street South (Photo 90).



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Photo 84 Sir William Stephenson statue at 405 Dundas Street West, looking south



Photo 85 Wilkinson Walk at 405 Dundas Street West, looking north



Photo 86 Model church at 201 Centre Street South, looking south



Photo 87 Tree trunk carving at 409 Centre Street South, looking east



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4 Existing Conditions of the HCDs

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Photo 88 Mural affixed to building in Rotary Centennial Park, looking south



Photo 89 Representative decorated utility box



Photo 90 Interpretive panel at 390 King Street, looking north

4.4.5 Parks and Open Spaces

4.4.5.1 Brooklin HCD

Brooklin Kinsmen Park and Other Open Spaces along Lynde Creek: These areas are comprised mostly of riparian vegetation, deciduous trees, and coniferous trees in various stages of ecological succession. Numerous informal footpaths in Brooklin Kinsmen Park and Brooklin Kinsmen Open Space cross the area, connecting to the street network at Way Street and the parking lot at 8 Vipond Road (Photo 91). The



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4 Existing Conditions of the HCDs

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character of Way Street is heavily influenced by the surrounding open areas and contains a distinctly more rural character when compared to other streets within the District. East of Baldwin Street, the Cassels Road Open Space is narrower and more closely hugs the alignment of Lynde Creek. Overall, these open spaces contain strong contextual links to Lynde Creek. The influence of Lynde Creek is also evident to passing motorists and pedestrians on Cassels Road East and Baldwin Street as each street contains a concrete bridge that spans the creek. While the creek may not be directly visible to passing motorists, the surrounding dense naturalized vegetation stands in contrast with the suburban character of the surrounding areas (Photo 92).



Photo 91 Footpath along Lynde Creek, looking west



Photo 92 Vegetation surrounding bridge on Baldwin Street, looking south

Grass Park: Grass Park serves as the community of Brooklin’s primary outdoor gathering space. It is a wedge-shaped park bounded by Baldwin Street North, Roebuck Street, and Cassels Road. During events, Roebuck Street is often closed to vehicle traffic and used as event space. Grass Park is mostly softscaped with lawn, garden beds, and a variety of small, intermediate, and mature trees (Photo 93). The park contains a pathway paved with interlock pavers that leads to a gazebo (Photo 94).



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4 Existing Conditions of the HCDs

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Photo 93 **Grass Park, looking north**



Photo 94 **Grass Park gazebo, looking south**

Other Spaces: Other open spaces within the Brooklin HCD include a small parkette on private property at 50 Baldwin Street and the Brooklin Pioneer Cemetery at 21 Albert Street. The parkette at 50 Baldwin Street contains benches, bike racks, and a freestanding clock (Photo 95). The Brooklin Pioneer Cemetery is a fenced-off area of naturalized vegetation that contains a closed burial ground. While the grave markers were moved, up to 100 people may remain interred (Photo 96) (Town of Whitby 2013).



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4 Existing Conditions of the HCDs

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Photo 95 Parkette, looking west



Photo 96 Pioneer cemetery, looking south

4.4.5.2 Werden's HCD

Rotary Centennial Park: Rotary Centennial Park is the primary park space within the District. It is a rectangular shaped parcel bounded by Trent Street West, Brock Street South, Burns Street East, and Byron Street South. The park is primarily softscaped and contains a large lawn, garden beds, and various small, intermediate, and mature deciduous and coniferous trees (Photo 97). The south end of the park contains a playground and two small buildings, and the north end contains a gazebo. Hardscaping in the park is comprised of concrete paved paths lined with benches and streetlighting with lantern style luminaires, and an area of concrete paving near the playground (Photo 98).



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4 Existing Conditions of the HCDs

May 2025



Photo 97 **Lawn, trees, and garden bed, looking north**



Photo 98 **Concrete path, looking south**

King Street Park: The King Street Park is comprised of a former road allowance. The park is relatively linear and contains an asphalt path, benches, areas of meadow and lawn, and an interpretive panel about the history of the Werden's HCD (Photo 99 and Photo 100).



Photo 99 **King Street Park, looking east**



Photo 100 **King Street Park, looking west**



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4 Existing Conditions of the HCDs

May 2025

4.5 Views and Vistas

4.5.1 Brooklin HCD

The existing Brooklin HCD Plan broadly identified views within the HCD based on general streetscapes within the District, views of Lynde Creek, and views of trees and landscaped yards between buildings. Within the Brooklin HCD, views of Lynde Creek are the most readily discernible view. Along Baldwin Street and Way Street, this view is supported by a general slope in elevation towards the creek, mature vegetation, and the bridge spanning the creek (Photo 101). Along Cassels Street East, the view of Lynde Creek is less pronounced but still notable (Photo 102). While the creek may not be visible to passing motorists, the surrounding vegetation and the bridge railings supports the viewscape. Pedestrians using both bridges have more prominent views of Lynde Creek. Aside from these previously identified views, the Brooklin HCD also contains notable views of the Brooklin United Church and former Brooklin Mill when looking west down Casels Road East from the Lynde Creek Bridge (Photo 103).



Photo 101 View of Lynde Creek from Way Street, looking west



Photo 102 View of Lynde Creek from Cassels Street East, looking north



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4 Existing Conditions of the HCDs

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Photo 103 View of mill and church, looking west

4.5.2 Werden's Plan Neighbourhood HCD

The existing Werden's HCD identified several views within the District. These views are mostly related to the District's landmarks. The most prominent view identified in the District are views of the All-Saints' Anglican Church (outside of the District) from Centre Street South and the Whitby Public Library. Generally, the spire of this church is prominently visible from Centre Street South and forms a readily discernible visual axis (Photo 104). The HCD Plan also identified views to the Centennial Building and the St. Arsenije Sremac Serbian Orthodox Church. Generally, these views are less readily discernible due to vegetation. More broadly, the HCD Plan also identified the District's street trees as framing views along the HCD's streetscapes Goldsmith Borgal & Company 2017: 26; 29) (Photo 105).



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Photo 104 Representative photo of visual axis between Centre Street South and the church spire, looking north



Photo 105 Street trees framing views along King Street, looking south

4.6 Transportation Infrastructure

4.6.1 Brooklin HCD

As discussed in Section 3.5 the Brooklin HCD contains two provincial highways: Highway 12 (Baldwin Street) and Highway 7 (Winchester Road East) that are main arterial roadways within the HCD. Baldwin Street transverses the HCD on a diagonal, while Highway 7 forms the southern border of the HCD. Baldwin Street is a two-lane asphalt roadway with a centre double yellow line, on street parking, concrete curbs, and sidewalks on both the west and east sides of the roadway. There are streetlights at the intersections of Highway 7 and Campbell Street. It is a heavy traffic roadway, with only the two pedestrian crossing lights.

Winchester Road East is currently being widened and rehabilitated by the Region, between Baldwin Street and Watford Street/Anderson. Between Baldwin Street and Durham Street, Winchester Road East is a four-lane roadway with a centre concrete boulevard, concrete curbs, and a sidewalk on north and south sides. Between Durham



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4 Existing Conditions of the HCDs

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Street and Simcoe Street, Winchester Road East merges down into a two-lane roadway.

Cassels Road West and East and Vipond Road are collector roads within the HCD, that are two-lane roadways, with concrete curbs, sidewalks, and some street parking.

Roebuck Street is a small collector roadway that gets closed for special Brooklin community events.

The HCD retains rural village streetscapes along Durham, Pearl, Church, and Way Streets that have an asphalt roadway with no asphalt shoulders or sidewalks. Princess Street and Cassels Road East of Lynde Creek are similar rural village streetscapes except for a sidewalk separated from the road by a grassed and treed boulevard that adds to the walkability of these residential streets.

