

# Town of Whitby

## Staff Report

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**Report Title: Official Plan Amendment and Zoning By-law Amendment, Southwest corner of Winchester Road West and Baldwin Street South. File Nos. DEV-01-26 (OPA-2026-W/01) and DEV-40-45 (Z-22-25)**

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**Report to:** Committee of the Whole

**Date of meeting:** April 13, 2026

**Report Number:** PDP 19-26

**Department(s) Responsible:**

Planning and Development Department  
(Planning Services)

**Submitted by:**

R. Saunders, Commissioner of Planning  
and Development

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

**For additional information, contact:**

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### 1. Recommendation:

1. That Council Approve Official Plan Amendment Number #150 to the Whitby Official Plan (OPA-2026-W/01), as shown on Attachment #7, and that a By-law to adopt Official Plan Amendment #150 be brought forward for consideration by Council;
2. That Council approve the Amendment to Zoning By-law #1784 (File No. Z-22-25), as outlined in Planning Report No. PDP 19-26; and,
3. That a by-law to amend Zoning By-law #1784 be brought forward for consideration by Council.

### 2. Highlights:

- Applications for an Official Plan Amendment and Zoning By-law Amendment have been submitted by Winash Developments Ltd. for lands located at the southwest corner of Winchester Road West and Baldwin Street South.
- If approved, the applications would permit the development of the subject land for a commercial plaza consisting of eight single storey commercial buildings and a two-storey bank/office building, for a total of 8,201 square metres of gross leasable non-residential floor space.

- The Official Plan Amendment Application (DEV-01-26, OPA-2026-W/01) seeks to introduce a site-specific exception to reduce the minimum required building height for non-residential buildings from two storeys to one storey.
- The Zoning By-law Amendment (DEV-40-45, Z-22-25) seeks to rezone the subject land from the Agricultural (A) Zone and Commercial Mixed Use\* Exception 12 (CMU\*-12) Zone to an appropriate Zone Category to permit the development of the site for a commercial plaza with an entrance/gateway feature.
- A related Site Plan Application has also been submitted and is currently under review.

### 3. Background:

#### 3.1. Site and Area Description

The subject land is located at the southwest corner of Winchester Road West and Baldwin Street South (refer to Attachment #1). The subject land is approximately 3.93 hectares (9.71 acres) in size and is currently vacant. A portion of the site, roughly 0.72 hectares (1.77 acres) is currently owned by the Town and is in the process of being sold to facilitate the proposed development.

The subject land is surrounded by the following land uses (refer to Attachment #2):

- Residential, including townhouse and apartment units, on the northside of Winchester Road West;
- Commercial uses (Brooklin Towne Centre plaza) to the east;
- Commercial uses (Brooklin Boroughs plaza) to the south; and,
- Vacant lands (future residential) and some existing commercial uses to the west.

#### 3.2. Applications and Proposed Development

Applications for an Official Plan Amendment and Zoning By-law Amendment have been submitted by Winash Developments Ltd. to facilitate the development of the site for a commercial plaza (refer to Attachment #3). The proposed commercial plaza will act as an extension of the Brooklin Boroughs (Longo's) Plaza located directly to the south. The development proposal includes the acquisition of a 0.72 hectare (1.77 acre) triangular shaped parcel of Town owned land. As a condition of the purchase and sale of the Town owned land, the developer has agreed to establish an entrance/gateway feature at the corner of Baldwin Street South and Winchester Road West, which will include the installation of a community sign (refer to Attachment #4).

The proposed commercial plaza consists of eight single storey commercial buildings and a two-storey bank/office building, for a total of 8,201 square metres (88,274 square feet) of gross leasable non-residential floor space. Retail, bank, office, daycare, restaurant and other commercial uses are anticipated and will be further determined as individual lease arrangements are secured. The proposed development will also include the extension of a Pedestrian Promenade, providing a connection to the urban square at the corner of Winchester Road West and Baldwin Street South.

The Official Plan Amendment is required to reduce the minimum required building height for non-residential buildings from two storeys to one storey.

The Zoning By-law Amendment is required to rezone the Town owned portion of the site from the Agricultural (A) Zone to a Commercial Mixed Use\* (CMU\*) Zone with site specific exceptions. Additional amendments to the existing Commercial Mixed Use\* Exception 12 (CMU\*-12) Zone performance standards for building setbacks, building height, non-residential gross floor area, and others, are also required to permit the proposed development

### **3.3. Documents Submitted in Support**

The following documents were submitted in support of the applications:

