



# planning for healthy and complete communities

draft  
policy discussion paper

November 2011

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## **FIGURES:**

- Figure 1 - Map 1 to Whitby Official Plan (1995)
- Figure 2 - Proposed New Map 1 to Whitby Official Plan

note:

This draft policy discussion paper has been prepared to provide context, stimulate discussion and allow for comment by council, agencies and the public.

A draft direction in a policy discussion paper is a proposal to modify or enhance existing official plan content or propose new official plan content. The draft directions do not necessarily represent the position of the Town of Whitby or changes that may be considered to the official plan.

author:

This policy discussion paper has been prepared for the Town of Whitby by Meridian Planning Consultants with the assistance of GLPi.



GLPi

## 1.0 INTRODUCTION

An Official Plan is a general land use guide which is intended to provide Council with the basis for making decisions on development applications, changes in land use and community improvements. As set out in the Overview Paper, the Whitby Official Plan Review was initiated in 2007 and in addition to considering changes to Provincial and Regional policy as is required by the *Planning Act*, the Official Plan Review process provides the Town of Whitby with an opportunity to:

1. Re-inforce a number of key policies in the current Official Plan that have worked well and supported desirable development in the right places;
2. Incorporate new policies in the Official Plan that reflect society's desire to foster and encourage the establishment of both a healthy and complete community in Whitby; and,
3. Incorporate new policies on sustainable development that strike a balance between competing environmental, social and economic interests in order to ensure a high quality of life for future generations in Whitby.

The overall intent of the above has at its core the desire to enhance the quality of life for Whitby residents and establishing a very desirable community where residents can live, work and play. It is on this basis that the 'opportunities' identified above are the principal goals of the current Whitby Official Plan Review.

This Policy Paper is about planning for Healthy and Complete Communities.

The terms 'healthy communities', 'complete communities' and 'sustainable development' are all terms that have recently come to the forefront land use planning. Each of these terms while different, have at its core the idea that all of us should be collectively planning to improve our physical, social and built environment to the extent possible through the land use planning process and other processes that are available. Both the Growth Plan for the Greater Golden Horseshoe and the Provincial Policy Statement are to a large extent policy led planning documents that are designed to require municipalities to plan for healthy and complete communities and to incorporate sustainable development, goals and objectives and procedures into their planning processes.

Municipalities are increasingly adopting healthy community principles as the basis for the carrying out of long term land use planning. A direct relationship between land use planning practice and the health of our society has clearly been established, particularly as a consequence of the decisions made historically on how our communities were planned and then shaped. The Growth Plan for the Greater Golden Horseshoe released in 2006 requires that municipality's look to new ways to accommodate growth that breaks from the past, in terms of how communities are designed, and how land uses are mixed, all in an effort to improve our quality of life, our health and our general well-being.

The Growth Plan also requires that all municipalities plan for complete communities. A complete community is defined by the Growth Plan as a community that “*meets peoples needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided.*” In essence, a complete community is a community in which all of the needs of residents can be met without travelling to other communities.

Both of these concepts (healthy communities and complete communities) are explored in this Policy Discussion Paper with a view to determining how contemporary thinking on both concepts can be incorporated within the Official Plan.

Related to the above discussion is a review of sustainable development principles. Sustainability is a concept that means different things to different people. While the concept of sustainability is firmly rooted in the ideal of striking a balance between competing interests in order to ensure a high quality of life for future generations, this balance can be created in a variety of ways.

Most people associate sustainability with the preservation of the natural environment. This may include measures such as technologies that reduce emissions of greenhouse gases such as hybrid cars and wind turbines, or the conservation of natural areas through tools such as nature reserves. These measures to protect the environment are an important element of sustainability. Undoubtedly, the current generation’s stewardship of the local environment and our ability to minimize negative outputs into the global ecosystem are important elements of any sustainable community. However, in order to ensure that the current generation leaves a lasting legacy for future generations, environmental stewardship must be balanced with social responsibility and economic vitality.

Social responsibility means a devotion to equitable treatment for all people. A socially responsible community is one where all residents feel safe, welcome, and are included in the life of the community. This includes ensuring that all members of the community have safe and accessible means of accessing essential services and other amenities, and that there is a vibrant public realm. A socially responsible community is also one that is affordable and where there is social cohesion between diverse groups of people.

Economic vitality requires a diverse range of jobs and access to high quality services in order to support a high quality of life. A prosperous economy is also essential to support and facilitate measures for environmental stewardship and social responsibility.

The intent of this Report to:

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1. Review the Planning Act context that sets the stage for planning for healthy and complete communities;
2. Discuss and comment on the public thoughts on healthy communities, complete communities and sustainable development as it relates to the Official Plan Review;
3. Review Provincial and Regional policy as it applies to complete and healthy communities and make recommendations on how the Official Plan can be enhanced; and,
4. Identify a number of Official Plan Directions that would then provide the basis for the preparation of Official Plan policy in later phases of the Work Program.

## **2.0 PLANNING ACT CONTEXT**

It is recognized that the concept of healthy communities, complete communities and sustainable development goes much beyond an Official Plan. However land use decisions in the Province are governed by the Planning Act and the purpose of the Planning Act itself is instructive in this regard as set out below:

- 1.1** *The purposes of this Act are,*
- (a) *to promote sustainable economic development in a healthy natural environment within the policy and by the means provided under this Act;*
  - (b) *to provide for a land use planning system led by provincial policy;*
  - (c) *to integrate matters of provincial interest in provincial and municipal planning decisions;*
  - (d) *to provide for planning processes that are fair by making them open, accessible, timely and efficient;*
  - (e) *to encourage co-operation and co-ordination among various interests;*
  - (f) *to recognize the decision-making authority and accountability of municipal councils in planning. 1994, c. 23, s. 4.*

Section 2 of the Planning Act also requires that a municipal Council have regard to matters of Provincial interest in carrying out its responsibilities under the Planning Act. This list is extensive and includes the following matters:

- (a) *the protection of ecological systems, including natural areas, features and functions;*
- (b) *the protection of the agricultural resources of the Province;*
- (c) *the conservation and management of natural resources and the mineral resource base;*
- (d) *the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;*
- (e) *the supply, efficient use and conservation of energy and water;*
- (f) *the adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;*
- (g) *the minimization of waste;*

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- (h) *the orderly development of safe and healthy communities;*
- (h.1) *the accessibility for persons with disabilities to all facilities, services and matters to which this Act applies;*
- (i) *the adequate provision and distribution of educational, health, social, cultural and recreational facilities;*
- (j) *the adequate provision of a full range of housing;*
- (k) *the adequate provision of employment opportunities;*
- (l) *the protection of the financial and economic well-being of the Province and its municipalities;*
- (m) *the co-ordination of planning activities of public bodies;*
- (n) *the resolution of planning conflicts involving public and private interests;*
- (o) *the protection of public health and safety;*
- (p) *the appropriate location of growth and development;*
- (q) *the promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians. 1994, c. 23, s. 5; 1996, c. 4, s. 2; 2001, c. 32, s. 31 (1); 2006, c. 23, s. 3.*

The above list is extensive and taken together, all of these Provincial interests touch upon the concepts of healthy communities, complete communities and sustainable development. The matters of Provincial interest detailed above are implemented in policy statements approved by the Provincial cabinet. These policy statements and the process for approving those is detailed within Section 3 of the Planning Act. Section 3(1) of the Planning Act enables the Ministry of Municipal Affairs to issue policy statements that have been approved by the Lieutenant Governor and Council on matters relating to municipal planning that in the opinion of the Minister are of Provincial interest.

Section 3 (5) of the Planning Act then requires that any decision by a Council of any municipality in respect of the exercise of any authority that affects a planning matter shall be consistent with the policy statements issued under sub-section (1) that are in effect on the day of the decision and shall conform with the Provincial plans that are in effect on that date, or shall not conflict with them, as the case may be.

The Policy Statement referenced above is the 2005 Provincial Policy Statement. The Provincial plans identified in sub-section b) above include the Growth Plan for the Greater Golden Horseshoe and the Greenbelt Plan, both of which apply in the Town of Whitby.

While many would consider the Planning Act as the basis for making land use planning decisions, the Planning Act in fact provides the basis for the making of a number of other land use related decisions as well. With respect to public works, Section 24(1) of the Planning Act requires that where an Official Plan is in effect, no public works shall be undertaken and, except as provided in sub-sections (2) and (4) no by-law shall be passed for any purpose that does not conform to the Official Plan. A public work is defined by the Planning Act as “*means any improvement of a structural nature or other undertaking that is within the jurisdiction of the Council of the*

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*municipality or a local board.*” The inclusion of the words “*or other undertaking*” in the definition means that all decisions of a Council, including those decisions that deal with public works are to conform to the Official Plan.

### **3.0 COMMUNITY FEEDBACK**

The concepts of 'healthy communities', 'complete communities' and 'sustainable development' are not new. They have been around for a considerable amount of time. However, there is a renewed focus on these concepts in Provincial and Regional policy with this focus being the result of a desire to change the way planning has occurred in the past and move in a new direction that will provide the basis for making decisions that take future generations into account.

Each of these terms while different, have at its core the idea that all of us should be collectively planning to improve our physical, social and built environment to the extent possible through the land use planning process and the other processes that are available. Both the Growth Plan for the Greater Golden Horseshoe and the Provincial Policy Statement are to a large extent policy led planning documents that are designed to require municipalities to plan for healthy and complete communities and to incorporate sustainable development, goals and objectives and procedures into their planning processes.

Five public workshops were held with the community from March to May 2011 to explore key themes and issues related to the Official Plan Review, sustainability and by definition, planning for complete and healthy communities. Workshop 1 was an introductory session while Workshops 2 through 5 dealt with the following themes:

- a) Community design and development;
- b) Infrastructure;
- c) Downtowns, business and employment;
- d) Transportation;
- e) Open spaces and public places;
- f) Rural and natural environments; and,
- g) Sustainability.

The question of what sustainability means to the participants was explored and as expected, a wide range of perspectives were evident. Some of the high-level perspectives on what sustainability means included:

- a) Having enough – for all – forever;
- b) Self sufficient community;
- c) Communities that meet needs locally while keeping a balance with the environment;
- d) Recognizing what environmental areas need protecting and moving towards protecting and preserving them;

- e) Supporting development of business operations that service the needs of the community so that residents spend \$\$ in Whitby - sustain economic health of Whitby;
- f) Understanding needs of the community with regard to public transportation- develop and improve the transit system to reflect those needs;
- g) Building to meet the needs of the community looking to the future;
- h) Sustainable businesses – vibrant economic community including vibrant downtowns;
- i) Balance social, economic and environmental needs;
- j) Recognizing local variances of context and surroundings; and,
- k) Natural and social capital – natural infrastructure.

It is clear that many of these sentiments and aspirations are also very much related to the planning for complete and healthy communities. Out of the above, and from the many other comments made at the workshops, a number of themes emerged, all of which relate to sustainability and planning for healthy and complete communities in some way, and they are discussed below:

### **Connectivity**

Throughout a number of the workshops, many participants indicated that there was a need for greater connectivity in the Town including between residential areas and parkland, between urban and rural areas and between the urban area and the waterfront.

This desire for connectivity is reflective of the aspirations of many to feel more part of their community, and to contribute to their community and society by being more connected to other places and people. Many examples were offered in terms of how this connectivity could be achieved and they include through education, better transit, walkways, cycling trails, parks, design, and by ensuring that connectivity principles are considered when major plans and policies are formulated. This desire for connectivity has an impact on the transportation, environmental, open space and urban design components of the Official Plan Review and will be a factor that is considered as a consequence.

### **Live, Work and Play**

Many people indicated that, while Whitby was maturing from a bedroom community, to a community where a wider range of services and jobs were available, more needs to be done to ensure that the Town moves towards a more complete and healthy community.

In this regard, a number of comments were made about ensuring that employment opportunities were available locally, there is a range of housing opportunities available for all ages and incomes, and the mixing of land uses was mentioned by many as a positive attribute in terms of allowing for a range of housing types and uses in a

particular area. Many people also commented on how parkland should be utilized and located to ensure that it meets the needs of the community. The comments made in this regard have an impact on the policies in the Official Plan that deal with industrial areas, the downtowns, and commercial areas and on the provision of housing.

### **Creating a Focus (or a series of them)**

Many people focused on three parts of the community that are considered to be the key areas of interest: the two downtowns and the Whitby Waterfront. There were differing views on the types of uses and activities that should be promoted in the waterfront, but there seemed to be general agreement with the positive aspects of improved access to and activity in this area.

Many people felt that more should be done to improve these areas for a variety of reasons and to find ways to bring more people back into the downtown areas in particular as the Town continues to grow. Some examples included allowing for more housing and encouraging public and quasi-public facilities to locate in the downtowns. However, a lack of an appropriate mix of retail and service uses and having to pay for parking were identified as issues as were many others.

However, the main point was that these areas are collectively considered to be the key areas, which establish the Town's identity from a number of perspectives. These areas are also considered to be those areas where visitors would most likely visit in the community. As the Town continues to grow, there will continue to be a need to focus efforts on maintaining and enhancing the identity of these areas since they are important parts of the heritage, character and future of the Town. This desire to maintain and enhance these areas has an impact on a number of components of the Official Plan Review, including those that deal with the downtown areas, the waterfront, urban structure and economic development in general.

### **Sustainability**

Many of the workshop attendees had an excellent grasp of sustainability and what it means to them and for society in general. While many were not aware of how sustainability goals and objectives can be incorporated within a land use-planning framework, many knew what needed to be done even though the implementation of their ideas was undetermined.