4.6.2 Werden's HCD

The Werden's HCD contains a mix of roadway types, including arterial, collector, and local. The only arterial roadway partially located within the District is Dundas Street East, which forms part of the northern boundary of the District. Historically, this was part of King's Highway 2, a major provincial roadway that connected Windsor with Cornwall. Presently, this is a four-lane asphalt paved roadway with on-street parking, concrete sidewalks, and curbs (Photo 106). Collector roads within the Werden's HCD include Henry Street and Brock Street South. Both of these roads form parts of the east and west boundaries of the District. Both roads are asphalt paved roads with concrete sidewalks and curbs (Photo 107).

The remainder of the roads within the Werden's HCD are local roads. When the original HCD Plan was completed, many of these roads retained a rural profile with no curbs. Roads noted in the HCD Plan as remaining uncurbed in part or whole included Gilbert Street West, Ontario Street West, Trent Street West, Pitt Street West, King Street, and Centre Street South. Since the adoption of the HCD Plan, many of these streets have been upgraded to contemporary standards, including the installation of new curbs and



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4 Existing Conditions of the HCDs

May 2025

sidewalks. Road improvements have been completed on King Street, Centre Street South, Gilbert Street West, and Ontario Street West (Photo 108). Both Trent Street West and Pitt Street West remain uncurbed (Photo 109).



Photo 106 Dundas Street East, looking east



Photo 107 Brock Street South, looking north



Photo 108 Curbed road at Centre Street South, looking south



Photo 109 Uncurbed road on Pitt Street West, looking west



5 Evolution of the Heritage Conservation Districts

5.1 Introduction

This section reviews the available HPs and development applications and includes a comparison of the existing conditions to the 2006/2012 HCD study inventories as means of analyzing the amount and types of change that has occurred in each HCD over time. Understanding the evolution of each HCD will help determine if the current policies are effectively meeting the goals and objectives of the each HCD.

5.2 Brooklin HCD

5.2.1 Property Changes

The Brooklin HCD Plan has been in place for more than 17 years. The most dominant changes to the HCD are apparent approaching the HCD from the south at the intersection of Baldwin Street and Winchester Street East. Redevelopment has resulted in removal and replacement of buildings identified in the 2006 inventory with new commercial structures.

There has been several building removals and replacements with new commercial and town house developments between Baldwin Street and Cassels Road. Moving north of Cassels Road along Baldwin Street, most of the commercial properties have been altered since 2006 with painted exteriors or updated cladding, new light fixtures, and new signs. A new development along Baldwin Street involved the removal of six buildings from the 2006 inventory, with construction of new buildings and a rear parking lot. The northwest approach to the HCD at Carnwith Drive West and Way Street has been altered with the removal of a former farmstead, and the replacement with contemporary residences along Carnwith Drive West. The residential properties within the HCD have generally had minimal changes, and where changes have occurred, they are related to building upkeep, such as new roofing, cladding, windows, and doors.



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5 Evolution of the Heritage Conservation Districts

May 2025

A summary of property changes as identified through inventory review, fieldwork, and information supplied by the Town is presented below in Table 5-1.

Table 5-1 Summary of Brooklin HCD Property Changes Since 2007

Category	Details
Demolitions	<ul style="list-style-type: none"> • 13 structures with “no heritage value” have been demolished • Two residences identified as “very good, significant heritage value” have been demolished • Four structures classified as “good to very good” have been demolished
Relocations	<ul style="list-style-type: none"> • Two residences have been relocated
Signage and lighting	<ul style="list-style-type: none"> • 20 properties have had new signage or lighting installed
Landscaping	<ul style="list-style-type: none"> • One property has had tree removals
Façade and building improvements	<ul style="list-style-type: none"> • 11 properties have been re clad • Eight roof replacements or alterations • 10 porches or porticos have been modified, replaced, or built • 12 exteriors have been repainted or stained • 14 window replacements • Six door replacements
Additions	<ul style="list-style-type: none"> • Three side additions • One carport converted to a garage • One new garage completed • One rear addition • One accessory building completed



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5 Evolution of the Heritage Conservation Districts

May 2025

Category	Details
Civic and institutional improvements	<ul style="list-style-type: none">• Improvements and renovations to Grass Park• Construction of Brooklin Community Centre and Library
New development/infill	<ul style="list-style-type: none">• Proposed three storey condominium on vacant property
Change in use	<ul style="list-style-type: none">• Three residences converted to commercial use
Sustainability and accessibility	<ul style="list-style-type: none">• None proposed or completed

5.3 Werden's Plan Neighbourhood HCD

5.3.1 Property Changes

The Werden's HCD has been in effect since 2019. A summary of property changes as identified through inventory review, fieldwork, and information supplied by the Town is presented below in Table 5-2.

Table 5-2 Summary of Werden's HCD Property Changes Since 2019

Category	Details
Demolitions	<ul style="list-style-type: none">• One residence demolished and replaced• One proposed demolition (residence remains as of May 2025)
Relocations	<ul style="list-style-type: none">• No relocations proposed or completed
Signage and lighting	<ul style="list-style-type: none">• Eight properties have had new signage or lighting installed
Landscaping	<ul style="list-style-type: none">• 13 tree removals• One new fence
Façade and building improvements	<ul style="list-style-type: none">• Five porches or porticos have been modified, replaced, or built



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5 Evolution of the Heritage Conservation Districts

May 2025

Category	Details
	<ul style="list-style-type: none"> • Four structures have had masonry work, including repointing, completed • Four window replacements • Three exteriors have been painted • Four door replacements • One property has been reclad • One roof replacement
Additions	<ul style="list-style-type: none"> • One second storey addition added • Two side additions have been completed • Two rear additions have been completed • Four new garages have been built
Civic and institutional improvements	<ul style="list-style-type: none"> • Replacement light posts at 800 Brock Street South • Furnace replacement at Lynde House Museum • New hard and softscaping with Town boulevard at 815 Centre Street South • Orange coloured crosswalk and plaque installation across King Street • New park and community garden at 300 King Street • One church window restored
New development/infill	<ul style="list-style-type: none"> • None proposed or completed
Change in use	<ul style="list-style-type: none"> • One conversion from residential to commercial use
Sustainability and accessibility	<ul style="list-style-type: none"> • One electric vehicle charging station installed • One new heat pump installed



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6 Consultation

May 2025

6 Consultation

6.1 Municipal Consultation

6.1.1 Kick-Off Meeting

The kick-off meeting for the HCD Plan Review and Update was held virtually on January 15, 2025, with the Stantec Project Team and Town planning staff. The following were the main concerns that Town staff have experienced using and enforcing the HCD Plans:

- Some HCD policies conflict or are not in alignment with other Town planning policies
- Property owner concerns with the HP process
- Tree removals
- Demolition process and approvals
- Lot coverage concerns for new development
- Public concerns with owning a property in an HCD

6.1.2 Walking Tour

On February 3, 2025, the Stantec Project Team met with Town staff and completed a walking tour of each HCDs. During each HCD Plan tour, Town staff provided an overview of the background of the HCD, development changes or proposed changes, HPs, and issues/concerns with the HCD.

In the Brooklin HCD, the following observations were discussed between Town staff and Stantec:

- Highway 12 (Baldwin Street): This is a very busy highway through the core of Brooklin, especially on summer weekends. The traffic light at Highway 12 and Campbell Street tends to be backed up during busy times. There is a heavy amount of truck traffic along Highway 12.



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6 Consultation

May 2025

- Infill development and changes that have occurred in the HCD since its establishment.
- Grass Park and Roebuck Street: These are key areas for community events. Roebuck Street is a Town Placemaking Project.
- Signs: There are a variety of signs in the HCD, including temporary and permanent.
- Large lots: There are large residential lots that back onto Lynde Creek.