- Architectural Drawing Set including site plan (refer to Attachment #3), elevations, floor plans and phasing drawings, prepared by Turner Fleischer, dated September 16, 2025;
- Brooklin Sign Drawings, prepared by Philcan Group, dated July 11, 2025 (refer to Attachment #4);
- Functional Servicing and Stormwater Management Report, prepared by KWA Site Development Consulting Inc., dated September 12, 2025;
- Civil Drawing Set, prepared by KWA Site Development Consulting Inc., dated September 12, 2025;
- Construction Management Report, dated September 12, 2025;
- Arborist Report, prepared by MBTW Group, dated June 27, 2025;
- Photometric Plans, prepared by Hammerschlag & Joffe Inc., dated September 19, 2025;
- Preliminary Geotechnical Investigation, prepared by Golder Associates, dated May 24, 2017;
- Hydrogeological Study, prepared by Soil Engineers Ltd., dated September 2017;
- Landscape Drawing Set, prepared by MBTW Group, dated September 16, 2025;
- Phase One Environmental Site Assessment, prepared by WSP Canada Inc., dated September 3, 2025;

- Phase Two Environmental Site Assessment, prepared by Gemtec Consulting Engineers and Scientists, dated January 5, 2026;
- Planning Rational Report, prepared by GHD, dated September 2025, updated January 2026;
- Stage 1 and 2 Archaeological Assessment, prepared by Archaeological Consultants Canada, dated August 5, 2025;
- Topographic Survey of Town owned lands, prepared by J.D. Barnes Limited, dated November 26, 2024; and,
- Tree Protection Plan, prepared by MBTW Group, dated July 8, 2025.

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

#### **4. Discussion:**

##### **4.1. Provincial Planning Statement**

The Provincial Planning Statement (PPS), 2024 provides policy direction on matters of provincial interest related to land use planning and development. It replaces the previous Provincial Policy Statement and Growth Plan for the Greater Golden Horseshoe. The PPS encourages the achievement of complete communities through planning for a range and mix of land uses, including commercial and employment generating uses.

Policies of the PPS focus growth and development within Settlement Areas and Strategic Growth Areas. Further, the PPS directs that Strategic Growth Areas are to accommodate a significant amount of employment growth and are to be focal areas for commercial development.

##### **4.2. Envision Durham Official Plan**

The subject land is designated as a Regional Centre in Envision Durham, which is also considered a Strategic Growth Area. Regional Centres are intended to be hubs for culture, services and shopping, and a full range of institutional, commercial, and mixed-use/residential uses are permitted. Envision Durham promotes higher density development within Regional Centres and sets an overall long term minimum density target of 100-150 combined people and jobs per gross hectare.

##### **4.3. Whitby Official Plan**

The subject land is designated Major Commercial and is within the Major Central Area Boundary on Schedule 'A' – Land Use and Schedule J and J1 – Brooklin Secondary Plan Schedules of the Town of Whitby Official Plan (Refer to Attachment #5).

Lands within the Downtown Brooklin Major Central Area (MCA) south of Winchester are intended to develop as a higher density mixed-use area that

will serve as the main commercial core in Brooklin (11.4.4.10). Long term, overall targets are established, including a requirement that development approvals within the Downtown Brooklin MCA provide for a minimum gross leasable floor space for the retailing of goods and services of 70,000 square metres (11.4.4.13). Further, a minimum of 750 additional units must be planned and accommodated for in the Downtown Brooklin MCA south of Winchester (11.4.4.15).

The Major Commercial designation is intended to function as an extension of the commercial shopping area in the historic Downtown and act as an urban gateway. Permitted uses include a full range of retail, restaurants, entertainment, cultural, recreational, community, institutional, personal service, business, offices, and supermarket uses.

Policy 11.4.4.14 of the Brooklin Secondary Plan identifies the opportunity for an Urban Square at the southwest corner of Baldwin Street and Winchester Road. Policy 11.4.24.10 further elaborates that the Urban Square shall serve as the pedestrian gateway to the Pedestrian Promenade and Policy 11.4.24.12 states the Urban Square shall contain seating amenities, hard landscaping, natural elements, provide passive recreational uses, and a display of public art. Policy 11.4.24.13 indicates Urban Squares may be developed in public or private ownership, or a combination thereof.

Policy 11.4.15.7 of the Brooklin Secondary Plan states that the minimum building height for non-residential buildings in the Major Commercial designation shall be two storeys. An Official Plan Amendment is required to permit the proposed single storey buildings.

Through the Town's Official Plan Review process, Policy 11.4.15.7, and similar policies for other locations, are proposed to be revised to remove the two-storey minimum height requirement for non-residential buildings. Rather than wait for the Town's Official Plan Review process to conclude, the applicant has chosen to submit a privately initiated site-specific amendment.

#### **4.4. Zoning By-law**

The Town owned portion of the subject land is currently zoned Agricultural (A) and the remainder of the subject land is currently zoned Commercial Mixed Use\* Exception 12 (CMU\*-12) in Zoning By-law 1784 (refer to Attachment #6). The Zoning By-law Amendment proposes to rezone the Town owned land to the Commercial Mixed Use\* Zone and to further adjust performance standards in the Commercial Mixed Use\* Exception 12 Zone in order to facilitate the proposed development.