However, many clearly indicated that there was a need to provide for more employment opportunities in the Town, as discussed above, since establishing a community where people can both live and work reduces commuting and greenhouse gas emissions.

There also seems to be a clear recognition that achieving greater sustainability is very closely related to enhancing quality of life. On this basis, many of the sustainability themes identified have impacts on issues such as the provision of parkland and other

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amenities for the benefit of local residents. Many also understood that everyone has a role to play in promoting sustainable development objectives and that it is not only up to the Town or government in general to establish and implement these objectives on the ground.

There seemed to be a further recognition that while governments can write policy, develop programs and guidelines, and offer incentives and disincentives, it is the private sector and the resident and business owner that will determine and implement these ideas on the ground. Also, it will be the private sector in particular that will determine whether an idea is economically viable and implementable. In addition, for those matters that are within the jurisdiction of the public sector to implement, the importance of ensuring cost effectiveness is no less important. It is on this basis that a careful balance must be struck between the requirements established by governments and the ability of either the public or private sector to cost effectively meet those requirements as part of future development or programming.

The comments made by the public on sustainability will have an impact on all aspects of the Official Plan Review.

### **Economic Development**

Many workshop participants commented on the desire to ensure that there was a positive economic development climate in the Town. As with the other themes discussed above, economic development objectives and aspirations have an impact on many components of the Official Plan Review.

For those who had an interest in the downtown areas, many suggestions were made on how the downtowns should and could be made more viable. However, there was also recognition that there is only so much the Town could do in this regard, since there is so much choice in the marketplace in terms of obtaining goods and services and because the Town continues to be very much an automobile oriented community.

While the downtowns were the focus of much of the economic development discussion, many other suggestions were made on how the quality of life could be enhanced in the Town, with these enhancements then having an impact on economic development. The thinking is that if the quality of life is enhanced, more people and businesses are attracted to the community either to live and/or invest.

While the sustainability lens as discussed above will be a key component of the Official Plan Review, a second lens will be the economic development lens, since virtually all of the policies in an Official Plan have an impact on the economic development aspirations of a community. This is because there is such a close relationship between establishing a complete community, an excellent quality of life and economic development.

To a very large extent, the Policy Discussion Papers prepared at this point in the Official Plan Review Process, and summarized in Section 4.0 of this Overview Report address the many themes raised by the public.

## **4.0 WHAT IS A HEALTHY COMMUNITY?**

### **4.1 INTRODUCTION**

The World Health Organization defines a healthy city as "*... one that is continually creating and improving those physical and social environments and expanding those community resources that enable people to mutually support each other in performing all the functions of life and in developing to their maximum potential.*"

The World Health Organization also suggested a set of eleven key components that together make up a healthy city:

1. *A clean, safe, high-quality physical environment (including housing quality);*
2. *An ecosystem that is currently stable and is sustainable in the long term;*
3. *A strong, mutually supportive and non-exploitative community;*
4. *A high degree of public participation in and control over the decisions affecting one's life, health, and well-being;*
5. *The meeting of basic needs (food, water, shelter, income, safety, work) for all the city's people;*
6. *Access to a wide variety of experiences and resources with the possibility of multiple contacts, interaction, and communication;*
7. *A diverse, vital, and innovative city economy;*
8. *Encouragement of connectedness with the past, with the cultural and biological heritage, and with other groups and individuals;*
9. *A city form that is compatible with and enhances the above parameters and behaviors;*
10. *An optimum level of appropriate public health and sick care services accessible to all; and,*
11. *High health status (both high positive health status and low disease status).*

### **4.2 PROVINCIAL DIRECTION ON HEALTHY COMMUNITIES**

In 2009, the Province released the Healthy Communities Handbook to disseminate and generate ideas on how communities can be planned more sustainably to promote healthier and more active living. The handbook was the result of an initiative between the Ministry of Municipal Affairs and Housing and the Ontario Professional Planners Institute.

Planning By Design is intended for a range of stakeholders and individuals who focus on and are interested in the connection between health and the built environment, including municipal decision makers, planners, policy makers, developers, architects, designers, health care professionals, among others.

Physical environments play a critical role in the health of individuals and their communities. A number of strategies can promote increased well-being and healthier outcomes, including land use patterns, transportation, public spaces and natural systems. Health problems such as heart disease, asthma, and diabetes lead to lost productivity, increasing demands on public and private resources and result in higher incidences of stress and depression. The intent of the Planning By Design handbook is to provide information and guidance on principles and actions that can be incorporated into the planning of communities that promotes better physical and mental health. Below are the major themes that are explained in the handbook.

### ***Connection between health and land-use planning and design***

Serious health problems result from sedentary lifestyles, poor dietary habits and car dependency including heart disease, obesity, high blood pressure and respiratory diseases. In addition, health care spending is growing faster than the Canadian economy.

Regular physical activities such as walking and cycling can improve physical well-being and reduce associated health costs. Municipal planning and design plays a vital role in impacting the built environment through encouraging physical activities, reducing risk of preventable diseases and reducing health costs.

There are a number of land use components/initiatives/programs/strategies that can result in healthier communities, including land uses that combine homes, shopping, work and community facilities; compact urban form; access to green spaces and recreational facilities, safe and attractive streets and public spaces, among others.

### ***Key characteristics of sustainable community building***

A community's health is influenced by the state of its built environment. There are a number of ways in which communities can be planned and designed to reduce the risks of preventable diseases.

In this regard, the handbook indicates that it is important to assess the following key sustainability characteristics in terms of how they help or hinder health-related land-use goals:

- a) Density;
- b) mix of uses;
- c) mobility options;
- d) connectivity;
- e) concentrated uses;
- f) street design and management;
- g) building design; and,
- h) green infrastructure.

Built environments that function well reflect a range of municipal priorities, such as reducing air pollution, managing traffic congestions, incorporating non-motorized transportation options, and increasing access to recreational facilities.

### ***Municipal Leadership - Ideas and opportunities for health-friendly communities through a municipal checklist***

The handbook identifies a number of actions at the municipal level that can result in moving forward toward a healthy community framework:

- a) An Integrated Planning Process – Participatory approaches that include a diverse range of stakeholders are effective at balancing environmental, social, economic and cultural needs in the community.
- b) Community Assessment – mapping and defining existing community conditions helps to establish a baseline to measure progress and determines barriers and opportunities in the community. These exercises also help in prioritizing recommended changes and focusing on actions to be taken.
- c) Action Planning – Short terms actions (e.g., five years or less) allow for change on a more manageable scale and time-frame and should ideally address an identified health-related matter. An example is trail upgrading through repair and maintenance, better lighting and clear signage. Long term planning (e.g., 10 to 20 years) involves deeper stakeholder and public commitment to health-related goals. An example is community energy plans that determine land-use and design options that result in increased efficiency of energy use.

### ***Planning Act tools to support sustainable development***

The handbook identifies a number of Planning Act tools that give local governments powers to plan for sustainable and healthy communities over the long term. These are set out below:

#### ***A. Community Improvement Plans – Section 28***

Lower-tier municipalities have broad powers to acquire, hold, clear, lease and sell land in designated areas. They also have authority to provide grant or loan incentives to landowners and developers to undertake sustainable activities, such as retrofitting existing buildings for energy efficiency and installation of renewable energy technology.

#### ***B. Minimum and Maximum Standards - Subsection 34(3)***

Municipalities can pass zoning by-laws that guide development towards more compact and intensified built form. By establishing minimum and maximum heights and densities of buildings and minimum lot area, community resources such as land, infrastructure and nearby services can be used more effectively.

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*C. Second Units - Sections 17, 22 and 34*

The ability to plan for as-of-right second units in detached, semi-detached and row houses can support municipal growth management, intensification, transit ridership, lower-cost housing and aging-in-place goals.

*D. Height and Density - Section 37*

Municipalities can allow additional building height and density in exchange for facilities, services or matters as set out in a by-law.

Community benefits that may be achieved include streetscaping such as transit stop shelters, tree plantings, bicycle parking and public art.

Benefits can also include elements that help to offset potential impacts of compact and intensified development such as street furniture for pedestrian comfort, light coloured pavement surfaces to minimize heat absorption or green roofs for rain water capture and carbon uptake.

*E. Site Plan Control – Section 41*

Municipalities are permitted to influence design of development sites, regulating site layout and design, including the placement and orientation of buildings to maximize solar gain in the winter and shade in the summer thereby improving energy efficiency.

Municipalities can also consider external building design details including character, scale and building appearance – e.g., safety through eyes-on-the-street building design, window shading through awnings, overhangs or balconies.

Sustainable streetscape design on adjoining roadways can also be incorporated such as rain-absorbent landscaping, street furniture and curb ramps.

*F. Parkland Dedication – Subsection 42 (6.2)*

Municipalities can provide for a reduction in cash-in-lieu parkland requirements (where parkland cannot be accommodated on-site) in exchange for sustainability features. Examples include green or cool roofing, large-shade-tree plantings paired with good soil, and low-impact storm water management systems.

*G. Subdivision Review and Approval – Section 51*

Municipal review and approval powers can be used to assess the sustainability of street and lot layout at the lot, street and neighbourhood level.

This can include compact form through smaller lot sizes, pedestrian and cycling pathways with connections to off-site walkways and public spaces, and increased green spaces to offset heat island effect.

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#### H. *Development Permit System (Section 70.2 and O. Reg. 608/06)*

This system allows for variations from minimum and maximum standards for height, density and lot area and permits a range of conditions to be imposed on the issuance of a development permit.

These standards include those related to vegetation removal, site alteration, and placement of fill and ongoing monitoring of ground water and soil conditions of remediated properties, to ensure public health and safety and the protection of the natural environment.

Municipalities can also identify discretionary uses subject to specified criteria, such as development conditions in areas adjacent to environmentally sensitive areas or for new construction.

### **4.3 IMPLICATIONS ON TOWN OF WHITBY OFFICIAL PLAN**

The health of any community is a serious matter that requires attention from every level of government and every level of government has a responsibility to improve the health of our residents in any way possible. While neither the Town nor the Region is responsible for health care and it is clearly a Provincial responsibility, both the Region and the Town can have an impact of the health of our community through the land use planning process.

In this regard, Section 1.2.1 of the Region of Durham Official Plan indicates that one of the goals of the Regional Official Plan is *“to create healthy and complete, sustainable communities within liveable urban environments for the enjoyment of present and future residents.”* One of the directions of the Region’s Official Plan is to increase employment opportunities in the Region to create healthy and complete sustainable communities that balance growth in population with growth in employment.

It is in this regard that the Region has established a target jobs to population of 50% (1 job per every 2 persons) in Section 3.2 for the Region as a means to support the development of healthy and complete, sustainable communities that provide a close live/work relationship for residents of the Region. In Section 7.1.6, the Region of Durham Official Plan requires that Urban Areas be distinct and compact to support the development of healthy communities.

To a very large extent, the Region’s Official Plan through ROPA 128 requires that urban areas be more compact and that there be a balance of employment and housing created within the Region in key areas. The Region’s plan also requires higher densities for new development within regional centres and corridors that are well served by public transit. These requirements at the Regional level will establish the basis for developing a more compact community and the more compact the

community is, the more likely that many of the services required by that community can be accessed locally.

In addition to the above, there are many things that could be dealt with through good design that support the notion of creating a healthy community. These range from ensuring that there is a mix of uses in appropriate locations and adopting minimum standards for building height for example to encourage more compact and a more intensified built form. Many of these items can be secured through the planning process utilizing the tools in the Planning Act. On this basis, it is recommended that the Official Plan contain policies that incorporate the goals and objectives articulated in the Region's definition of a healthy, complete and sustainable community.

It is also recommended that policies be established in the Official Plan that provide the basis for:

- a) Considering increases to density and height for development applications where the applicant is providing community benefits such as streetscape improvements, walk and cycling paths, or a green roof.
- b) Adopting minimum standards for building height to encourage more compact, intensified built form.
- c) Requiring site plans to incorporate sustainable building features and streetscape features.
- d) Incorporating a checklist for subdivision applications that considers healthy community objectives such as smaller lots, open spaces, and walkways.
- e) Identifying priority areas for development that satisfy certain public interest objectives.
- f) Requiring mixed use development instead of only encouraging it.
- g) Using development charges obtained through land development and increased density toward improvements that encourage walking, cycling and public transit use such as streetscape improvements and bike paths.
- h) Fast tracking development applications that incorporate healthy community principles such as incorporating public art, green space, and pedestrian corridors.
- i) Incorporating a healthy communities checklist that encompasses a wide range of measures that improve public health through the built environment and requiring applicants to incorporate a certain amount of features into their proposals.

On the basis of the above, below are the suggested Directions for consideration and discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 1 – that the Official Plan include a number of goals and objectives that support the principles of developing a healthy community in Whitby.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 2 – that the Official Plan use the term healthy, complete and sustainable communities as defined in the Region of Durham Official Plan.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 3 – that the Official Plan contain policies that provide the basis for giving priority to those projects which support the Town’s healthy community principles.**

## **5.0 WHAT IS A COMPLETE COMMUNITY?**

### **5.1 INTRODUCTION**

The term ‘Complete Community’ is at the core of the policy framework established by the Growth Plan for the Greater Golden Horseshoe. One of the guiding principles contained in Section 1.2.2 of the Growth Plan is to “*build compact, vibrant and complete communities*”. This principle seeks to reduce money spent on infrastructure, aims to conserve natural resources, and prioritizes the walkability and liveability of communities. The Growth Plan also includes policies that outline how communities should manage growth, plan infrastructure, and protect natural systems, all with the goal of increasing the sustainability of communities within the Greater Golden Horseshoe. The definition of 'complete community' from the Growth Plan is below:

***Complete Communities meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided. (Provincial Growth Plan)***

In essence, a complete community is a community in which all of the needs of residents can be met without traveling to other communities. It is our opinion that every community should be striving to be as complete as possible, provided of course that the economic base can support it.