In the Werden's Plan Neighbourhood HCD, the following observations were discussed between Town staff and Stantec:

- Landmark buildings are prominent in the HCD
- New development has occurred in the HCD since its establishment.
- Trees: There are many mature trees within the HCD. The town has a tree inventory that can be shared with the Stantec Project Team.
- Castle architecture: The HCD contains a couple unique buildings that resemble castles.
- Views north along Centre Street South to the All Saints' Church on Dundas Street West are important.
- Walkable Neighbourhoods: This is a popular neighbourhood for walking, however some of the sidewalks end at intersections.
- Public art used in the HCD.

6.1.3 Heritage Whitby Advisory Committee

Stantec attended the Heritage Whitby Advisory Committee (HWAC) meeting on March 11, 2025. Stantec presented an overview of the Brooklin and Werden's HCD studies and plans to the HWAC and identified the goals for this project to review and update the HCD Plans. The presentation was followed by a discussion period guided by questions. Table 6-1 contains a summary of the discussion.



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6 Consultation
 May 2025

Table 6-1 Discussion Questions from the Heritage Whitby Advisory Committee Meeting

Topics of Discussion	Responses/Discussion
1. In what ways could the HCD Plans be more user-friendly to the committee?	<ul style="list-style-type: none"> • A digital form/application that has the guidelines in a checklist format, for both guidance of committee members and property owners • Additional information be readily available for the HWAC to inform the public of the benefits of HCDs and property insurance; this material would be helpful in advance of the proposed Perry’s Neighbourhood HCD • Tying the HCD Plan to the zoning by-law (legislative)
2. What do you feel are the Werden’s Plan Neighbourhood HCD SWOT?	<ul style="list-style-type: none"> • The need for tighter controls for demolition and new development/infill • Since the inception of the HCD Plan, the HWAC has seen the removal of small footprint residences on large lots being replaced by large footprint residences that alter the character of the streetscape and open spaces • A walkable neighbourhood with beautiful mature trees, large lots, and a concept of openness • A lot of interest from people looking to live in the HCD neighbourhood • More specific detail needed on the character of the neighbourhood in the statement and its heritage attributes
3. What do you feel are the Brooklin HCD SWOT?	<ul style="list-style-type: none"> • The need for more architectural control over new development within or adjacent to the HCD, to allow for complementary infill • The need to keep the openness and airy character of the former rural village • More specific detail needed on the character of the neighbourhood in the statement and its heritage attributes



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6 Consultation

May 2025

6.1.4 Technical Advisory Committee

Technical Advisory Committee (TAC) 1 was held at Town Hall on April 10, 2025. TAC members included Town Staff from the Planning and Policy team, Landscape Architecture team, and Urban Design team. The Stantec Project Team gave a PowerPoint presentation to TAC members to provide an overview on HCDs, the Brooklin and Werden’s HCDs, and this Project. A discussion followed regarding the following topics in Table 6-2.

Table 6-2 Technical Advisory Committee Discussion Notes

Topics of Discussion	Responses/Discussion
Tree permits	<ul style="list-style-type: none">• There is no Town tree permit for the Brooklin HCD• An Urban Forestry Management Plan is being prepared, and a draft can be shared with the Project Team• The updated HCD Plans should provide guidance on tree removals and compensation• The Town’s forestry department does not have a list of replacement tree species, that is something that could be developed in the updated HCD plans
OP/Zoning updates	<ul style="list-style-type: none">• The Town is currently undertaking a review of its OP and zoning by-law• The Werden’s HCD tries to regulate land use and lot coverage, that is creating conflicts with planning approvals
Property insurance	<ul style="list-style-type: none">• Recent examples of property owners within an HCD in the Town being denied property insurance



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6.2 Public Consultation

6.2.1 Public Information Centre 1

Public Information Centre (PIC) 1 was held on April 10, 2025. The meeting took place at the Town Hall and was presented in an open house format. Display boards were organized into three stations. One station provided general information like what an HCD is, the project background and schedule, and how to get involved in the project. The other two stations were District-specific for the Brooklin HCD and Werden's HCD, providing information about the current objectives for each District, the characteristics that make the areas special, and items for the community to consider when providing comments about what they would like to see in the updated plans. These two stations included large, printed maps of the Districts for reference and discussion. The Stantec Project Team and Town planning staff were located at each station and throughout the room to answer questions and encourage the public to provide feedback. Seventeen members of the public attended the PIC.

The following is a summarized list of topics discussed at the PIC:

- Questions about HP process and when to contact the Town
- Comments about resident's connection to the HCD area (e.g. as property owners, from events, shared memories)
- The need for policies for garden suites and secondary units (accessory dwelling units)
- Concerns over adjacent land uses
- Desire to see development that is compatible with the HCD

6.2.2 Public Survey

A public survey was created to collect community input about the effectiveness of the current HCD Plans for protecting heritage resources, the current heritage permit process, and to identify buildings, features, or landscapes the public feel are important to the Districts. Surveys were available as printed copies at PIC 1 and the same surveys



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were available online on the Town’s project website from April 11 to May 2, 2025. A copy of the surveys is included in Appendix A. A total of nine responses were received and the results are summarized below.

6.2.2.1 Brooklin HCD Survey Results

There were two responses to the online version of the survey, and no hard copy responses related to Brooklin HCD. One respondent indicated they were a property owner within the HCD and other indicated that they were both a property owner and a business owner within the HCD. One respondent used the survey to indicate that they would like to speak in person. The other indicated that they felt unsure about the current Plan’s effectiveness and that they felt it creates barriers to change and development. They indicated that the historic buildings on Baldwin Street were one of the HCD’s most important features and said they felt that new construction detracts from the District’s heritage character. They had previous experience with the HP process and described it as frustrating, time-consuming, and resulting in increased costs. They also indicated that necessary repairs and maintenance should be exempt from the permit process or that a streamlined process should be considered for these types of repairs.

6.2.2.2 Werden’s Plan Neighbourhood HCD Survey Results

Two hard copies of the Werden’s HCD survey were received at PIC 1 and five were provided online, for a total of seven responses. The respondents identified themselves as follows:

Table 6-3 Respondents from the Werden’s HCD

Category of Respondent	Number of Respondents
A resident in the HCD	3
A property owner in the HCD	1
A resident in the HCD and a property owner in the HCD	2



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Category of Respondent	Number of Respondents
A resident in the Town of Whitby who lives outside of the HCD	1

The respondents’ feelings on the current Plan’s effectiveness and whether it creates barriers to change and development were mixed. They identified several buildings, features, and landscapes within the District they felt were important including the Centennial Building (416 Centre Street South), Lynde House Museum (900 Brock Street South), Serbian Orthodox Church (508 Byron Street South), houses and buildings that are over 100 years old, Rotary Centennial Park, mature trees, green space, lack of street curbs, concentration of historic buildings, variety of historical architectural styles, and the current density/spacing of homes. The respondents identified modern infill, parking on lawns, and curbing the streets as items that do not contribute to the HCD character.

Two respondents had experience with the current heritage permit system and described the process as workable and smooth, noting that the Town was responsive. Multiple respondents offered thoughts related to permit requirements and exemptions. They indicated that changes to front façades, construction of driveways, tree removals, structural changes to residences or buildings that are over 100 years old, and construction of outbuildings like garages should require heritage permits. They also indicated that replacing windows and doors at the back of a structure, replacing siding using materials that are consistent with the HCD, paint colours, and planting additional trees or gardens should be exempt from the heritage permit process.

The respondent who was not a resident in the HCD indicated that they visit the District for walks, to visit businesses, and to use the Centennial Building.



7 Analysis of Heritage Conservation Districts

7.1 Effectiveness of Land Use Planning Policies and Municipal Policies

In general, the existing municipal policy framework supports HCDs through the presence of OP policies, Secondary Plan Policies, CIP incentives, urban design guidelines, and land use designations that reflect the characteristics of the HCDs. Where conflicts exist, they typically occur where HCD Plans predate other planning policies and may need to be updated to reflect the change in municipal direction.