#### **4.5. Conclusion**

The proposed development will introduce additional commercial/retail gross floor space and generate additional jobs within the Downtown Brooklin MCA, a Strategic Growth Area and Regional Centre. The introduction of additional commercial and retail uses will serve both the Downtown Brooklin MCA and the broader Brooklin community as a whole, contributing towards the achievement of complete communities. The proposed development is consistent with the Provincial Planning Statement and conforms with the Envision Durham Official Plan.

The proposed development will contribute towards achieving overall non-residential targets for the area as established in the Brooklin Secondary Plan. The proposed development will also result in the delivery of an Urban Square at the corner of Baldwin Street South and Winchester Road West. An Official Plan Amendment is required to reduce the minimum height for non-residential buildings; however, this is in alignment with proposed changes being advanced through the Town's Official Plan Review. The proposed Official Plan and Zoning By-law Amendments conform with the Town of Whitby Official Plan.

The commenting departments and external agencies have indicated support for, or no objection to, the proposed development subject to their comments as outlined in Section 7.

It is recommended that Council Approve the proposed Official Plan Amendment and Zoning By-law Amendment Applications.

#### **5. Financial Considerations:**

The Town owned land as illustrated on Attachments #1 and #2 were deemed surplus by Council at its April 28, 2025, meeting. Details regarding an Agreement of Purchase and Sale between the Town and Fieldgate Developments will be presented to Council in a separate report.

#### **6. Communication and Public Engagement:**

A Public Meeting was held on March 2, 2026, regarding the proposed Official Plan Amendment Application and on December 8, 2025, regarding the proposed Zoning By-law Amendment Application. Both meetings were held in accordance with the Whitby Official Plan and Planning Act and provided the public and interested persons and agencies with the opportunity to make representation in respect to the Official Plan Amendment and Zoning By-law Amendment Applications. The meeting minutes are included in Attachment #8.

Two members of the public spoke at the March 2, 2026, Public Meeting regarding the Official Plan Amendment Application. Their comments generally related to concerns / questions about reducing the minimum building height for non-residential buildings from two storeys to one storey. Staff have considered these comments in their review of the applications and note that current market conditions and difficulty finding tenants for second-storey commercial/office space have dictated the applicant's request for reduce minimum building height. One of the buildings is a two-storey bank/office building.

Aside from an email received requesting general information and details of the proposal, there was no written public correspondence on either the Official Plan Amendment or Zoning By-law Amendment Applications.

All individuals who registered as an interested party at one of the statutory public meetings and any individual who requested to be an interested party have been provided notice of the April 13, 2026, Committee of the Whole Meeting.

## 7. Input from Departments/Sources:

Comments received on the Official Plan Amendment application were limited, generally indicating no objection and/or that technical issues would be addressed through the review of the related Zoning By-law Amendment and Site Plan Applications.

The following internal departments and external agencies provided comments indicating no objection to the Zoning By-law Amendment, and/or, provided detailed comments that will be addressed through the related Site Plan Application:

- **Internal:**

- Accessibility;
- Building;
- Community Services - Parks Planning;
- Strategic Initiatives;
- Whitby Fire and Emergency Services;
- Urban Design and Landscaping;
- Engineering; and,
- Development Finance.

- **External:**

- Region of Durham;
- Central Lake Ontario Conservation Authority;
- Bell Canada;
- Enbridge;
- Elexicon;
- Ministry of Transportation Ontario; and,
- Oshawa Airport.

Detailed comments from the above noted agencies and departments related to the Zoning By-law Amendment Application can be found in Attachment #9.

## **8. Strategic Priorities:**

The development review process has provided an opportunity for public and agency input. The proposed development concept will contribute to meeting the priorities of the Community Strategic Plan, specifically:

- Action 3.1.2 under Pillar 3: Whitby's Economy by providing for non-residential floor space which will expand Whitby's commercial tax base; and,
- Action 3.2.5 under Pillar 3: Whitby's Economy by supporting development and improving placemaking in Downtown Brooklin.

## **9. Attachments:**

Attachment #1: Location Sketch

Attachment #2: Aerial Context Map

Attachment #3: Proponents Proposed Site Plan

Attachment #4: Proposed Brooklin Sign Public Art

Attachment #5: Excerpt from the Brooklin Secondary Plan Schedule J1

Attachment #6: Excerpt from Zoning By-law 1784

Attachment #7: Draft Proposed Official Plan Amendment #150

Attachment #8: Public Meeting Minutes

Attachment #9: Agency and Stakeholder Detailed Comments