It is recognized that it could be argued that the Greater Golden Horseshoe (GGH) as an entity is the only true complete community, where services and jobs required for the population are located in a broad sense, although the distances between the people requiring the services and jobs may be quite significant. An example of such a circumstances may be someone living in Whitby, but working at the Chrysler plant in Brampton and obtaining higher order health care in Downtown Toronto. As a result, the definition of ‘community’ does have an impact on the analysis, with the GGH being one community in the Canadian/North American context, with that one large community being made up a cluster of individual communities.

On this basis, there is a need to think about those elements that would make Whitby more 'complete', recognizing that the only 'true' complete community is the GGH itself. Below are some of the elements in this regard:

- a) A strong live/work ratio, where the majority of residents are employed in the community they live;
- b) Choice in the market place, in terms of obtaining goods and services (the larger the community the greater the choice);
- c) A range of educational and training opportunities (from Pre-Kindergarten to Post Secondary);
- d) A range of housing types for all levels of income;
- e) A range of health care services for the majority of the residents (it is recognized that not every hospital can provide higher order services and that medical services are increasingly becoming focused in key hospitals that serve a wide region);
- f) A range of community and social services to assist the majority of those in need in the community;
- g) A range of cultural and recreational opportunities and facilities; and,
- h) A population level and density that supports the provision of public transit.

## **5.2 ANALYSIS**

### **5.2.1 Introduction**

As this Policy Paper and others have established, there are a number of policies at the Provincial, Regional and local level that all combine to potentially shape the nature and context of development in Whitby in the future. It is our opinion that one of the overall intents of the Official Plan Review is to create a land use planning policy and regulatory framework that is unified in its vision and detailed enough to ensure that the vision of establishing a complete community is implemented.

The planning for Whitby cannot occur in isolation of the planning that is being undertaken in other parts of the Town and the Region. The Growth Plan anticipates that the population of the Region will increase and as part of a Region led exercise, there are expectations that every municipality in the Region will accommodate some level of population and employment growth. In addition, the Provincial and Regional policy frameworks direct certain forms and densities of development to the built up area and establish a framework under which such intensification areas are to be assessed for their suitability to accommodate additional growth. On this basis, understanding the role that Whitby will play in the provision of residential, recreational, institutional and employment opportunities is key to understanding how Whitby will relate to and support an overall urban structure in the Region that implements the broad objectives of the Growth Plan.

There are two planning principles that essentially provide the basis for much of the land use planning that is being undertaken in the Province at the present time. One of these principles requires that planning authorities establish a range and mix of uses in

appropriate locations to support the establishment of a complete community, where most of the daily needs of the residents and employees within the community can be met.

The second principle involves planning for healthy communities (as discussed in Section 4.0 of this Policy Paper), where residents and employees are encouraged to lead more healthy lifestyles as a result of the provision of a range and mix of uses, recreational amenities and open space areas. In addition, the establishment of development standards and protocols that promote the efficient use of energy and infrastructure also contributes to the healthy community principle even though the contribution is small in the global context. However, you have to start somewhere. On the basis of the above, an understanding of how the elements of a complete community and a healthy community can be provided in Whitby through the provision of a range of housing types, land uses and open space/recreational uses is required.

With respect to housing forms and types, it is our opinion that every effort should be made to support the provision of a range of housing forms and types to meet as many segments of society as possible so that all have an opportunity to enjoy and benefit from living in a well-planned community in an excellent setting. As a result, understanding what those needs may be in Whitby is one of the other keys to understanding how a sustainable and complete community can be established in Whitby.

However, a complete community cannot exist in the absence of employment and opportunities to provide for and encourage a variety of employment uses in Whitby should be established. In other words, it is our opinion that there is a need to establish a jobs to population ratio in Whitby that not only supports the notion of complete community but which also supports the establishment of Whitby as a destination for employment as well. This is discussed much more fully in the Planning for Employment Policy Discussion Paper.

With respect to recreation and open space uses, the Town of Whitby is already the site of a considerable amount of parkland and other public open space lands and is planned to be the location of a significantly sized building housing a new activity centre (the proposed Abilities Centre). As a result, there is a significant opportunity available to capitalize upon the location of these existing uses and the significant amounts of under-utilized land to provide amenities not only for the residents and employees in the Town but also for the community as a whole. The location of Town-owned land is discussed more fully the Planning for Transportation and Community Infrastructure Policy Discussion Paper.

The Town is already on the right track in many respects in terms of planning for a complete community. As discussed in Section 5.3 of this Policy Paper, the land use concept for the Town currently expressed on Map 1 to the Official Plan is designed to provide for a mix of uses and the concentration of activity in those areas that are the best suited in the Town.

## 5.2.2 New Greenfield Areas

To a large extent, the analysis carried out in all of the Policy Papers are intended to provide the basis for establishing a complete community in the Town of Whitby. Of particular relevance are those Directions in the Planning for Employment Policy Paper and the Urban Design Policy Discussion Paper.

However, there is a need to go beyond those papers in thinking about the future, particularly in newer Greenfield areas. In this regard, it is recommended that, in addition to implementing all of the other Directions identified in other Policy Papers, the Town consider including policies within the Official Plan that provide the basis for the more detailed planning that would occur in any new Secondary Plan Area in the Town, most notably the Brooklin Expansion Area which is agreed to both by the Region and the Town as of November 2011, but which has not been approved. Given that a new Secondary Plan would be prepared, there is an opportunity to review the policies that currently apply to lands that are currently the subject of the Brooklin Secondary Plan

Such a policy framework checklist could require that:

1. Each new Secondary Plan area be planned in a comprehensive coordinated manner;
2. A minimum density be established as part of the Secondary Plan to provide the basis at the outset for all of the planning that needs to be undertaken;
3. New Greenfield areas contain a wide-range and mix of housing types, sizes and affordability to support complete community objectives;
4. New Greenfield areas be designed to contain multiple community core areas that will be the focus of local retail, personal services, human services and community services;
5. Live/work opportunities be provided through land use permissions for combined residential and business or personal services and offices;
6. Each new community area be planned to consider human service needs including educational, social, health, arts, culture and recreation;
7. Retail and service needs be identified for the entire Brooklin community up front and their location, built form and phasing be determined in the Secondary Plan; and,
8. All natural heritage features are identified up front and a strategy for their protection and enhancement be developed.

In addition to the above, it is recommended that a Transportation/Mobility Plan be prepared for new Secondary Plan Areas to ensure that:

1. Communities are designed to have inter-connected and accessible mobility systems with a priority on pedestrian movement;
2. A system of pedestrian and bicycle paths that link the community internally and externally and providing access to the transit system is provided;
3. A Transit Plan that identifies transit routes and corridors is prepared to ensure the early integration of transit into the community;
4. Transit stops are located in such a manner to provide convenient access to the majority of the residents in the area;
5. Schools and community centres are integrated into the overall Transportation Plan and provide the ability to walk, cycle, transit and car pool to these locations;
6. The street network includes continuous collector streets that are both on the north/south and east/west and/or a grid system of streets that are linked to Regional roads; and,
7. The current and future needs of the community (and in the case of Brooklin – all of the lands north of Winchester) are considered.

On the basis of the above, it is suggested that the following Direction be considered for discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 4 – that the Official Plan contain policies that set out the Town’s requirements for the carrying out of new Secondary Plans for new urban areas ensure that:**

1. **Each new community area be planned in a comprehensive coordinated manner;**
2. **A minimum density be established to provide the basis at the outset for all of the planning that needs to be undertaken;**
3. **New Greenfield areas contain a wide-range and mix of housing types, sizes and affordability to support complete community objectives;**
4. **New Greenfield areas be designed to contain community core areas that will be the focus of local retail, personal services, human services and community services;**

5. **Live/work opportunities be provided through land use permissions for combined residential and business or personal services and offices;**
6. **Each new community area be planned to consider human service needs including educational, social, health, arts, culture and recreation;**
7. **Retail and service needs for the entire Brooklin community are identified up front and their location, built form and phasing determined in the Secondary Plan; and,**
8. **All natural heritage features are identified up front and a strategy for their protection developed.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 5 – that the Official Plan contain policies that provide the basis for the preparation of a Transportation/Mobility Plan as part of a Secondary Plan to ensure that:**

1. **Communities are designed to have inter-connected and accessible mobility systems with a priority on pedestrian movement;**
2. **A system of pedestrian and bicycle paths that link the community internally and externally and providing access to the transit system is provided;**
3. **A Transit Plan that identifies transit routes and corridors is prepared to ensure the early integration of transit into the community;**
4. **Transit stops are located in such a manner to provide convenient access to the majority of the residents in the area;**
5. **Schools and community centres are integrated into the overall Transportation Plan and provide the ability to walk, cycle, transit and car pool to these locations;**
6. **The street network includes continuous collector streets that are both on the north/south and east/west and/or a grid system of streets that are linked to Regional roads; and,**
7. **The current and future needs of the community (and in the case of Brooklin – all of the lands north of Winchester) are considered.**

### 5.2.3 Provision of Housing

#### 5.2.3.1 *Introduction*

The provision of housing to Whitby's residents is equally as important as providing green spaces, services and employment in terms of ensuring that all the ingredients of a complete community are present. Section 1.4 of the Provincial Policy Statement (PPS) sets out specific policies with respect to housing. Planning authorities must maintain the ability to accommodate future residential growth, and must provide for a range of housing types and densities by establishing and implementing minimum targets for housing which is affordable to low and moderate income households. Planning authorities must also:

- a) direct the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- b) promote densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of alternative transportation modes and public transit in areas where it exists or is to be developed; and,
- c) establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.

The PPS policies above require that municipalities plan for a broad range of housing types. The intent of these policies is to ensure that there is choice in the marketplace and to also ensure that those who may not be able to afford some forms of housing also have choices as well.

The provision of assisted and social housing is the responsibility of the Region of Durham. However, the policies of the Town's Official Plan will have an impact on the range of housing types that are developed in the Town over the next 25 years.

In this regard, there are two significant Provincial policies that will have an impact on the type of housing built in the future. The first is the requirement that a minimum of 40% of new housing be developed within the Built Boundary, which by definition means that most of this housing will be medium or high density in nature as a consequence of the location of lands within the built boundary in intensification areas and corridors. The second is because of the requirement that the minimum density of new development in Greenfield areas be 50 persons and jobs per hectare. These two factors combined, if implemented, will have a significant impact on the housing mix in the Town of Whitby.

### 5.2.3.2 Housing Mix in Whitby

Durham region has experienced rapid population growth over the past 30 years. The pace is expected to continue over the next 20 years with various demographic and socio-economic shifts influencing the demand for housing over time, shaping the composition of the Region's housing stock.

Table 1 below provides comparative data on building permits issued for new residential dwelling units between 1991 and 2010 for the Town of Whitby. This data provides an indication of housing production by the number, type, and percentage distribution of dwelling unit types.

**Table 1: Total Units Generated by Residential Building Permits - Whitby**

Year	Single, Semis & Links	% of Total	Townhouses	% of Total	Apartments	% of Total	Total
1991	614	55%	117	16%	329	29%	1,045
1992	303	44%	254	37%	125	18%	682
1993	483	75%	158	25%	0	0%	641
1994	751	77%	231	23%	0	0%	982
1995	197	80%	39	16%	9	4%	245
1996	416	86%	63	13%	5	1%	484
1997	683	76%	211	23%	11	1%	905
1998	613	82%	123	17%	11	2%	747
1999	1208	90%	126	9%	6	1%	1340
2000	1146	68%	417	25%	128	7%	1691
2001	1283	74%	434	26%	1	0%	1698
2002	1574	89%	191	11%	119		1884
2003	1890	80%	478	20%	3	0%	2371
2004	899	73%	333	27%	0	0%	1232
2005	1108	73%	143	9%	277	18%	1528
2006	656	54%	163	13%	400	33%	1219
2007	590	56%	185	18%	271	26%	1046
2008	444	64%	249	36%	0	0%	693
2009	290	90%	32	10%	0	0%	322
2010	446	71%	186	29%	0	0%	632
<b>Average</b>	<b>916</b>	<b>73%</b>	<b>239</b>	<b>19%</b>	<b>107</b>	<b>8%</b>	<b>1262</b>

Table 1 indicates that low-density development has been the dominant form of development in the Town of Whitby since 1991. Single, semi-detached and links are the primary dwelling type (73%), followed by townhouses (19%) and apartments (8%), which compose a small percentage of the overall development form.

While the development pattern has been fairly consistent, there are a few trends to consider. The percentage of single, semi-detached and link developments increased from 55% in 1991 to 90% in 1999. During this time period, the percentage of townhouses composing the total number of units ranged from a 9% in 1999 to 37% in 1999. The percentage of apartment units peaked in 1991 (29%) and 1992 (18%), but composed no more than 4% of total units from 1992 – 1999.

Although single and semi-detached units have been the predominant development type over the last 10 years, there was a noticeable decrease between 2002 (89%) and 2008 (54%). Alternatively there were increases in the number of townhouse units, 20% in 2003, 27% in 2004, and 36% in 2008 as well as apartments 18% in 2005, 33% in 2006, and 26% in 2007. Increases in the number of townhouse developments corresponds with a decrease in total number of apartment units, and vice versa. However 2009 and 2010 experienced an increase in the total number of single and semi-detached units composing 90% and 71% of total units with townhouse composing the remaining percentage.