The Zoning By-laws also provide zoning regulations that relate to the specific lot area, lot frontage, lot depth, Floor Space Index, parking, and landscaped open space for each parcel. Based on a preliminary analysis, the zoning in both HCDs is reflective of the existing character of each area, apart from the lot coverage and setbacks in a few zones. The majority of site-specific exceptions in both HCDs appear to minimize significant impacts on the surrounding scale and character.

7.2 Brooklin HCD

7.2.1 Review of Objectives

As outlined in Section 2.1, the Brooklin HCD contains objectives regarding landscape/streetscape, heritage buildings, new development, economic development, and community support. Table 7-1 to Table 7-5 summarize how the objectives of the Brooklin HCD Plan are being met and identifies areas where the objectives have not been satisfied.



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Table 7-1 Review of Objectives for Landscape/Streetscape

Objective	Met (Yes/No)	Outcome
To encourage the retention and enhancement of existing tree-lined streetscapes	Yes	The Town has not received HPs for tree removals in the Brooklin HCD since 2020. Tree-lined streetscapes are being maintained.
To retain the existing street pattern without widening existing pavement and road allowances	Yes	The existing street pattern has been maintained within the HCD.
To municipally adopt Highway 12 (Baldwin Street) and substantially reduce heavy traffic on this route	No	Baldwin Street remains under MTO jurisdiction.
To preserve and reinforce existing views along the streets of landscape features such as mature street trees, Lynde Creek and Kinsmen Park, and of landmarks such as the United Church	Yes	Views of landscape features such as mature trees, Lynde Creek, Kinsmen Park, and the United Church have been preserved.
To ensure that municipal improvements to public infrastructure in the District's public realm, such as upgrades to public utilities, roadways and sidewalks, enhance the heritage character of the District	N/A	No significant public utility or transportation upgrades have been completed.
To restore or reinstate, where possible, previously existing landscape and streetscape features of heritage value, such as the street trees in front yard setbacks (Baldwin Street), and	N/A	No known efforts to reinstate previously existing landscape features have been completed.



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Objective	Met (Yes/No)	Outcome
fences on front and side yards (e.g. Baldwin and Cassels)		

Table 7-2 Review of Objectives for Heritage Buildings

Objective	Met (Yes/No)	Discussion
To retain and conserve the heritage buildings identified in the District Study and evaluated as Excellent, Very Good, and Good	Yes and No	This objective is being met with mixed results. While the majority of Excellent, Very Good, and Good buildings have been retained in the HCD, there has been infill in the HCD since 2007 that included the removal of two Very Good properties, one Good to Very Good property, and three Good properties. In doing so, the removal of former single-detached residential properties has altered the development pattern and building footprints, particularly at the intersection of Baldwin Street and Winchester Street East.
To foster continuing use of heritage buildings and all measures available to the municipality to prevent their demolition	Yes and No	Alterations to heritage buildings in the HCD have been reviewed by municipal staff and HWAC through HPs and planning applications. Six buildings identified to be “heritage buildings” have been removed, and an additional 13 non-heritage buildings have also been removed to make way for new development since 2007. Two former residences along Winchester Street East were not demolished but relocated to Durham Street.



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Objective	Met (Yes/No)	Discussion
To encourage retention and restoration of original features of heritage buildings, based on thorough archival and pictorial evidence and the assessment provided in the District Study	N/A	Alterations to heritage buildings in the HCD have been reviewed by municipal staff and HWAC through HPs. The HPs reviewed for this SWOT did not explicitly identify if the proposed works were related to retention or restoration of original features based on archival or pictorial evidence.
To encourage property owners to maintain the exteriors of heritage buildings to prevent deterioration as well as damage from fire or the elements.	Yes	Alterations to heritage buildings in the HCD have been reviewed by municipal staff and HWAC through HPs and planning applications. It does not appear that demolitions in the HCD have occurred as a result of fire or lack of maintenance.
To provide additional protection to heritage resources in the District, Council shall consider designating under Part IV of the <i>Ontario Heritage Act</i> individual buildings (including interior elements), structures, and cultural landscapes, as identified in further study	Yes	Five individual properties within the HCD have been designated under Part IV of the OHA since the establishment of the HCD Plan in 2007.
To address the option, but not encourage, the moving structures within the District, as an alternative to demolition, identify recipient sites for such structures within the District that will, once the structure has been relocated, support and enhance District character	Yes	Two former residences along Winchester Street East were relocated to Durham Street. These properties were identified as no heritage value in the 2006 inventory.



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Table 7-3 Review of Objectives for New Development

Objective	Met (Yes/No)	Discussion
<p>To encourage “heritage friendly development” that is compatible with the arrangement, scale, architectural styles, and materials that constitute the District’s heritage character</p>	<p>Yes and No</p>	<p>Infill in the HCD has been mixed in this regard. While the new construction has been low-rise and consistent in setback to adjacent properties, the amount of new construction, particularly that which is visible at the south end of the HCD, is beginning to overwhelm the heritage resources of the HCD in some areas.</p> <p>The new commercial development on Winchester Street East implemented “heritage friendly development” through design, materials, and scale; however each property employs a different shade of red brick, design details, and windows.</p> <p>The new commercial and mixed use development to the north along Baldwin Street, between Winchester Street East and Cassels Road West/East, uses “heritage friendly development” that is more compatible in architectural design through gable rooflines, but each structure also has a different colour brick exterior and windows.</p> <p>On Baldwin Street, north of Campbell Street, both the new developments have a consistent setback from the streetscape and have a similar height. While one uses complementary red and buff brick, it reflects Second Empire design influences, which was not one of the historic architectural styles noted in the HCD Plan (Section 6.2). The other development is a contemporary vernacular structure of its own time.</p> <p>The development on Campbell Street has consistent setback from the streetscape and</p>



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Objective	Met (Yes/No)	Discussion
		is compatible in scale to adjacent properties; it is a contemporary structure with Edwardian design influences and utilizes brick cladding.
To provide a mix of land uses that will support and strengthen the existing commercial, residential and community service uses in the downtown core.	Yes	The Town OP and Restricted Area Zoning By-Law 1784 provide for a range of land use designations and zones within the HCD. Since the 2007 HCD Plan, individual zoning exceptions have been made for new mixed use and commercial developments.
To fully plan for the adaptive re-use of existing and the redevelopment of lands within the District, prepare an urban design plan for the District, with terms of reference that ensure harmonization of the urban design plan with policies and guidelines of the Heritage Conservation District Plan.	Yes	The Brooklin Urban Design and Sustainable Development Guidelines were prepared in 2018 by SvN Architects + Planners for the Town. The design guidelines were developed to provide a framework and inform approvals within the BCSP area for new and infill development, while preserving Brooklin's historic and distinct village-like character and natural setting.

Table 7-4 Review of Objectives for Economic Development

Objective	Met (Yes/No)	Discussion
To support revitalization of Brooklin's downtown core as a local service and regional speciality retail and tourism destination in ways that maintain the District's heritage character.	Yes and No	The Town has a Downtown Brooklin webpage on their Town website. The website notes it is home to restaurants, retail shops, spas, and unique local businesses, however none of these are highlighted on the website. Downtown Brooklin does not have a Business Improvement Area, like Downtown Whitby.



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Table 7-5 Review of Objectives for Community Support

Objective	Met (Yes/No)	Discussion
To foster appreciation of the heritage character of the District through public consultation, dissemination of information on best conservation practices, and support for community events.	Yes and No	The Town has a Downtown Brooklin webpage on their Town website. The webpage highlights events and festivals, the Brooklin Community Centre and Library, and the HCD. Brooklin has a spring fair, an annual harvest festival and Christmas in the Village. The Town's HCD webpage does not have material available on best conservation practices.

7.2.2 Effectiveness of Policies and Guidelines

Overall, the Brooklin HCD Plan contains detailed policies and guidelines and HCD objectives are generally being met. Alterations to buildings in the commercial core and along residential streets have been minimal related to general upkeep. Two areas where Brooklin HCD objectives are not being met include the removal of heritage properties (Good, Very Good, and Excellent) and new infill that is not always complementary to adjacent heritage buildings.

An issue that was identified is that heritage properties that were identified in an appendix of the HCD Study are not clearly mapped or known to property owners or users of the HCD Plan. The updated HCD Plan would benefit from defined and mapped heritage properties. The HCD Plan Heritage Character Statement is also very short and broad, with a lack of detailed heritage attributes. Having a clearly defined Heritage Character Statement and heritage attributes is needed to articulate the identified cultural heritage value or interest of the HCD, such that decisions for alterations, additions, new development or demolition can be made in accordance with the CHVI.



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7.3 Werden’s HCD

7.3.1 Review of Objectives

As outlined in Section 2.2, the Werden’s HCD contained objectives regarding land use, buildings, the public realm, and open space. Table 7-6 to Table 7-8 summarize how the objectives of the HCD Plan have been met and identify areas where the objectives have not been satisfied.

Table 7-6 Review of Objectives for Land Use

Objective	Met (Yes/No)	Discussion
To align land use designations with the neighbourhood’s existing character	Yes	The Town OP includes a range of land use designations within the HCD that respect the existing built form and encourage infill development to complement the historic character. The heights and setbacks for these land uses are aligned with this same intent.
To maintain the low-density residential appearance prevalent across the neighbourhood	Yes	Since the completion of the HCD Plan, the District remains a predominantly low-density residential neighbourhood.
To recognize the place and function of five historic landmarks within the neighbourhood – St. Mark’s United Church (Methodist Tabernacle), the former R.A. Sennett School (King Street School), the former Ontario County Registry Office, the Centennial Building (Ontario County Courthouse), and St. Arsenije Sremac Serbian Orthodox Church (St. Andrew’s Church of Scotland) – and one contemporary landmark – Whitby Central Library – and to prefer uses having public	Yes	The District’s historic landmarks remain <i>in situ</i> and in public use.



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Objective	Met (Yes/No)	Discussion
benefit and minimal disruption of building fabric and grounds when new uses may be proposed for them		

Table 7-7 Review of Objectives for Buildings

Objective	Met (Yes/No)	Discussion
To protect the neighbourhood's historic residential streetscapes	Yes	In general, since the completion of the HCD plan, the historic residential streetscape has been conserved.
To maintain the neighbourhood's six landmarks	Yes	The six historic landmarks have been conserved.
To retain houses erected during Whitby's historic period, to retain exemplary houses which were built after the mid-20 th century, and to favour the retention of the neighbourhood's remaining single-detached houses which to some degree complement houses erected during Whitby's historic period	Yes	Only one historic property within the HCD has been approved for demolition. This demolition was approved due to severe fire damage. One complementary property was demolished in 2023.
To consider buildings which are neither from the historic period nor are complementary to be candidates for demolition and replacement	N/A	No uncharacteristic properties have been proposed for demolition.
To encourage building maintenance and repair	Yes	Numerous properties have had maintenance and repair undertaken, mostly related to masonry work such as repointing.
To encourage restoration of lost or hidden features and materials on buildings from	N/A	No known instances of restoration of lost or hidden



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Objective	Met (Yes/No)	Discussion
the historic period where it is based on documentary and as-found evidence about the building or on comparable local examples		features have been undertaken based on a review of HPs.
To avoid damaging wall cladding material and trim, comprising distinctive features, disguising facades with incongruous elements or otherwise diminishing a building's heritage attributes	Yes	No known instances of damages to wall cladding or other distinctive features have been reported.
To maintain the existing mix of single-detached house sizes as additions and new dwellings are accommodated in the neighbourhood	Yes	The HCD remains predominantly comprised of single detached homes. New additions or structures have not diminished this characteristic.
To keep an ample amount of open space in front yards, side yards, and back yards when new dwellings are constructed	Yes	The HCD retains ample amounts of open space comprised of front yards, side yards, and back yards. The one new development property retains a notable amount of open space in its front yard and back yard.
To limit the height of residential additions and new dwellings out of respect for the prevailing height of houses in the neighbourhood	Yes	New additions respect the prevailing height of the HCD. The new development property has a one storey height compatible with the HCD.
To favour gable or hip roof dwellings	Yes	The new development property has a hip roof.
To prefer locating floor space added onto an existing house away from public view	Yes	Additional floor space is generally located setback from public view.



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Objective	Met (Yes/No)	Discussion
To acknowledge the prevailing front yard setback in the siting of new dwellings	Yes	The new development property contains a compatible setback.
To locate accessory buildings in side yards or back yards	Yes	New accessory buildings have been located in side or back yards.
To prefer red brick as the wall cladding material for a new dwelling	Yes	The new development property is partially clad in red brick

Table 7-8 Review of Objectives for the Public Realm and Private Open Space

Objective	Met (Yes/No)	Discussion
To discourage transforming District streets that show a rural section of shoulders or ditches into streets with a constructed urban section of curb and gutter	No	Since the completion of the HCD Plan, reconstruction of King Street, Centre Street South, Gilbert Street West, and Ontario Street West has included the construction of new curbs
To undertake a study of existing and proposed road character in advance of any public works projects proposed for the road right-of-way	N/A	No studies are known.
To facilitate the safe crossing of pedestrians from Werden's Plan Neighbourhood across major streets	N/A	Since completion of the HCD Plan, no new pedestrian crossings have been completed.
To support conditions suitable for the preservation of mature street trees	Yes	Trees have been preserved and tree removals within the HCD have generally been



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Objective	Met (Yes/No)	Discussion
		limited to trees in declining or poor condition.
To coordinate the renewal of the street tree canopy, replanting with a variety of indigenous shade trees, and taking into consideration the placement of concrete sidewalks, the burial of hydro wires and the viewing of historic architecture	No	There is a lack of newly planted trees within the District; one newly planted tree was found, located on west side of Centre Street South of Pitt Street West.
To acknowledge, preserve and enhance public open space in Celebration Square, the unopened Gilbert Street West right-of-way and former R.A. Sennett schoolyard, the courthouse block, and Rotary Centennial Park	Yes	Since the adoption of the HCD, improvements have been undertaken at the Gilbert Street Road allowance.
To interpret in Rotary Centennial Park the history of Werden's Plan, the neighbourhood that has developed from it, and the Town's first purchase of property	No	No interpretive material related to the Werden's Plan Neighbourhood was noted in Rotary Centennial Park during the field program.
To maintain the neighbourhood's generous amount of private open space in lawn, trees, shrubs, and herbaceous plants	Yes	The HCD remains a neighbourhood characterized by generously sized lawns with trees, shrubs, and plants.
To minimize front yard parking	Yes and No	No significant new front yard parking has been added to the HCD, but there do not appear to have been measures made to actively reduce or minimize existing front yard parking.



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Objective	Met (Yes/No)	Discussion
To locate a new driveway, the width of a single car, in a property's side yard	Yes	New driveways in the HCD have been located in side yards.
To discourage lot severance	Yes	No lot severances have occurred since adoption of the HCD.
To consider the merits of consolidating lots where buildings are neither from the historic period nor are complementary	N/A	No lot consolidations have been proposed.
To protect significant trees on private property	Yes and No	Tree removals within the HCD have generally been limited to trees in declining or poor condition. Town staff have expressed concern that they do not always have a way to verify the health or condition of private trees for removal and there is no existing tree protection by-law in the Town.