The data in Table 2 reaffirms the low-density nature of the town and demonstrates the 4 predominant housing types; single-detached houses (70.8%), row houses (10.9%), apartments > 5 stories (6.3%), and Apartments < 5 storeys (6.3%) in 2006.

**Table 2: Whitby 2006 Housing Characteristics**

<b>Occupied Private Dwellings as - % of total occupied private dwellings</b>	
Single-Detached Houses	70.8
Semi-Detached Houses	3.5
Row Houses	10.9
Apartments, duplex	2
Apartments in building with fewer than five story's	6.3
Apartments in buildings with five or more story's	6.3
Other dwellings	0.3
Number of owned dwellings	31,285
Number of rented dwellings	5,955
Number of dwellings constructed before 1986	14,315
Number of dwellings constructed between 1986 and 2006	22,925
Dwellings requiring major repair	3.5
Average # of rooms per dwelling	7.4
Dwellings with more than one person per room	0.7
Average value of owned dwelling (\$)	314,350

Source: Statistics Canada, 2006 Census

Although single detached dwellings and other forms of low-density will most likely continue to dominate, the share of low-density units will ultimately decrease. Higher densities will be necessary to meet the needs of smaller households, as families become more diverse and, on average, reflect fewer persons per household, and with limited available land for development.

### 5.2.3.3 *Future Housing Supply*

The Province's Growth Plan has established a number of intensification targets that will lead to the development of neighbourhoods in the future that will facilitate the use of transit and the reduction of greenhouse gas emissions throughout the Greater Golden Horseshoe. The plan requires that at least 40 percent of the growth of each municipality beyond 2015 be achieved through intensification. Any new development in Designated Greenfield Areas is to occur at higher population and employment densities than in the past.

In accordance with the Growth Plan, the Region of Durham is required to plan for more than 960,000 residents and 350,000 jobs by 2031. The majority of this development will be accommodated across the Lake Ontario shoreline municipalities including Pickering, Ajax, Whitby, Oshawa and Clarington, reinforcing the existing urban structure.

One of the primary goals of Durham's Regional Official Plan is to provide a wide diversity of residential dwellings by type, size and tenure in order to satisfy the social and economic needs of the present and future residents of the Region. Although the majority of the housing supplied in Durham and consequently, Whitby, will continue to be lower density units, the share of forecasted growth is expected to be the highest amongst medium-density and high-density units.

Growing Durham represents Durham Region's response to Places Grow and allocated the Province's population and employment projections for Durham from 2006 to 2031 to each of the Region's constituent municipalities, bringing the Region's projections by municipality into compliance with those of the Province's Growth Plan. Growing Durham also projected the number of dwelling units that will be required by structural type in each of Durham's municipalities to accommodate the population growth assigned to Durham by the Province (note that these figures will change slightly as a consequence of modifications made to ROPA 128 by the Province).

As Table 3 demonstrates, the share of new dwellings accounted for by low-density units in Whitby as a whole is predicted to gradually decrease for each 5 year period. The plan allocates a total of 52 percent of Whitby's new units to the low-density category, 18 percent to the medium density category, and 30 percent to the high-density category. By way of comparison, low-density units accounted for 75 percent of the existing units in Whitby in 2006, while medium density units each accounted for 13 percent.

**Table 3: Growing Durham - Five Year Change in the Number of Units (% Change)**

	<b>2006-2011</b>	<b>2011-2016</b>	<b>2016-2021</b>	<b>2021-2026</b>	<b>2026-2031</b>	<b>2006-2031</b>
<b>Low</b>	84	73	58	42	21	52
<b>Medium</b>	14	18	16	18	21	18
<b>High</b>	2	9	26	40	58	30

The Whitby Official Plan already contains a significant amount of policy on housing and the monitoring of housing and it already establishes the basis for requiring that a range of housing types be provided. However, there are a number of new or changed policies in the 2005 PPS that will need to be considered by the Town as part of the Official Plan Review, particularly those that relate to affordability.

On the basis of the above, it is suggested that the following Direction be considered for discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 6 - that the Official Plan contain updated policies to reflect the housing and housing affordability policies in the PPS.**

#### 5.2.4 Planning for Health Care

Planning for health care is increasingly becoming a significant issue in Canada, Ontario and in every municipality. While the responsibility for health care rests with the Federal and Provincial Governments, a number of municipalities have become involved in the debate and discussion about health care and particularly how and where health care facilities can be accessed.

In this regard, growing municipalities like Whitby and others in Southern Ontario have and are working hard on convincing the Provincial Government to either expand and/or develop new hospitals and related facilities in their communities.

It is clear to many that population growth has outstripped to a very large extent the development of new hospitals. In addition, the Province has focused much more on expanding existing hospitals than building new ones to meet demand. The Whitby General Hospital was incorporated in 1962 and the official groundbreaking was on November 5, 1967. The hospital was built on farmland adjacent to the Whitby Psychiatric Hospital. The two separate health care providers would serve the needs of their respective communities, while sharing resources including laundry service and heating facilities. The hospital admitted its first patient on December 17, 1969, followed by the official opening on May 14, 1970.

In the mid-2000s, the Ministry of Health and Long-Term Care reversed a directive from the Health Services Restructuring Commission, which ordered the hospital to close after the renovations to Lakeridge Health Oshawa were completed.

Lakeridge Health Whitby remained open as a specialty hospital with a new direction/vision as a Regional Centre for Health and Aging. In July 2007, Lakeridge Health Whitby was closed due to a fire. The site reopened on March 31, 2011 as a complex continuing care and post-acute rehabilitation facility. On the basis of the above, there is currently no hospital in Whitby and residents have to travel outside of Whitby to obtain health care.

While municipalities do not have direct control over the location of health care facilities, they do have control over land use and a Municipality can identify and plan for health care related uses and facilities by establishing health precincts where these types of facilities would be encouraged to locate. One health precinct already exists within the Town and it is focused on the lands that are the site of Ontario Shorescentre for Medical Health Sciences and the Lakeridge Hospital site. Ontario Shores currently employs over 1,200 people and is one of the largest mental health institutions in Ontario. Interest has been expressed historically to provide for and encourage the development of other health care related facilities in close proximity to these two existing uses.

In addition to the above, there has also been some discussion about establishing health care related facilities in North Whitby which is expected to grow in population over the next 20 to 40 years.

On this basis, there is merit in considering the idea of establishing a health precinct in the vicinity of the Baldwin Street/Winchester Road/Highway 407 area that would be set aside for health care related uses. Lands on the north side of Highway 407 in this area are designated Prestige Industrial (and are proposed to be designated Business Park as per the Planning for Industrial Uses Policy Paper) and based on ROPA 128, health care related facilities would be permitted in this area.

On the basis of the above, it is suggested that the following Direction being considered for discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 7 - that the Official Plan contain policies which establish the basis for the possible identification of health precincts in the Town, with two potential locations being the Lakeridge/Ontario Shores area in Port Whitby and the second being the Baldwin Street/Winchester Road/Highway 407 Area in north Whitby.**

#### 5.2.5 Community Structure

The current Town of Whitby Official Plan has as one of its strong points a policy framework with supporting mapping (**Map 1**) that clearly articulates the structure of the

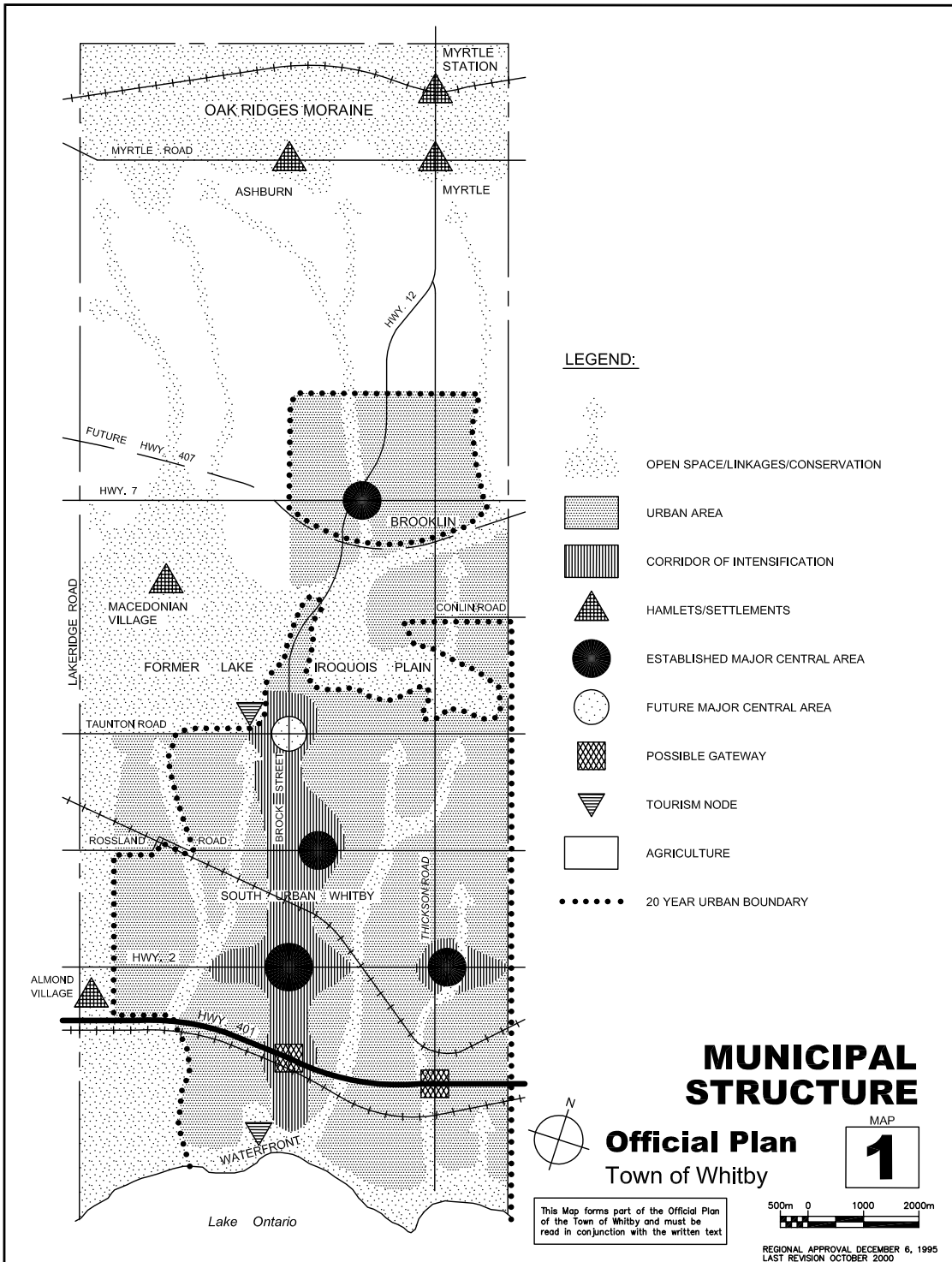
community and how the community is intended to evolve over time in accordance with that structure.

A well articulated community structure is required to ensure that there is a context for all planning decisions. Given the current Provincial policy framework that directs that significant changes occur in existing urban areas to make more efficient use of infrastructure, there is a need to be clear on where change is expected and encouraged in the Town and where change is not expected and is therefore discouraged. This context can be established through a structure plan.

In addition to the above, the community structure plan established by the Official Plan establishes the basis for the making of all land use and infrastructure decisions that have an impact on where people live, work and play and on how they travel through the Town. If the community structure is well thought out (as it is in Whitby), both public and private investment decisions will support both sustainability and healthy community principles by supporting development that makes the best use of infrastructure, minimizes the consumption of land and supports the mixing of uses and activities in appropriate locations.

The key element of the Town's structure plan is the 'Brock Street/Baldwin Street' spine - which essentially serves as the Town's main street linking Brooklin through to Downtown Whitby and then to the waterfront. All Town departments have generally relied upon this planned urban structure in making decisions on the location of facilities and services. In addition, as the Town's population continues to increase, primarily in the Brooklin area, it is planned to site any new major recreational facilities on or near the 'spine' to provide ease of access for all of the residents of the Town. Section 2.4.2 of the Whitby Official Plan establishes the basis for the Municipal Structure Plan, which is established on **Map 1** to the Official Plan, as shown below:

Figure 1: Map 1 to Whitby Official Plan (1995)



The Municipal Structure Plan is intended to establish the basis for where and how development will occur in the Town of Whitby into the future. The Municipal Structure Plan contains the following main elements as set out in 1995:

1. **A south Whitby urban community that can be effectively serviced.**
2. **An expanded urban area for the Brooklin community.**
3. **A rural area which will accommodate the proposed Highway 407 and transitway, major hydro transmission and pipeline rights-of-way, a number of significant wooded areas and conservation areas, the Oak Ridges Moraine, the former Lake Iroquois shoreline, agricultural areas and rural settlement areas.**
4. **Development within Hamlets will be restricted to limited infilling and the population allocated to hamlets is minimal.**
5. **A series of natural features based on a number of valley systems, which are to be maintained and enhanced to provide for, appropriate recreational and conservation activities.**
6. **The protection of agricultural land for agricultural purposes.**
7. **The creation of a diverse Lake Ontario waterfront area used for conservation, recreational and tourism purposes and which also provides opportunities for living and working.**
8. **The intensification of land use along Highway 12 from Port Whitby to Taunton Road and the further intensification of land uses along Highway 2 through the Town.**
9. **The recognition of five major commercial centres to support the needs of Whitby residents.**
10. **The recognition and promotion of major industrial and business employment areas along Highway 401, the proposed 407/transit way corridor and in the Brooklin area.**
11. **The establishment of a number of gateways at strategic entry points to the Municipality.**

All development occurring since the Official Plan was approved has occurred in a manner that is consistent with the Municipal Structure Plan. While there have been a number of Amendments considered that had the effect of varying certain policies on a property by property basis, the overall growth and development pattern provided for in the Municipal Structure Plan has been respected. Without such a Municipal Structure Plan in the Official Plan, there would not be the clarity that currently exists in the Official Plan on what the Town's long-term growth and development strategy is.