7.3.2 Effectiveness of Policies and Guidelines

Since the implementation of the Werden's HCD in May 2019, only two structures have been proposed for demolition, and little to no major alterations have been undertaken to historic or complementary properties within the HCD. It may be that the presence of the HCD in part deters property owners from making substantial changes (like additions or major restoration/alterations). Conversely, it may be that the presence of the HCD has encouraged minimal change to heritage resources. The HCD is also relatively new compared to the Brooklin HCD and came into effect only eight months before worldwide



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shutdowns associated with COVID-19, so there is less data to consider and may be external forces impacting that data.

The streetscape and landscape of the Werden's HCD has generally been conserved and the HCD predominantly remains a collection of detached residential properties on tree lined streets. Many streets within the HCD have been upgraded with new curbs and sidewalks contrary to the objectives of the existing plan. However, the goal of conserving the HCD's identified character must also be balanced with evolving design standards and safety considerations regarding the installation of sidewalks and curbs.



8 Strengths, Weaknesses, Opportunities, and Threats

8.1 Introduction

Based on the review and analysis contained in the proceeding sections, a SWOT analysis was conducted for the Brooklin and Werden's HCDs. The SWOT analysis helps to determine the priorities and direction for next steps in the review and update of the HCD plans by identifying what is currently working well, what has not been effective, what the major threats to each HCD are, and how they can be mitigated through updated HCD Plans.

8.2 Brooklin Heritage Conservation District

8.2.1 Strengths

Conservation of Heritage Properties: As examined in Section 5.2.1, property changes, outside of new development, have been minimal including updates to exterior or roof cladding, paint, windows, and doors. Through HPs, alterations have been compatible to the HCD.

Adherence of New Development, Additions, and Alterations: New development has occurred since the creation of BCSP in 2020 and has largely followed the policies and guidelines of the BCSP and HCD Plan. Development is low-rise, retains a similar setback to adjacent properties, buildings mostly follow the orientation of the street, and use dormers.

Limited Alteration of Private Landscape: Private landscape throughout the HCD (consisting of front yards, side yards, and back yards) have largely retained the mature trees, shrubs, and lawns identified in the HCD Plan.



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8.2.2 Weaknesses

Statement of Cultural Heritage Value and Heritage Attributes: The existing Heritage Character Statement for the HCD is very short, and the character defining elements are broad. The updated HCD Plan can include a more detailed description of the historic neighbourhood including a written description of the boundary, Statement of Cultural Heritage Value, and clear list of heritage attributes.

Property Classifications: The 2006 HCD Study inventory identified properties as being of four categories: no heritage value, Good, Very Good, and Excellent. These properties were not clearly mapped within the HCD Study or Plan. Some of the properties identified as no heritage value that have since been demolished or relocated were late 19th to early 20th century residences that could have been considered to have heritage value given their retained original massing, architectural details, and original building materials. The updated HCD Plans will include mapping of property classifications to assist Town staff, HWAC, and property owners when considering property alterations, additions, demolition, or new development proposals. Property classification terminology may be reviewed to create consistencies between the HCDs, where appropriate.

Sympathetic Development and Infill: While the existing HCD Plan has guided new development to be “heritage friendly development” in design and scale, it has not always been complementary to adjacent properties in its selection of building materials, window, and door placement. The updated HCD Plan can include more specific policies and guidelines for new development.

Sustainability and Accessibility: The HCD Plan does not provide information regarding compatible sustainable design and accessibility improvements. The updated HCD Plan can provide information regarding appropriate sustainable components such as solar panels, heat pumps, and electric car infrastructure. The updated HCD Plan can also provide guidance on harmonizing the need for accessible street infrastructure such



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as building ramps, sidewalks, curbs, and bike lanes with the objective of conserving the District's street pattern.

Signs: The HCD Plan does not have policies or guidelines for signs within the HCD, which contains many commercial properties. Signage for commercial properties within the HCD is an important aspect of the urban fabric. It has an impact on the atmosphere of the street, and it is very important for the well-being of businesses. The updated HCD Plan can include policies that adhere to the Town's Permanent Sign By-law, as well as specific policies and guidelines for signage in the HCD.

Demolition: The HCD Plan does not have policies or guidelines for demolition. The updated HCD Plan can provide policies and guidelines for demolition based on property classifications.

8.2.3 Opportunities

OHA Amendments: Amendments to the OHA that came into effect in 2023 can be incorporated into the HCD Plan Update process. An updated plan will be prepared in conformity with the OHA with regard to identifying the requirements for implementing new procedures and timelines for reviewing HPs.

HCD Statement of Cultural Heritage Value and Heritage Attributes: An updated HCD Plan can describe the CHVI and heritage attributes for the HCD that Town Staff and Council can use when making decisions regarding changes in the HCD. This can assist to determine whether streetscaping, public works, alterations, additions, demolitions, or new development have a positive or negative impact on the District's attributes.

HCD Plan Education and Application: Through consultation with the community, a request was brought forward for a digital form/application that has the guidelines in a checklist format to guide committee members and property owners. This option can be



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discussed with Town staff as part of the HCD update. Community members and the Town also requested more readily available material regarding the benefits of HCDs.

Alignment of HCD Plan with Existing Policy Framework: Based on the review of the applicable policy framework, the HCD Plan can be updated to align with existing provincial and municipal planning policies. The updated HCD Plan can be updated to align with the BCSP and the *Brooklin Urban Design and Sustainable Development Guidelines*.

Tree Removal: The existing Brooklin HCD Plan contains policies for tree preservation and planting, but none regarding tree removals. An updated HCD Plan can provide more information and detailed policies regarding tree removal in the public realm and on private property.

Additional Dwelling Units (ADUs): In November 2024, O. Reg. 462/24 came into force that facilitates the construction of garden suites, which are defined as self-contained living accommodations located with a secondary building, typically within a backyard. The existing HCD Plan does not contain policies or guidelines regarding the construction of ADUs. A revised HCD Plan can provide policies and guidelines regarding the construction of garden suites in back yards of properties.

8.2.4 Threats

Development Pressures: As a target for development and growth since 1995, the Brooklin HCD will continue to experience development pressure for residential, commercial, and mixed use buildings.

Transportation Projects: The HCD contains two provincial highways that will continue to need improvements and ongoing maintenance that can affect the remnant character of the streetscape within the HCD.



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8.3 Werden's Plan Neighbourhood Heritage Conservation District

8.3.1 Strengths

Conservation of Heritage Properties: Many of the heritage properties in the HCD have seen relatively little change since the establishment of the District. In this regard, their character, as was identified at the time of the original 2017 HCD Plan, has largely been conserved.

Adherence of New Development, Additions, and Alterations: New development or alteration that has occurred since the creation of the HCD and has largely followed the policies and guidelines of the HCD Plan. While only one new structure has been built since the completion of the HCD Plan, this structure is a low-rise residential property that maintains a landscaped front yard. Alterations and additions to properties, such as new driveways or accessory buildings, have followed the policies and guidelines of the HCD Plan.

Limited Alteration of Private Landscape: Private landscape throughout the HCD (consisting of front yards, side yards, and back yards) have largely retained the mature trees, shrubs, and lawns identified in the HCD Plan.

Public Realm: The streetscape and landscape of the public realm has generally been conserved and the HCD continues to contain tree lined streets. Improvements to the public realm have been completed since the adoption of the HCD Plan, including at the King Street Park, which converted a municipal right of way into a public park.

8.3.2 Weaknesses

Statement of Cultural Heritage Value and Heritage Attributes: The current HCD Plan does not strictly conform to the requirements of the OHA, as it does not clearly state heritage attributes of the HCD, but rather refers generally to, "Patterns among residential buildings, views of historic landmarks, character of the public realm and



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features of private open space” (Goldsmith Borgal & Company 2017: 26). This makes articulating the specific elements that contribute to the CHVI of the Werden’s HCD challenging and open for interpretation. A clear list of attributes could provide the framework from which alterations, additions, and new development can be assessed to determine if they will impact the HCD’s character.

Sustainability and Accessibility: The HCD Plan does not provide information regarding compatible sustainable design and accessibility improvements. An updated HCD Plan can provide information regarding appropriate sustainable components such as solar panels, heat pumps, and electric car infrastructure. An updated HCD Plan can also provide guidance on harmonizing the need for accessible buildings and street infrastructure such as sidewalks, curbs, and bike lanes with the objective of conserving the District’s street pattern.

Property Classifications: The existing inventory identified “historic”, “complementary (exemplary)”, “complementary”, and “uncharacteristic” properties. In general, historic properties are those built before the mid-20th century, while complementary and uncharacteristic properties are those built from the mid-20th century until the present-day. This framework discounts many mid-20th century minimal traditional and ranch styles residences which support the identified CHVI of the Werden’s HCD. Many mid-20th century residences along Byron Street are detached, low density, residential, and clad in red brick, all of which are considered to be defining characteristics of the HCD.

Demolition: The HCD Plan does not have policies or guidelines for demolition. The updated HCD Plan can provide policies and guidelines for demolition based on property classifications.

Lot Coverage Conflicts: The HCD Plan includes a policy for new development that contradicts the Zoning By-law. This policy within the HCD Plan will need to be reviewed and updated to conform with the Zoning By-law updates.



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8.3.3 Opportunities

OHA Amendments: Amendments to the OHA and O. Reg. 9/06 concerning HCDs that came into effect in 2023 can be incorporated into the HCD Plan Update process. An updated Plan will be prepared to conform with the OHA regarding new procedure implementation and timelines related to HPs.

HCD Statement of Cultural Heritage Value and Heritage Attributes: An updated HCD Plan can describe the CHVI and heritage attributes that can be used by Staff and Council when making decisions regarding changes in the Werden's HCD. This can help to determine whether streetscaping, public works, alterations, additions, demolitions, or new development have a positive or negative effect on the HCD's attributes.

Mid-20th Century Properties: Many mid-20th century residences along Byron Street contain are detached, low density, residential, and clad in red brick, all of which are considered to be defining characteristics of the HCD. A review of properties may consider which mid-20th century properties contribute to the HCD's Statement of Cultural Heritage Value or Interest which would assist the Town and property owners when considering property alterations. The updated HCD Plans will include mapping of property classifications to assist Town staff, HWAC, and property owners when considering property alterations, additions, demolition, or new development proposals. Property classification terminology may be reviewed to create consistencies between the HCDs, where appropriate.

Sympathetic Intensification: Development pressure is expected to increase within and adjacent to the HCD. An updated HCD Plan can provide specific guidelines concerning parts of the Werden's HCD where sympathetic intensification of existing land uses may be appropriate. This will be determined in conjunction with further community and municipal consultation.

Tree Planting and Removal: While the existing HCD Plan encourages the retention and planting of trees, based on the results of the field program, there is a lack of newly



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planted trees within the HCD. Only one newly planted tree was found, located on west side of Centre Street South of Pitt Street West. An updated HCD Plan can provide guidelines on the appropriate planting of new trees, including a list of preferred species, and provide improved guidelines regarding the retention of existing trees in the public and private realm.

Tree Removal: The existing Werden's HCD Plan contain objectives encouraging the retention of mature trees. An updated HCD Plan can provide more information and detailed policies regarding tree removal in the public realm and on private property.

ADUs: In November 2024, O. Reg. 462/24 came into force that facilitates the construction of garden suites, which are defined as self-contained living accommodations located with a secondary building, typically within a backyard. The existing Werden's HCD Plan contain no policies or guidelines regarding the construction of ADUs. A revised HCD Plan can provide policies and guidelines regarding the construction of garden suites in back yards of properties.

HCD Plan Education and Application: Through community consultation, a request was brought forward for a digital form/application that has the guidelines in a checklist format, for both guidance of committee members and property owners. This option can be discussed with Town staff as part of the HCD update. Community members and the Town also requested more readily available material regarding the benefits of HCDs.

Alignment of HCD Plan with Existing Policy Framework: Based on the review of the applicable policy framework, the HCD Plan can be updated to align with existing provincial and municipal planning policies. There are current conflicts between the HCD Plan policies and guidelines and the Zoning By-law.

8.3.4 Threats

Development Pressures: The Town of Whitby, like much of southern Ontario, has experienced steady growth over the last decade. While it is acknowledged that limited



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infill or new development has occurred in the HCD since its adoption, overall development trends and preferences can sometimes be at odds with the HCD Plan. For example, the HCD Plan favours the retention of large front, side, and rear yards. Today, many developers and homeowners prefer a residence with a larger driveway or overall footprint which encloses or paves formerly open space and limits the ability to landscape with mature trees and shrubbery. In addition, density targets to intensify neighbourhoods may conflict with the existing HCD Plan's preference for low density structures with generously sized front, side, and rear yards.

8.4 Conclusion

Overall, the policies and guidelines of both HCDs are generally being met. Both HCDs generally conform to the OHA and continue to meet the threshold for designation but could benefit from clear Statements of CHVI and heritage attributes to guide decision-making and managing change.

The Brooklin HCD Plan contains detailed policies and guidelines and the HCD objectives are generally being met. Alterations to buildings on residential streets have been minimal related to general upkeep. Development has occurred in the commercial core, generally of a height and scale appropriate to the HCD, however this has resulted in the removal of some heritage buildings which is discouraged in the HCD Plan.

The streetscape, structures, and landscape of the Werden's HCD has generally been conserved and the HCD predominantly remains a collection of detached residential properties on tree lined streets. Alterations to buildings have been minimal and only one property has been demolished and replaced since the HCD was adopted.

As per the findings of the SWOT analysis completed above, the Brooklin and Werden's HCD Plans should be updated to include:

- Inclusion of language and timelines to comply with changes to the OHA since 2023



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- Review and clarifications to Statements of Cultural Heritage Value or Interest and identification of heritage attributes for each HCD
- Review and classification of properties that meet two or more criteria of *Ontario Regulation 9/06* for each HCD
- New policies and guidelines regarding new development, sustainability and accessibility, tree removal and planting, ADUs, and demolition
- Alignment of policies and guidelines with existing Town planning documents



9 Preliminary Recommendations

9.1 General Recommendations

9.1.1 Ontario Heritage Act Conformity

The existing Brooklin HCD Plan and Werden's HCD Plan conformed to most of the requirements of the 2005 amendment of the OHA. Subsequent amendments to the OHA that took effect on July 1, 2023, have not altered the requirements for HCD Plans.

However, the OHA amendments have introduced criteria for evaluating CHVI in HCDs using O. Reg. 9/06 (as amended by O. Reg. 569/22). Of this amendment, 25% of properties within a HCD must meet two or more criteria of O. Reg. 9/06. More than 43% of the properties in the Brooklin HCD and 69% of the properties in the Werden's Plan Neighbourhood HCD meet two or more criteria of the OHA. Therefore, the existing Brooklin HCD and Werden's Plan Neighbourhood HCD are considered to meet this threshold and both conform.

Both HCDs could benefit from clearer statements of significance and lists of heritage attributes that reflect the CHVI of the HCDs and serve to guide decision-making and change management in the HCDs.

9.1.2 Policy Framework Alignment

The policies and guidelines of the HCD Plans will need to be updated to align with the Region and Town's existing policy framework, including the current updates to the Town's OP and Zoning By-law. Policies and guidelines will need to adhere to the Region and Town's OP, the CIP, BCSP and DWCSPP, and Zoning By-law. Specifically for Brooklin, the *Brooklin Urban Design and Sustainable Development Guidelines* will need to be cross implemented within the updated Brooklin HCD Plan.