Through OPA 90, the Town's Growth Plan Conformity Amendment, the Municipal Structure Map 1 was amended, and Section 2.4 of the Official Plan was modified changing the 20 year planning horizon from 2011 to 2031. Section 2.4.3 was also amended to recognize that the Whitby and Brooklin urban communities can be effectively serviced with an approximate service population capacity of 190,760 to the year 2031. It is noted that the lands proposed for additional urban development in the vicinity of Brooklin have not been approved by the Province (as of October 2011).

The Intensification Strategy Process implemented through OPA 90 provided the Town with a significant opportunity to establish the ground - work for the continuing evolution of the Town into a complete community, that was very much defined by the urban structure plan established on Map 1 as established in 1995.

This evolution has been accelerating in the last few years. However, the continued and sustained focus on intensification in established built up areas where infrastructure and community facilities such as parks and schools already exist, combined with restrictions on the amount of development that can occur outside of the built up area, means that key areas in the Town, the Downtowns, Port Whitby and the GO Station area, and the Centres and Corridors, will become a major focus for development and redevelopment over the next 25+ years, in accordance with Map 1 as established in 1995.

This continued and sustained focus will be entirely consistent with the current overall land use vision for the Town expressed in the Town's Official Plan, which anticipated that intensification would be directed to those parts of the Town that were the most suited, and which continue to be the most suited for this type of development.

In addition, directing intensification to the 'right places' (mostly in the vicinity of the Brock Street/Baldwin Street corridor) will increase the vibrancy of the urban area, bring new people in to support local businesses, create new jobs where people live, provide a broader range of housing choices for Whitby residents and improve the quality of the Town's streets and public spaces. An opportunity also exists to establish a series of design guidelines and standards that will set the stage for the development of attractive projects and appealing neighbourhoods and destinations.

Given the requirements of the Province and the Region, the intent of the Whitby Intensification Strategy was to implement the Province's and the Region of Durham's intensification requirements in a manner that is consistent with the already well - articulated growth and development strategy in the Whitby Official Plan that sets the stage for where and how growth will occur in Whitby in the future. On the basis of an analysis of Whitby's urban structure and the ROPA 128 policy framework, OPA 90 established six separate Intensification Areas:

- a) Downtown Whitby;
- b) Brock/Taunton;
- c) Baldwin/Winchester;
- d) Port Whitby/Whitby GO Station;
- e) Dundas East; and,
- f) Brock/Rossland.

Five of the six Intensification Areas are on the Brock Street/Baldwin Street Spine. It is noted that Intensification Corridors were also established by OPA 90 along a number

of major road corridors in the Town, including Dundas Street, Taunton Road, Brock Street/Baldwin Street, Victoria Street, Winchester Road and Columbus Road.

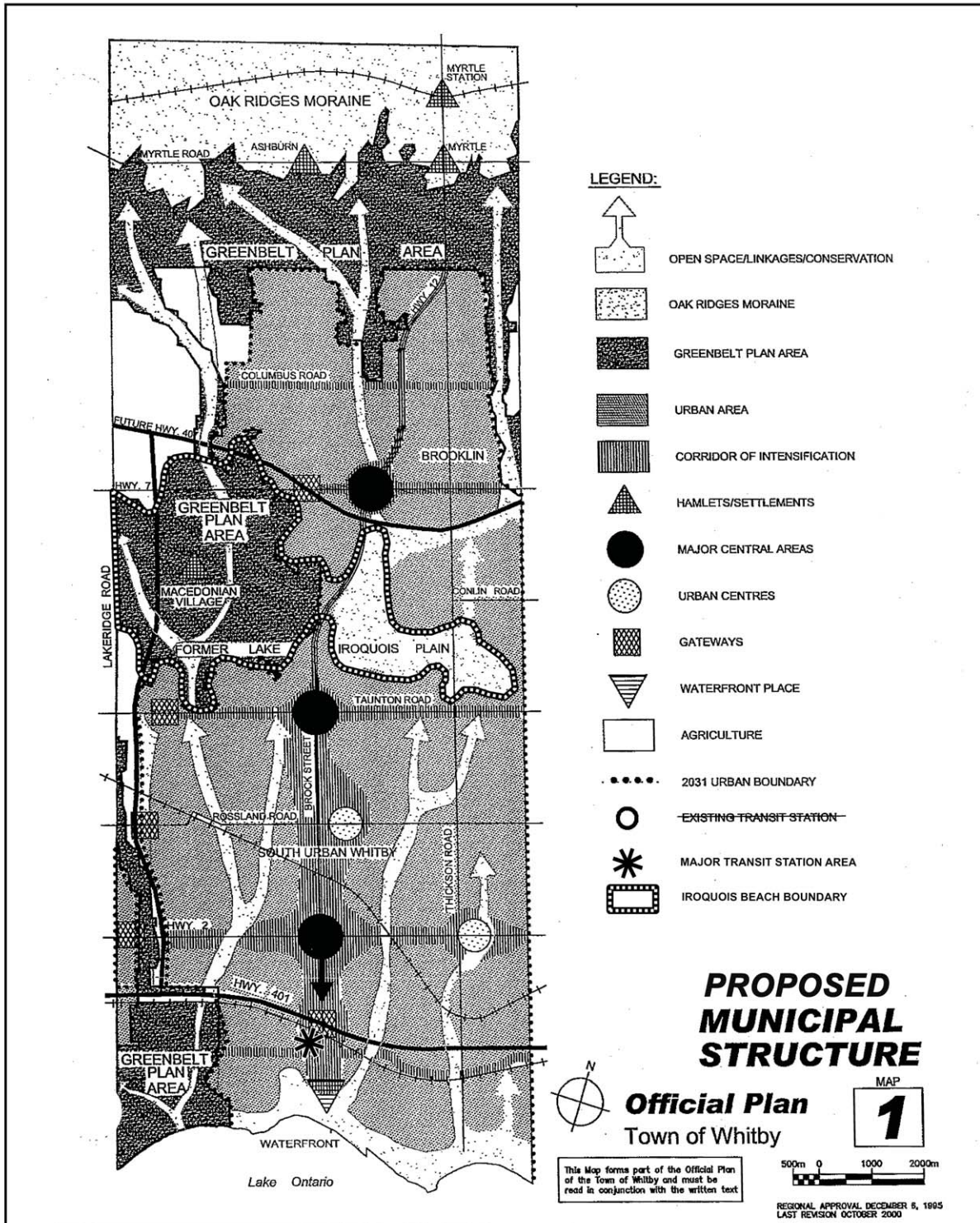
In terms of moving forward, the municipal structure of Whitby as set out on Map 1 should continue to serve as the basis for the making of the key land use decisions that will have an impact on the continuing liveability of the Town and its continuing evolution into a complete community. It is our opinion that the maintenance and enhancement of the municipal structure articulated on Map 1 will be the most significant contributor to achieving the sustainability and healthy community objectives of the Province, Region and the Town.

It is however recommended that Map 1 be amended with the addition of the lands on the Iroquois Beach that proposed to conceptually be one of the most significant open space assets in the Region of Durham. While the programming of the lands has not been established, and many parcels of land in the area remain in private ownership, it is anticipated that the lands will fulfill many functions, given their location and the nature of the many natural heritage features that are located on the lands. It is also anticipated that these 'Central Park' lands will be a source of pride in the community.

It is also recommended that a new linkage be established between Downtown Whitby and Port Whitby to recognize the importance of linking a downtown area that is expected to grow with an emerging development area that is focused on Lake Ontario, a number of significant public recreational facilities, the 401 and the GO station. Including this new linkage not only recognizes the evolution that is already occurring - it will establish the basis for the transformation of this corridor into a vibrant mixed use artery that establishes and sets the stage for Town's continued evolution into a mature urban community.

A modified Map 1 is below (it is noted that the lands proposed for urban expansion in the vicinity of Brooklin continue to be shown as being part of the urban area, although the lands have not been approved for development as of November 2011):

Figure 2: Proposed New Map 1 to Whitby Official Plan



On the basis of the above, it is suggested that the following Directions be considered for discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 8 – that Map 1 of the Official Plan be enhanced by adding the Iroquois Beach Area conceptually as a significant open space component of the Town’s urban structure.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 9 – that Map 1 of the Official Plan be enhanced by linking Downtown Whitby with Port Whitby along the Brock Street Corridor to provide the basis for the transformation of this corridor.**

## **6.0 WHAT IS A SUSTAINABLE DEVELOPMENT?**

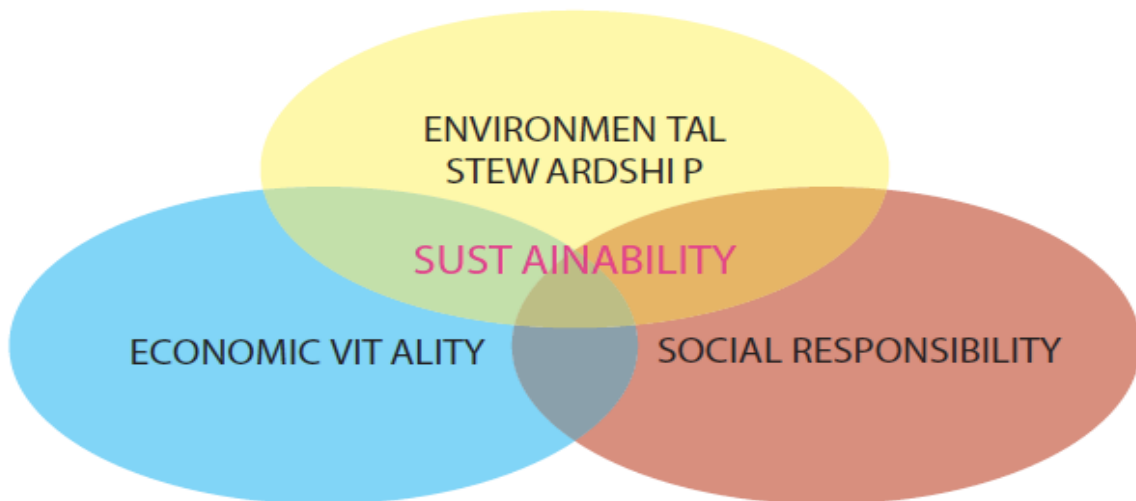
### **6.1 INTRODUCTION**

Sustainability is a concept that means different things to different people. While the concept of sustainability is firmly rooted in the ideal of striking a balance between competing interests in order to ensure a high quality of life for future generations, this balance can be created in a variety of ways.

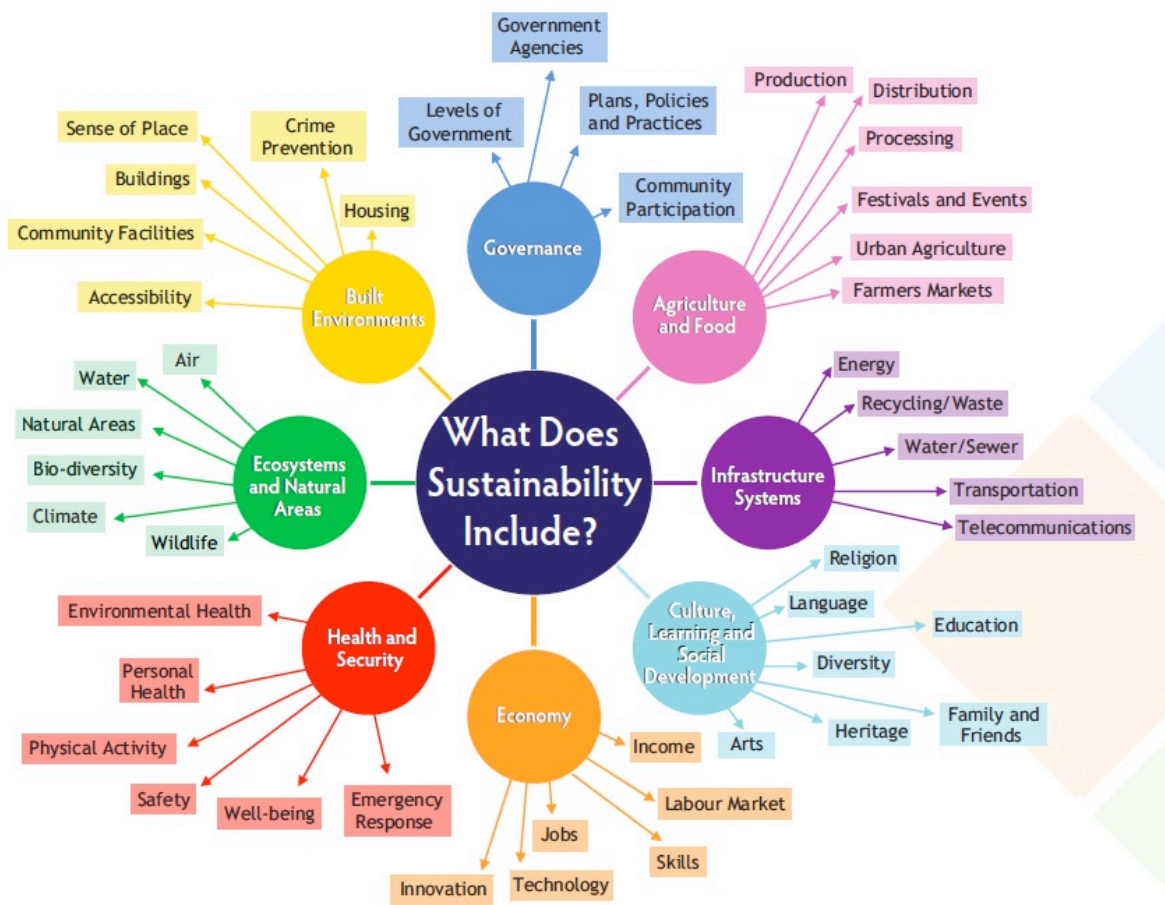
Most people associate sustainability with the preservation of the natural environment. This may include measures such as technologies that reduce emissions of greenhouse gases such as hybrid cars and wind turbines, or the conservation of natural areas through tools such as nature reserves. These measures to protect the environment are an important element of sustainability. Undoubtedly, the current generation’s stewardship of the local environment and our ability to minimize negative outputs into the global ecosystem are important elements of any sustainable community. However, in order to ensure that the current generation leaves a lasting legacy for future generations, environmental stewardship must be balanced with social responsibility and economic vitality.

Social responsibility means a devotion to equitable treatment for all people. A socially responsible community is one where all residents feel safe, welcome, and are included in the life of the community. This includes ensuring that all members of the community have safe and accessible means of accessing essential services and other amenities, and that there is a vibrant public realm. A socially responsible community is also one that is affordable and where there is social cohesion between diverse groups of people.

Economic vitality requires a diverse range of jobs and access to high quality services in order to support a high quality of life. A prosperous economy is also essential to support and facilitate measures for environmental stewardship and social responsibility.



The above diagram is a relatively simple one that is intended to convey what the components of sustainability are. Many other diagrams showing what sustainability is and how the principles should be conveyed have been prepared and an example of one from the Region of Niagara is below:



Source: Region of Niagara

## 6.2 HOW DOES THE PROVINCE CHARACTERIZE SUSTAINABILITY?

The Provincial Policy Statement refers to sustainability in economic, environmental and social terms. Section 1.0 of the PPS states that economic growth, liveable and healthy communities, environmental protection and public health and safety are supported by efficient land use and development patterns. Section 1.1.1 (reproduced below) establishes the intent of the Province with respect to the maintenance of healthy, liveable and safe communities, and is premised on the view that additional growth and development is beneficial to the Province, provided it is appropriately planned. This section also indicates that healthy, liveable and safe communities are sustained by accommodating an appropriate mix of employment (including industrial, commercial and institutional uses) to meet long-term needs. This means that a variety of employment opportunities and employment types should be provided for, much like a range of housing and housing types is also required.

1.1	Managing and Directing Land Use to Achieve Efficient Development and Land Use Patterns
1.1.1	<p>Healthy, liveable and safe communities are sustained by:</p> <ul style="list-style-type: none"> <li>a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;</li> <li>b) accommodating an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses to meet long-term needs;</li> <li>c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;</li> <li>d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;</li> <li>e) promoting cost-effective development standards to minimize land consumption and servicing costs;</li> <li>f) improving accessibility for persons with disabilities and the elderly by removing and/or preventing land use barriers which restrict their full participation in society; and</li> <li>g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.</li> </ul>
1.1.2	<p>Sufficient land shall be made available through intensification and redevelopment and if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities within the area.</p>

### *Economic Sustainability*

Economic sustainability means that long-term prosperity is critical to a high quality of life both now, and into the future. This means that an adequate supply of land must be made available in the right locations, land use planning decisions should not create economic challenges in the future and the use of land and energy must be efficient. Sections 1.1.3.1, 1.1.3.2, 1.3.1 and 1.7.1 are key sections of the PPS in this regard.

### *Social Sustainability*

Social sustainability relates to the creation of communities that are healthy and livable well into the future. Social sustainability is achieved when the environment is treated with care and the physical layout of development is efficient. Section 1.1.1 discussed above offers some insight into the particular ways social sustainability should be achieved. Other key sections of the PPS in this regard include Sections 1.1.3.5, 1.2.1, 1.4, 1.5 and 1.6.

### *Environmental Sustainability*

Environmental sustainability is, in some ways, directly linked to social sustainability. Being environmentally sustainable requires communities to establish necessary restrictions on development, and acquire the knowledge necessary to make good decisions about water resource issues. Environmental sustainability also relates to ensuring public transportation is an option and making sure waste is properly managed. A number of policies relate to environmental sustainability and they are mostly found in Sections 3.1 and 3.2 of the PPS.

## **6.3 HOW DOES THE REGION OF DURHAM CHARACTERIZE SUSTAINABILITY?**

The Region's Official Plan was recently amended by Official Plan Amendment 128 (ROPA 128), which was undertaken to fulfill the requirements of the Growth Plan and bring the Region's Official Plan ("ROP") into conformity with the *Places to Grow Act, 2005*.

Section 3 of the ROP - **economic development** - includes policies on job forecasting and economic expansion and diversification, among other things. It contains the policies that give direction to municipalities like Whitby on how local economies should grow and prosper. One of the primary goals of the Region is articulated in Section 3.2.1, which states:

*Regional Council shall foster a favourable climate for the economic development of the Region and shall promote the Region as a prime location for new business investment.*

There are several policies that operate to support this goal, one example being contained in Section 3.3.4:

*Regional Council shall undertake regular surveys and forecasts to monitor the Region's progress in achieving employment targets and to identify the changing needs and trends of industries and businesses both locally and globally.*

Sections 4 and 5 of the ROP address **social sustainability** within the ROP. Section 4 pertains to housing within the Region and Section 5 relates to cultural, health and community facilities. The goals are generally consistent with those of the PPS and the Growth Plan.

Section 2 of the Plan addresses **environmental sustainability**. For example, Section 2.1.4 states that it will be a goal to:

*To undertake planning functions based on the understanding that there is a relationship between the natural and built environments and the principle of preserving resources and protecting the natural environment for future generations.*

This goal is supported through the policies such as the one contained in Section 2.2.2:

*In the planning and development of the Region the cumulative impact on the environment shall be taken into account by assessing matters such as, but not limited to, the capacity of the natural environment to accommodate development, particularly ground and surface water resources, the maintenance of connected natural systems, and the impacts on environmental features and functions.*

## **6.4 THE PORT WHITBY SUSTAINABILITY COMMUNITY PLAN AND ITS IMPLICATIONS ON THE OFFICIAL PLAN REVIEW**

### **6.4.1 Introduction**

The Port Whitby Sustainable Community Plan (SCP) is the articulation of a vision for a truly sustainable neighbourhood along the shores of Lake Ontario. It takes into account the land use planning and urban design context of Port Whitby, the desire to incorporate elements of complete and healthy community principles, and the desire to provide infrastructure in a manner that is sustainable and appropriate.

The goals of the plan are to address the following questions:



### **whitby official plan review**

1. How can infrastructure in the area be provided and designed in a manner that minimizes energy and water consumption, waste generation and land requirements?
2. How can new buildings in the area be designed and located to minimize energy consumption and support the use of public transit?
3. How can the streets, parks, open spaces and recreational facilities be planned to enhance the quality of the public realm and support sustainability?

Port Whitby has a variety of amenities that make it an ideal site for a Sustainable Community Plan. It is already an attractive community framed by the beauty of the Lake and existing park spaces. The presence of the Whitby GO Station provides an opportunity for the creation of a “transit village” that is based around alternative forms of travel. New growth and development in the area provides an opportunity to improve energy and water efficiency and reduce waste generation throughout the area through the introduction of new systems and technologies. The Sustainable Community Plan seeks to capitalize on these opportunities.

Beyond serving the Town of Whitby, the Port Whitby Sustainable Community Plan has the further potential to serve as an example of sustainable living for people throughout Ontario and the rest of Canada. This is made possible through the support of the Federation of Canadian Municipalities’ Green Municipal Fund. The Green Municipal Fund provides support for innovative environmental infrastructure projects that can serve as an example to other municipalities.

It is important to note that the Port Whitby Sustainable Community Plan is not a statutory plan. It does not establish specific policies or land use permissions. Rather, it is a strategic plan that examines how Port Whitby can grow and develop in a sustainable manner over time. The recommended strategies included in the plan, will be implemented by the Town, or by others, through a variety of implementation mechanisms. It is also a plan that is not tied to a specific timeline. Some of the recommended strategies can be implemented immediately, while others are likely much further in the future. The intent is to set out a bold yet achievable plan for the long-term sustainability of Port Whitby.

#### 6.4.2 Basis for Preparing the Plan

From the beginning the Town emphasized that they wanted a plan that was realistic and attainable. They weren’t interested in a plan that would only be realizable with major public subsidies or grants. They did not want a plan for an “environmental utopia” that would look great on paper but never be achieved. The Town wanted a model, sustainable community that could be replicated elsewhere using the tools that are available to municipalities, not something that would become an isolated example of sustainability in a sea of conventional development. The goal was to identify

aggressive yet practical sustainability measures that could be integrated into the community as it grew and developed over time.

A second unique feature of the PWSCP is the “bottom up” approach that was used to develop its recommendations. The process was designed to identify and address the sustainability issues and aspirations that matter most to the existing Port Whitby residents and landowners as well as to the other residents of the Town.

Third, the PWSCP is based on an integrated technical analysis of the feasibility, effectiveness, and compatibility of sustainability measures across a wide range of issues – land use, economic vitality, energy, water and wastewater, materials and solid waste, environment, habitat and biodiversity, accessibility, and transportation.

Finally, the PWSCP is unique in the strong emphasis that it places on implementation. Far too often, when planning for sustainability, a series of best practices are identified with no consideration of how, or even if, they can be implemented given the tools available to municipalities. In contrast, for the PWSCP, the consideration of implementation mechanisms informed the plan’s development from the very beginning.

#### 6.4.3 The Approach

As mentioned above, the PWSCP was consciously designed as a “bottom up” process. The planning process began with a public workshop, landowner workshop, and agency workshop to identify which sustainability issues mattered most. Should the focus be on water conservation? Waste diversion? Habitat creation? To inform these workshops, the consultant team hosted an evening “Learning Workshop” where they presented recent best practices in sustainability from around the world. The intent of the “Learning Workshop” was to inspire participants and to arm them with ideas to inform the discussion at the various subsequent workshops.

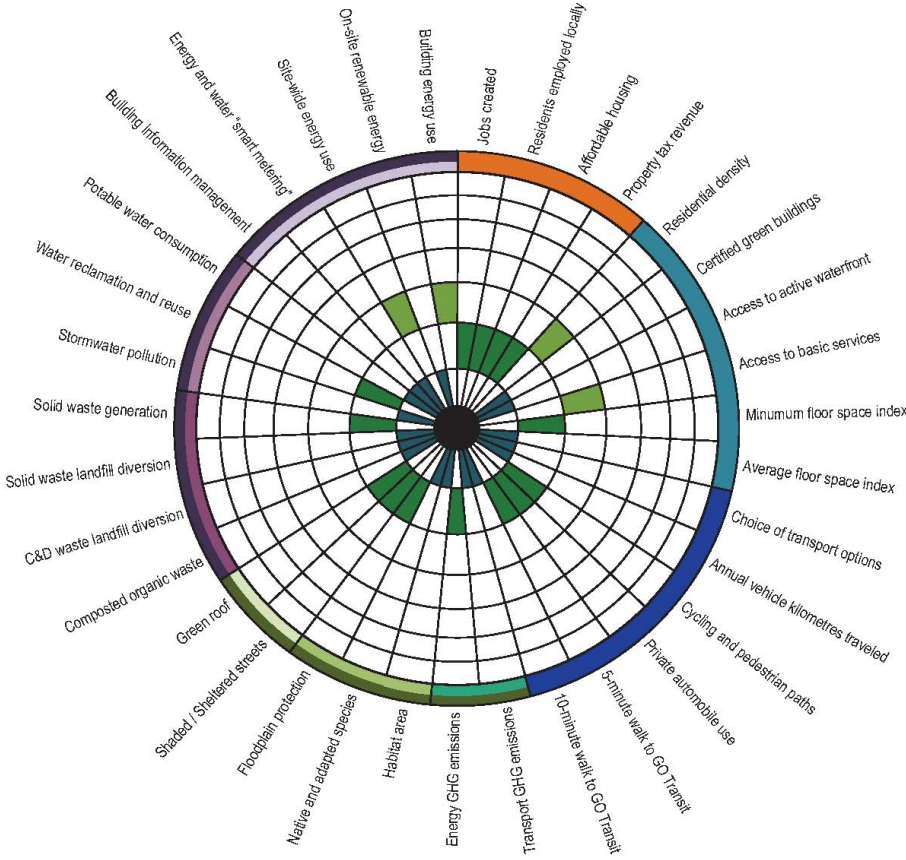
Based on these discussions, the consultant team (led jointly by Meridian Planning Consultants and planningAlliance) identified specific sustainability measures as well as evaluation criteria that addressed the issues that were identified as being most important by the public and stakeholders. Based on these, sustainability scenarios were created that “packaged” the various measures in different configurations. These scenarios were then subjected to a unique evaluation and modeling process. The modeling evaluated how each scenario performed against the evaluation criteria, such as GHG reductions, transit mode shares, vehicle kilometers travelled, job creation, building energy use, household waste generation, and so on.