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9.1.3 Updated Statements of Cultural Heritage Value or Interest and Heritage Attributes

The existing Brooklin HCD Plan and Werden's Plan Neighbourhood HCD Plan both contain heritage character statements and descriptions of heritage attributes that do not clearly define or articulate the heritage value of the HCDs following the criteria of O. Reg. 9/06 as required by 2023 changes to the OHA. The Statements of CHVI and heritage attributes will need to be reviewed and clarified as part of the updated HCD Plans.

For the Brooklin HCD, the clarified statement may include:

- A summary of its historical and contextual associations with Baldwin Street that forms the layout of a mid-19th century plank road from which the village developed
- A summary of the representative architectural styles influenced by Brooklin's periods of development in the late 19th to early 20th century (Gothic Revival, Italianate, Edwardian) and post-Second War (Ranch, Modernist, and 20th Century Modern)
- A summary of unique or distinctive elements, such as decorative brickwork porches

Heritage attributes for the Brooklin HCD may include:

- Low-rise commercial and residential character between one and two- and one-half storeys in height
- Historic and contemporary landmarks: 90 Colston Avenue (Stephen Mede Thomas House), 58 Baldwin Street (Balfour Building), 56 Baldwin Street (Royal Canadian Legion), 6-8 Vipond Road (Brooklin Community Centre and Library), 19 Cassels Road East (Brooklin United Church), and 25 Cassels Road East (Brooklin Mill)
- Grass Park's historical association with the community of Whitby
- Cohesive use of setbacks along Baldwin Street
- The Brooklin Pioneer Cemetery's physical and historical connection to the village



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For the Werden's HCD, the clarified statement may include:

- A summary of its historical associations with the Werden's Plan and subsequent phases of development
- A summary of the representative architectural styles within the HCD that demonstrate its periods of development, including Regency, Neoclassical, Georgian, Gothic Revival, Edwardian, Colonial Revival, Vernacular, Minimal Traditional, and Ranch styles
- A summary of the streetscape and landscape features that contribute to the CHVI of the HCD

Heritage attributes for the Werden's HCD may include:

- Low rise residential character between one and two- and one-half storeys in height
- Predominant use of brick as a building/cladding material, specifically red and buff brick
- Generous front and side yard setbacks
- Mature trees that provide a tree canopy in both the public and private realm
- Remaining rural village street cross sections
- Landmarks including
 - St. Mark's United Church (Methodist Tabernacle)
 - The former R.A. Sennett School (King Street School),
 - The former Ontario County Registry Office,
 - The Centennial Building (Ontario County Courthouse)
 - St. Arsenije Sremac Serbian Orthodox Church (St. Andrew's Church of Scotland)
 - Whitby Central Library – and to prefer uses having public benefit and minimal disruption of building fabric and grounds when new uses may be proposed for them

9.1.4 Alignment of Property Classifications

It is recommended that both the updated HCD Plans for Brooklin and the Werden's Plan Neighbourhood clearly articulate properties that meet two or more criteria of



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9 Preliminary Recommendations

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O. Reg. 9/06 under the OHA and contribute to the Statement of CHVI. The classification of these properties will be discussed with Town staff as part of the HCD Plans update.

The properties that contribute to the HCD statement and character will need to be clearly mapped with an address listing so property owners, Town staff, and Council can readily ascertain a property's status and follow the applicable policies and guidelines of the updated HCD Plans.

9.2 Policies and Guidelines

To create HCD Plans that are more user friendly, adhere to current regional and municipal planning frameworks, and manage change within each HCD, the updated policies and guidelines in each HCD Plan should include:

- Sustainability and accessibility
- Detailed guidance on new development with respective building elements, such as windows, doors, fenestration pattern, building materials
- Detailed guidance for alterations to existing structures on windows, doors, fenestration pattern, building materials
- Signs, including their type and placement
- Tree removals and replacement
- Construction and placement of ADUs
- Demolition

The updated HCD Plans will also need to include guidance on when a HP is not required (exempt) for a property within the HCD.

9.3 Public Education and Implementation

From the Phase 1 consultation, opportunities were developed that could enhance the understanding and implementation of the updated HCD Plans for the Town, property owners, and the public. The updated HCD Plans could include a digital form/application with the policies and guidelines in a checklist format.



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Appendix A Public Information Centre 1 Survey

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Appendix A Public Information Centre 1 Survey



Brooklin Heritage Conservation District Plan – Public Information Centre #1 Comment Sheet

1. Are you (check all that apply):
 A business owner in the BHCD A resident in the BHCD A property owner in the BHCD A resident in the Town of Whitby who lives outside of the BHCD

2. Rate your familiarity with the current BHCD Plan (check the most appropriate response):
 Very Familiar Somewhat Familiar Not Familiar

3. What has been your experience living in or owning property in the BHCD (check the most appropriate response):
 Very positive Somewhat positive Neither Somewhat negative Very negative Not Applicable

4. Do you feel the BHCD is achieving its overall objective to conserve and enhance the heritage character of Brooklin?
 Yes No Unsure

5. Do you feel the BHCD is providing adequate protection for heritage buildings?
 Yes No Unsure

6. Do you feel the BHCD creates barriers to change or development?
 Yes No Unsure

7. What do you consider to be the most important buildings, features, or landscapes of the BHCD?

8. What types of buildings or features **do not contribute** to BHCD's heritage character?

9. Do you find the current BHCD Plan easy to use and understand?
 Yes No I'm not familiar with the plan

10. Have you had to obtain a heritage permit for making changes to a property in the BHCD?

- Yes No Not Applicable

11. If yes, how did you find the process?

12. Are there particular actions you think **should** require a heritage permit?

13. Are there particular actions you think **should be exempt** from requiring a heritage permit?

14. If you are not a business owner, resident, or property owner within the BHCD, why do you visit the district?

15. Do you have any general comments you would like to provide about the BHCD or the BHCD Plan Update?

Please place your completed survey in the comment box. Thank you for your feedback!

For additional information or further questions, please contact:

Heritage Planning
Town of Whitby
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Email: heritage@whitby.ca

Stantec Consulting Ltd.
Lashia Jones, Senior Heritage Consultant
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Email: lashia.jones@stantec.com

Werden's Heritage Conservation District Plan – Public Information Centre # 1 Comment Sheet

Changes to the established HCD Plan boundaries are not being considered as part of this review and update.

1. Are you (check all that apply):

- A resident in the WHCD A business owner in the WHCD A property owner in the WHCD A resident in the Town of Whitby who lives outside of the WHCD

2. Rate your familiarity with the current WHCD Plan (check the most appropriate response):

- Very Familiar Somewhat Familiar Not Familiar

3. What has been your experience living in or owning property in the WHCD (check the most appropriate response):

- Very positive Somewhat positive Neither Somewhat negative Very negative Not Applicable

4. Do you feel the WHCD is achieving its overall goal to preserve the neighbourhood's small-town historic character?

- Yes No Unsure

5. Do you feel the WHCD is providing adequate protection for heritage buildings?

- Yes No Unsure

6. Do you feel the WHCD creates barriers to change or development?

- Yes No Unsure

7. What do you consider to be the most important buildings, features, or landscapes of the WHCD?

8. What types of buildings or features **do not contribute** to the WHCD's heritage character?

9. Do you find the current WHCD Plan easy to use and understand?

- Yes No I'm not familiar with the plan

10. Have you had to obtain a heritage permit for making changes to a property in the WHCD?

- Yes No Not Applicable

11. If yes, how did you find the process?

12. Are there particular actions you think **should** require a heritage permit?

13. Are there particular actions you think **should be exempt** from requiring a heritage permit?

14. If you are not a resident or property owner within the WHCD, why do you visit the district?

15. Do you have any general comments you would like to provide about the WHCD or the WHCD Plan Update?

Please place your completed survey in the comment box. Thank you for your feedback!

For additional information or further questions, please contact:

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