Concurrently with the performance modeling, the consultant team analyzed the technical and financial feasibility of the various sustainability measures in the Port Whitby context, as well as the potential implementation approaches. This multi-pronged review of the various scenarios and sustainability measures was key to the success of the exercise. By looking simultaneously at performance, technical

feasibility, financial feasibility, and the means of implementing the various options, the process was able to ensure that the ultimate recommendations could result in real change on the ground in Port Whitby.

The sustainability scenarios were also compared against an “existing permissions scenario”. It assumed that future development would take place in accordance with current policy permissions and using contemporary planning, building and infrastructure standards. The results of this analysis were presented and discussed with the public, landowners and agencies at a series of workshops, and documented in a series of technical studies.

The performance of each scenario against the evaluation criteria was illustrated with “bull’s eye” diagrams shown below. The centrepoint of each diagram represents optimal sustainability. Positive sustainability results relative to a particular indicator are shown as green tones toward the centrepoint of the diagram. Average sustainability performance would be shown as yellow tones along the median line of the diagram and poor results would be shown as red tones at the outer edge of the diagram.



#### 6.4.4 The Result

The PWSCP was presented to Town of Whitby Council in September 2010 and was eventually supported by Council in September 2011. The Plan describes the methodology used in reviewing the various sustainability options, and then sets out a series of strategies and recommendations with respect to the following categories:

- a) land use and economic vitality;
- b) energy;
- c) water and wastewater;
- d) materials and solid waste;
- e) environment, habitat and biodiversity; and,
- f) accessibility and transportation.

The Plan is centred around a recommended land use concept that emphasizes a mix of employment and residential development, and focusing density around the GO rail station. It also introduces a new “main street” for the community, and a series of “shared roads” for pedestrians, cyclists, transit and private vehicles.

In addition to the area-wide land use concept, the PWSCP sets out a more detailed concept plan for the redevelopment of the current surface parking around the GO rail station into a new, mixed use, transit-oriented village.

Based on these land use concepts, the PWSCP sets out a series of recommendations for integrating sustainability measures into future development. Examples of the recommendations include:

- a) developing a district heat and power system;
- b) utilizing rooftop solar energy for electricity generation on-site;
- c) augmenting water supply through rainwater harvesting;
- d) implementing three-bin waste collection (via chute or per floor) in all new multi-family residential buildings and commercial buildings;



*Optimal Orientation for Passive Solar Heating of Buildings in Port Whitby*

- e) implementing a Port Whitby Transportation Demand Management strategy;
- f) allowing for the sharing of parking requirements amongst different uses; and,
- g) establishing maximum parking standards.

In keeping with the strong focus of the plan on implementability, the PWSCP includes a section on implementation that identifies Planning Act and non-Planning Act tools and how these can be used to implement specific recommendations of the Plan. Zoning by-laws, parking standards, holding provisions, bonusing, Community Improvement Plans, Development Permit Systems, parkland provision standards, site plan control and urban design guidelines are all discussed. To advance the redevelopment of the GO station site and area, the Town will be considering the pre-zoning of the lands for development in 2011/2012.

The Town is also initiating a Secondary Plan process for Port Whitby in late 2011 that will implement a number of the SCP's recommendations, and a Waterfront Master Plan process that will, among other things, consider options for naturalizing areas of the Port Whitby waterfront (the Waterfront Master Plan process was initiated by the Town in early 2011).

**However, the most significant impact of the SCP process and product has been the opening of a number of minds in Whitby to ideas that are intended to provide for the development of a community that recognizes the finite nature of our resources and that small steps taken at any planning scale have a positive impact on our future. It is on this basis that many of the ideas considered as part of the Port Whitby SCP can be utilized/considered as part of the Official Plan Review process.**

### ***Implications of Port Whitby***

The Port Whitby Sustainable Community Plan resulted in a long-term strategy that requires implementation through a number of means, including an update to the Port Whitby Secondary Plan. However, the process followed in Port Whitby established a new benchmark in the Town of Whitby, in terms of how long-term planning studies are to be carried out. In this regard, the Port Whitby process was not only about land use, it was also about incorporating all other aspects of how we interact with the natural and built environment in the planning process. Specifically, natural heritage protection, community energy needs, urban design, connectivity for all modes of travel and access to transit for all considerations in the planning process. In this regard, all of these factors that do need to be considered in future land use planning exercises. It is in this regard that a number of recommendations are made in this Policy Paper context of Section \_\_\_\_\_ which deals with the planning for new Greenfield community areas in the Town in the future.

## 6.5 IMPLICATIONS ON THE OFFICIAL PLAN

As with the discussion on complete communities, many of recommended Directions and the policies developed as a consequence in the other Policy Papers will support many sustainable development objectives.

However, establishing policy that requires sustainable development to be a consideration as part of any land use planning process is only the first step. To ensure that development is truly sustainable over the long-term, there is a need to develop policies, planning processes and protocols that all support the achievement of a number of sustainable development goals. In this regard, a number of municipalities have established sustainable development checklists that are relied upon to determine whether certain types of development are designed in a manner to be as sustainable as possible.

These checklists should ideally be prepared at the conclusion of a study process that identifies the goals and objectives in the first place, so that there is a starting point for assessment purposes. However, relatively general sustainability checklists can be prepared and then modified over time as new information becomes available. These checklists can be designed with the following themes in mind:

- a) Built form;
- b) Infrastructure;
- c) Natural heritage/natural environment;
- d) Public open space and community infrastructure; and,
- e) Transportation.

In some cases, it may be useful if a series of guiding principles were established to provide the basis for the establishment of the checklist and the measurement of development proposals against that checklist.

There are two basic types of development anticipated in the Town. The first will occur within the existing built up area and will generally occur as infilling of both small and large parcels within the existing urban fabric. The second type of development that is expected to occur is in new Greenfield areas and other redevelopment areas. In the case of Greenfield areas, it is recommended that in addition to considering the establishment of a number of complete community policies as discussed in Section 5.0 of this Policy Paper, that a series of guiding principles that are focused on achieving sustainable development in these new development areas be established as part of any new Secondary Plan prepared by the Town of Whitby. Given that the lands around Brooklin have been identified as a new urban area, this policy framework would be applied primarily in that area.

On the basis of the above, it is suggested that the following Directions be considered for discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 10 – that the Official Plan contain goals and objectives respecting sustainable development that would be relied upon in the preparation of more detailed plans, such as Secondary Plans.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 11 – that the Official Plan include policies that provide the basis for the preparation of sustainability checklists that would be utilized in the review of certain types of development applications and within certain parts of the Town as appropriate.**

## **7.0 ESTABLISHING AN OVERALL VISION**

### **7.1 INTRODUCTION**

One of the overall intents of the Official Plan Review is to create a land use planning policy and regulatory framework that is unified in its vision and detailed enough to ensure that the vision is implemented. On this basis, understanding how the various pieces fit together from a policy and regulatory framework is key to understanding what a potential way forward will be as a product of this exercise.

The planning for Whitby cannot occur in isolation of the planning that is being undertaken in other parts of the Town and the Region. The Growth Plan anticipates that the population of the Region will increase and as part of a Region led exercise and there are expectations that every municipality in the Region will accommodate some level of population and employment growth - this is a fact that cannot be ignored.

In addition, the Provincial and Regional policy frameworks direct certain forms and densities of development to the built up area and establish a framework under which such intensification areas are to be assessed for their suitability to accommodate additional growth. On this basis, understanding the role that Whitby will play in the provision of residential, recreational, institutional and employment opportunities is key to understanding how Whitby will relate to and support an overall urban structure in the Region that implements the broad objectives of the Growth Plan.

There are two planning principles that essentially provide the basis for much of the land use planning that is being undertaken in the Province at the present time. One of these principles requires that planning authorities establish a range and mix of uses in appropriate locations to support the establishment of a **complete community**, where most of the daily needs of the residents and employees within the community can be met.

The second principle involves planning for **healthy communities** where residents and employees are encouraged to lead more healthy lifestyles as a result of the provision of a range and mix of uses, recreational amenities and open space areas. In addition, the establishment of development standards and protocols that promote the efficient use of energy and infrastructure also contributes to the healthy community principle

even though the contribution is small in the global context. However, you have to start somewhere. On the basis of the above, an understanding of how the elements of a complete community and a healthy community can be provided in Whitby through the provision of a range of housing types, land uses and open space/recreational uses is required.

With respect to housing forms and types, the Province, Region and society requires that every effort should be made to support the provision of a range of housing forms and types to meet as many segments of society as possible so that all have an opportunity to enjoy and benefit from living in a well-planned community in an excellent setting. As a result, understanding what those needs may be in Whitby is one of the other keys to understanding how a sustainable and complete community can be established in Whitby.

However, a complete and healthy community cannot exist in the absence of employment and opportunities to provide for and encourage a variety of employment uses in Whitby should be established. In other words, it is our opinion that there is a need to establish a jobs to population ratio in Whitby that not only supports the notion of complete community but which also supports the establishment of Whitby as a destination for employment as well.

With respect to recreation and open space uses, the Town of Whitby is already the site of a considerable amount of parkland and other public open space lands. As a result, there is a significant opportunity available to capitalize upon the location of these existing uses and the significant amounts of under-utilized land to provide amenities not only for the residents and employees in the Town but also for the community as a whole.

## **7.2 OVERALL VISION**

The current Official Plan in Section 2.1 (as reproduced below) establishes eight guiding principles to shape its structure and content. These principles include maintaining and enhancing Whitby's identity within the broader Region, encouraging compact and mix use urban form, providing the fullest opportunities all facets of urban living, establishing linked transportation systems and incorporating community consultation into the planning process. The Plan also provides for balanced growth and eco-system – based strategies to support sustainable development and the maintenance and enhancement of sensitive environmental features and functions.

### **Guiding Principles in Current Official Plan**

- 1. To maintain and enhance Whitby's identity within the Region of Durham and the Greater Toronto Area;**
- 2. To provide for balanced growth and encourage ecosystem-based strategies to support sustainable development;**

3. To encourage the orderly and compact, mixed-use pattern of urban growth through the consideration of all development and intensification proposals and the provision of supporting municipal infrastructure and community facilities;
4. To encourage a liveable, safe and healthy community in Whitby's south urban community and in Brooklin by providing the fullest opportunities for employment, housing, education, arts and culture, recreation, transportation, health services, and the maintenance and enhancement of Whitby's natural and cultural heritage resources;
5. To establish and maintain linked transportation systems through the community for transit, vehicular and pedestrian movement, by road, rail and greenways. These systems will connect living areas with Whitby's central, employment and open space areas, and neighbouring municipalities;
6. To maintain and enhance sensitive environmental features, their function and linkages;
7. To continue to integrate community consultation into the Municipal planning process; and,
8. To conform to the Provincial policy for the Oak Ridges Moraine in accordance with the Oak Ridges Moraine Conservation Plan.

The above principles are then supported by Section 2.2.1, which establishes the assumptions that form the basis for the current Official Plan:

1. Present pressure for growth within the Region will continue;
2. Future urban growth shall be accommodated within serviceable areas. Durham Region's serviced population capacity target of 160,000 in the Municipality is expected to occur over the planning period of the next +30 years to approximately the year 2021. The population within the 20-year period of this Plan is expected to be approximately 125,000 by the year 2011, including a rural population target of 3,000 persons. This target generally reflects the growth patterns of the Region of Durham and the Greater Toronto Area. It is expected that the amount of rural population will remain essentially unchanged over the life of the Plan;
3. There will be a continued demand to provide a variety of housing in terms of type, tenure, density and cost;
4. There is a trend towards the integration of educational and cultural systems;
5. There will be an increase in employment participation within the community, in keeping with the employment target established for the Municipality in the Durham Regional Official Plan;
6. Conventional methods of marketing and retailing will not fundamentally change;
7. Leisure time and demands will continue to increase and leisure activities will become more varied;
8. Agriculture will continue as a viable activity within the community;

9. **Certain parts of the Municipality will require positive schemes for community improvement and the rehabilitation of infrastructure;**
10. **Technological change will not fundamentally alter the present means of transportation, communication and servicing;**
11. **Environmental management considerations will become increasingly important in the Municipality;**
12. **The public need for responsible growth management and fiscal planning is an increasing and vital requirement of the municipality; and,**
13. **Public consultation and involvement in the planning process is a regular practice of the Municipality.**

The above guiding principles and assumptions are then supported by the Development Strategy articulated in Section 2.3 of the current Official Plan. This Development Strategy is intended to set the stage for the policies that follow. Section 2.3.1 in particular as reproduced below focuses in the key elements below to provide for the future needs of the population:

1. **Maintaining and enhancing a healthy and liveable environment through the adoption of appropriate goals and policies to accomplish this;**
2. **Adopting the principle of land stewardship to protect land and water resources from the negative impact of inappropriate use, and premature development;**
3. **Adopting best management practices to manage, enhance, and conserve Whitby's significant natural features;**
4. **Establishing linked parks and open space systems, primarily through the Oak Ridges Moraine, the former Lake Iroquois shoreline, the Lake Ontario waterfront, and Heber Down Conservation Area, and a system of greenways comprising valleylands, parks, utility corridors, and open space systems; and**
5. **Providing community and recreational services and educational and cultural facilities in concert with growth of the Municipality and the ability to afford these services and facilities.**

Section 2.3.3 then specifically deals with some of the individual elements of the Town's Development Strategy as set out below:

1. **Planning for future growth in which the Municipality continues to maintain its share of population and employment within the Region;**
2. **The provision of a future new housing supply having a variety of densities, types and affordability, along with policies to encourage residential intensification;**
3. **The provision of a viable, contiguous, protected agricultural community;**
4. **The establishment of a program of economic development along with the designation of lands for business parks and general industrial uses;**
5. **The provision of transit throughout the urban portion of the municipality in conjunction with transit supportive land uses;**

6. **The development of safe and secure roads, transitways, walkways, trails and bikeways for the efficient movement of people, goods and services;**
7. **The provision of parkland, open space and recreational services and activities;**
8. **The provision of municipal services in a logical sequential manner north from the lakeshore to lands of higher elevation; and**
9. **Directing growth in rural areas to the Hamlets where possible and appropriate.**

On the basis of the work completed to date on the Official Plan review, there is a need to enhance and expand upon the guiding principles, assumptions and the development strategy set out in Sections 2.1, 2.2.1 and 2.3 of the current Official Plan to reflect the three goals that were established for this process as set out in Section 1.0 of this Policy Paper and reproduced below:

1. Re-inforce a number of key policies in the current Official Plan that have worked well and supported desirable development in the right places;
2. Incorporate new policies in the Official Plan that reflect society's desire to foster and encourage the establishment of both a healthy and complete community in Whitby; and,
3. Incorporate new policies on sustainable development that strike a balance between competing environmental, social and economic interests in order to ensure a high quality of life for future generations in Whitby.

It is on this basis that it recommended that consideration be given to establishing a new vision that is forward thinking and speak to the type of community Whitby is and wishes to be over the next 25 years. Any vision also has to be inclusive in terms of including all those in our society, and balanced in terms of balancing social, economic and environment objectives.

In recent years, the Town has carried out much of its land use planning with one basic principle, which has to do with protecting our natural environment. Beginning with the Taunton North Secondary Plan process and then with the West Whitby Secondary Plan process and more recently with the Port Whitby Sustainable Community Plan, a key thread that provided the basis for this work was the protection of our environment and the consideration of our environment first before establishing a land use planning process and land use plan. It is our opinion that this environment first philosophy should form the basis for the Official Plan, particularly since the Official Plan is a land use plan that is intended to manage change and the growth the Municipality to the year 2031 and beyond.

On the basis of the above, it is suggested that a new vision section be prepared and included at the beginning of the Official Plan. It is also recommended that a series of new principles be considered as the basis for determining how the existing Official Plan policy framework will be enhanced and modified to reflect Provincial and Regional policies and the desire to establish a healthy and complete community.

These new principles would be based on the notion that for Whitby to be a successful and desirable community, it must manage change in a manner that without exception, fosters the establishment and maintenance of a high quality community that is considered to be a very desirable place to live, work and play. These recommended principles are below, and each reflect the desire to create a more healthy and complete community. It is noted that it is not the intent to provide detailed wording – instead the intent is to suggest wording and the ideas that should be considered.

## **RECOMMENDED GUIDING PRINCIPLES FOR WHITBY OFFICIAL PLAN**

- 1. To recognize that the Town is made up of a number of desirable, safe and vibrant neighbourhoods that all combine to establish Whitby's identity as a desirable place to live, establish roots, learn and create diverse economic opportunities.**
- 2. To ensure that the land use planning decisions made in the Town provide the basis for managing growth that will support and emphasize the Town's unique character, diversity, civic identity, rural lifestyle, natural heritage and cultural heritage and to do so in a way that has the greatest positive impact on the health of our community and the quality of life enjoyed by residents and business owners alike.**
- 3. To invest in, program and optimally maintain diverse an interconnected system of public spaces that feature convenient, and comfortable access, encourage safe and healthy environments, minimize hazards, are culturally appropriate and attract and serve all components of the population.**
- 4. To shape the pattern of development in the Town by protecting critical community resources such as Iroquois Beach, the Lake Ontario waterfront and the stream and river systems in the Town.**
- 5. To create compact neighbourhoods with a range of services that includes necessary amenities and transportation options and affords equitable access to the ingredients of what makes for economically and socially viable neighbourhoods.**
- 6. To ensure that the character of existing and well established residential neighbourhoods is maintained and enhanced by ensuring that development and redevelopment is compatible, in terms of built form, with the character of adjacent buildings and neighbourhoods and the scale and density of existing development.**
- 7. To ensure that housing is available to all ages, abilities, incomes, and household sizes and be located near public transportation, jobs, and essential goods and services.**
- 8. To support the growth of new industry sectors, and the transition of existing industry sectors, toward practices, products and services that increase their overall viability by establishing a competitive business environment that is able to easily adapt to changing circumstances and priorities.**

9. To encourage the continued revitalization of the two Downtowns, which reflects their heritage significance and promote a mix of uses and attractions for community activities that reinforce the function of the two Downtowns areas as cultural, administrative, entertainment, retail and social focal points of the community.
10. To establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including trains, automobiles, trucks, and public transit, cycling and walking.
11. To ensure that the construction of all infrastructure, or expansions to existing infrastructure, occurs in a manner that is compatible with adjacent land uses and with a minimum of social and environmental impact.
12. To require that local decision-making processes are transparent and evident to the public through the provision of information, participatory tools, education, and an open process.

On the basis of the above, it is suggested that the following Direction be considered for discussion purposes:

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 12** – that a new vision be articulated in the Official Plan that is based on an ‘Environment First’ philosophy, which is a land use planning approach that is to be considered in making all planning decisions whereby the importance of maintaining, restoring and where possible, enhancing or improving natural heritage features and ecological functions is recognized and promoted as a Town priority to be considered in conjunction with other interests in accordance with Provincial policy and legislation.

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 13** – that the Official Plan contain 12 guiding principles that would establish the basis for making planning decisions in the future, as set out below:

1. To recognize that the Town is made up of a number of desirable, safe and vibrant neighbourhoods that all combine to establish Whitby's identity as a desirable place to live, establish roots, learn and create diverse economic opportunities.
2. To ensure that the land use planning decisions made in the Town provide the basis for managing growth that will support and emphasize the Town's unique character, diversity, civic identity, rural lifestyle, natural heritage and cultural heritage and to do so in a way that has the greatest positive impact on the health of our community and the quality of life enjoyed by residents and business owners alike.
3. To invest in, program and optimally maintain diverse an interconnected system of public spaces that feature convenient, and comfortable access, encourage safe and healthy environments, minimize hazards, are

- culturally appropriate and attract and serve all components of the population.
4. To shape the pattern of development in the Town by protecting critical community resources such as Iroquois Beach, the Lake Ontario waterfront and the stream and river systems in the Town.
  5. To create compact neighbourhoods with a range of services that includes necessary amenities and transportation options and affords equitable access to the ingredients of what makes for economically and socially viable neighbourhoods.
  6. To ensure that the character of existing and well established residential neighbourhoods is maintained and enhanced by ensuring that development and redevelopment is compatible, in terms of built form, with the character of adjacent buildings and neighbourhoods and the scale and density of existing development.
  7. To ensure that housing is available to all ages, abilities, incomes, and household sizes and be located near public transportation, jobs, and essential goods and services.
  8. To support the growth of new industry sectors, and the transition of existing industry sectors, toward practices, products and services that increase their overall viability by establishing a competitive business environment that is able to easily adapt to changing circumstances and priorities.
  9. To encourage the continued revitalization of the two Downtowns, which reflects their heritage significance and promote a mix of uses and attractions for community activities that reinforce the function of the two Downtowns areas as cultural, administrative, entertainment, retail and social focal points of the community.
  10. To establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including trains, automobiles, trucks, and public transit, cycling and walking.
  11. To ensure that the construction of all infrastructure, or expansions to existing infrastructure, occurs in a manner that is compatible with adjacent land uses and with a minimum of social and environmental impact.
  12. To require that local decision-making processes are transparent and evident to the public through the provision of information, participatory tools, education, and an open process.

## **8.0 SUMMARY OF DIRECTIONS**

Below are the individual Directions that are suggested for consideration and discussion as part of the Official Plan Review.

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 1 – that the Official Plan include a number of goals and objectives that support the principles of developing a healthy community in Whitby.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 2 – that the Official Plan use the term healthy, complete and sustainable communities as defined in the Region of Durham Official Plan.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 3 – that the Official Plan contain policies that provide the basis for giving priority to those projects which support the Town’s healthy community principles.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 4 – that the Official Plan contain policies that set out the Town’s requirements for the carrying out of new Secondary Plans for new urban areas ensure that:**

- 1. Each new community area be planned in a comprehensive coordinated manner;**
- 2. A minimum density be established to provide the basis at the outset for all of the planning that needs to be undertaken;**
- 3. New Greenfield areas contain a wide-range and mix of housing types, sizes and affordability to support complete community objectives;**
- 4. New Greenfield areas be designed to contain community core areas that will be the focus of local retail, personal services, human services and community services;**
- 5. Live/work opportunities be provided through land use permissions for combined residential and business or personal services and offices;**
- 6. Each new community area be planned to consider human service needs including educational, social, health, arts, culture and recreation;**
- 7. Retail and service needs for the entire Brooklin community are identified up front and their location, built form and phasing determined in the Secondary Plan; and,**
- 8. All natural heritage features are identified up front and a strategy for their protection developed.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 5 – that the Official Plan contain policies that provide the basis for the preparation of a Transportation/Mobility Plan as part of a Secondary Plan to ensure that:**

- 1. Communities are designed to have inter-connected and accessible mobility systems with a priority on pedestrian movement;**

2. **A system of pedestrian and bicycle paths that link the community internally and externally and providing access to the transit system is provided;**
3. **A Transit Plan that identifies transit routes and corridors is prepared to ensure the early integration of transit into the community;**
4. **Transit stops are located in such a manner to provide convenient access to the majority of the residents in the area;**
5. **Schools and community centres are integrated into the overall Transportation Plan and provide the ability to walk, cycle, transit and car pool to these locations;**
6. **The street network includes continuous collector streets that are both on the north/south and east/west and/or a grid system of streets that are linked to Regional roads; and,**
7. **The current and future needs of the community (and in the case of Brooklin – all of the lands north of Winchester) are considered.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 6 - that the Official Plan contain updated policies to reflect the housing and housing affordability policies in the PPS.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 7 - that the Official Plan contain policies which establish the basis for the possible identification of health precincts in the Town, with two potential locations being the Lakeridge/Ontario Shores area in Port Whitby and the second being the Baldwin Street/Winchester Road/Highway 407 Area in north Whitby.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 8 – that Map 1 of the Official Plan be enhanced by adding the Iroquois Beach Area conceptually as a significant open space component of the Town’s urban structure.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 9 – that Map 1 of the Official Plan be enhanced by linking Downtown Whitby with Port Whitby along the Brock Street Corridor to provide the basis for the transformation of this corridor.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 10 – that the Official Plan contain goals and objectives respecting sustainable development that would be relied upon in the preparation of more detailed plans, such as Secondary Plans.**

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 11 – that the Official Plan include policies that provide the basis for the preparation of sustainability**

checklists that would be utilized in the review of certain types of development applications and within certain parts of the Town as appropriate.

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 12** – that a new vision be articulated in the Official Plan that is based on an ‘Environment First’ philosophy, which is a land use planning approach that is to be considered in making all planning decisions whereby the importance of maintaining, restoring and where possible, enhancing or improving natural heritage features and ecological functions is recognized and promoted as a Town priority to be considered in conjunction with other interests in accordance with Provincial policy and legislation.

**HEALTHY AND COMPLETE COMMUNITY DIRECTION 13** – that the Official Plan contain 12 guiding principles that would establish the basis for making planning decisions in the future, as set out below:

13. To recognize that the Town is made up of a number of desirable, safe and vibrant neighbourhoods that all combine to establish Whitby's identity as a desirable place to live, establish roots, learn and create diverse economic opportunities.
14. To ensure that the land use planning decisions made in the Town provide the basis for managing growth that will support and emphasize the Town's unique character, diversity, civic identity, rural lifestyle, natural heritage and cultural heritage and to do so in a way that has the greatest positive impact on the health of our community and the quality of life enjoyed by residents and business owners alike.
15. To invest in, program and optimally maintain diverse an interconnected system of public spaces that feature convenient, and comfortable access, encourage safe and healthy environments, minimize hazards, are culturally appropriate and attract and serve all components of the population.
16. To shape the pattern of development in the Town by protecting critical community resources such as Iroquois Beach, the Lake Ontario waterfront and the stream and river systems in the Town.
17. To create compact neighbourhoods with a range of services that includes necessary amenities and transportation options and affords equitable access to the ingredients of what makes for economically and socially viable neighbourhoods.
18. To ensure that the character of existing and well established residential neighbourhoods is maintained and enhanced by ensuring that development and redevelopment is compatible, in terms of built form, with the character of adjacent buildings and neighbourhoods and the scale and density of existing development.
19. To ensure that housing is available to all ages, abilities, incomes, and household sizes and be located near public transportation, jobs, and essential goods and services.

20. To support the growth of new industry sectors, and the transition of existing industry sectors, toward practices, products and services that increase their overall viability by establishing a competitive business environment that is able to easily adapt to changing circumstances and priorities.
21. To encourage the continued revitalization of the two Downtowns, which reflects their heritage significance and promote a mix of uses and attractions for community activities that reinforce the function of the two Downtowns areas as cultural, administrative, entertainment, retail and social focal points of the community.
22. To establish an integrated transportation system that safely and efficiently accommodates various modes of transportation including trains, automobiles, trucks, and public transit, cycling and walking.
23. To ensure that the construction of all infrastructure, or expansions to existing infrastructure, occurs in a manner that is compatible with adjacent land uses and with a minimum of social and environmental impact.
24. To require that local decision-making processes are transparent and evident to the public through the provision of information, participatory tools, education, and an open process.