planning our built environment

draft
policy discussion paper

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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 planningAlliance
1.0 INTRODUCTION

1.1 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 deals with urban design. Urban design refers to the physical arrangement and resulting appearance and function of a Town’s buildings (such as stores, homes, office buildings and public buildings) and the spaces between its buildings (such as parks, plazas, parking areas and streets). Urban design seeks to integrate these components to create engaging and functional neighbourhoods. Small design improvements can transform buildings and spaces to be safer, more attractive, more accessible and/or more environmentally friendly. Urban design extends to all architectural forms, landscapes and public infrastructure that give shape and visually define our communities.
The purpose of this Policy Discussion Paper is twofold: first, to identify current trends and issues with respect to urban design in Whitby and, second, to explore how urban design can inform the development of the Whitby Official Plan. The Town of Whitby already has a number of urban design provisions in its Official Plan and, less explicitly, in its Zoning By-Law. In addition, urban design guidelines – design parameters that guide the development industry in preparing development concepts and the Town in assessing applications and undertaking its own public realm improvements – exist for several neighbourhoods. However, no comprehensive urban design vision and no urban design tools have been established for the Town overall.

Recent provincial and regional policy has created new expectations and requirements for municipalities to more carefully address issues of urban design. Increasingly, citizens are also placing higher standards on municipalities and the development industry with respect to urban design. In Whitby, considerable urban development and redevelopment is expected in the coming years. These changes will touch all corners of Whitby, from traditional centres, retail plazas and employment areas to well-established residential communities and Greenfield areas. The purpose of the Official Plan is to guide and shape this growth. Urban design will be an important part of that. The Town, its citizens and its stakeholders are going to require both the right set of urban design tools and a well-articulated urban design vision for how Whitby wants to grow. This Policy Paper explores how urban design considerations through the Official Plan Review can help ensure that new development is attractive, well planned and well integrated with surrounding development.

1.2 STRUCTURE OF THE DISCUSSION PAPER

The Urban Design Discussion Paper contains the following sections.

1. Introduction
2. Overview of Provincial Policy
3. Overview of Regional Policy
4. Overview of Current Town Policy
5. Recent Trends in Urban Design
6. Analysis & Recommended Directions

Brock Street, south of Taunton Road
2.0 OVERVIEW OF PROVINCIAL POLICY

2.1 ONTARIO PLANNING ACT

Ontario’s Planning Act is the provincial legislation that sets the foundation for land use planning in Ontario. Its stated purposes are to promote sustainable economic development, foster a healthy natural environment, coordinate provincial and municipal planning, and facilitate cooperation amongst diverse vested interests. It also provides the legislative basis for Official Plans.

A number of Planning Act provisions affect a municipality’s ability to shape urban design and urban form:

2.1.1 Zoning

Section 34 of the Planning Act allows municipal councils to pass Zoning By-laws. Zoning achieves a very direct impact on building form by allowing a municipality to, among other controls, stipulate building setbacks, specify building heights and regulate landscaping. Section 34 permits municipalities to have broad control “over height, bulk, location, size, floor area, spacing, character and use of buildings or structures.” Many of these zoning considerations are directly related to urban design issues.

2.1.2 Site Plan Control

Section 41(4) of the Planning Act sets the framework for municipalities to regulate site plan design. This section gives municipalities the authority to require developers to submit applications for Site Plan Approval, and to enter into Site Plan Agreements, as part of the development approvals process. Under the current Whitby Official Plan, all development is subject to site plan control under this provision of the Planning Act.

Site Plan Approval applications typically show building locations, elevations, cross-sections, relationships to other buildings, streets and public areas, locations of interior walkways, elevators and escalators that are accessible to the public as well as exterior design elements. As a result of recent changes to the Planning Act, municipalities are now able to regulate a wider range of issues as part of their site plan control powers, including many which directly relate to urban design considerations. These include such items as exterior building materials and colours, window types, and roofline articulation. In addition, the Planning Act also gives municipalities the ability to control and require the application of “sustainable design features” on municipally-owned boulevards, such as transit shelters, bike infrastructure, street furniture and plantings.

2.1.3 Plan of Subdivision

Section 51(24) of the Planning Act establishes the scope within which municipalities can set criteria for considering a draft plan of subdivision in regards to “health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality.” Among the features of urban design that can be controlled through the plan of subdivision approval process are the number, width, location and proposed grades and elevations of roads as well as the dimensions and shapes of the proposed lots.
2.1.4 Bonusing

Section 37 of the Planning Act gives municipalities the authority to grant “bonuses” to private developers, for example allowing developers to build taller or denser structures than allowed by the Zoning By-law in exchange for providing community benefits. From an urban design perspective, both the nature of the taller or denser structures that are “bonused” and the nature of the community benefits that are extracted from the applicant can have a significant urban design impact. The current Whitby Official Plan takes advantage of the Planning Act bonussing provisions by permitting developments to exceed their zoning within Major Central Areas in exchange for community benefits such as the preservation of heritage buildings, provision of major cultural or arts facilities, creation public squares or construction of special needs housing.

2.1.5 Community Improvement Areas and Plans

Section 28 (2) of the Planning Act allows municipalities to designate Community Improvement Areas. It states that “where there is an official plan in effect in a local municipality or in a prescribed upper-tier municipality that contains provisions relating to community improvement in the municipality, the council may, by by-law, designate the whole or any part of an area covered by such an official plan as a community improvement project area.” Community Improvement Areas are most often established in neighbourhoods where a municipality is hoping to kick-start private development, such as a downtown core or a former brownfield site. Once a Community Improvement Area is identified, Section 28 (4) of the Planning Act permits municipalities to adopt Community Improvement Plans (CIPs) for those areas. A CIP is a document used to guide redevelopment and improvements in the defined area.

Through CIPs, municipalities can offer grants and loans that can be instrumental tools for stimulating economic development and community revitalization, among other objectives. As a result of recent changes to the Planning Act, CIPs can now apply to new development as well as redevelopment. Municipalities may use CIPs to address such urban design considerations as sustainable design elements in the public realm, improving public space, and increasing building energy efficiency. The Brooklin Downtown Area and the Whitby Downtown Area both have CIPs; the Port Whitby area has been identified in the existing Official Plan as a Community Improvement Area but a CIP has yet to be prepared.

2.2 PROVINCIAL POLICY STATEMENT

Issued by the Minister of Municipal Affairs and Housing under the authority of Section 3 of the Planning Act, the most recent Provincial Policy Statement (PPS) came into effect March 1, 2005. It outlines policies that apply Province-wide for managing land, developing a range of housing types and densities, and economic development. Under the Planning Act, all municipal planning decisions must be consistent with the PPS. Official Plans must also be consistent with the PPS.

Although the PPS does not specifically spell out urban design requirements, a number of its policies are relevant to urban design. For example, the PPS includes policies encouraging:

- compact development and intensification of existing developed areas, including brownfields;
- enhancing the vitality and viability of downtowns and mainstreets;
- appropriate conservation or reuse of historic resources;
- orientation and design that takes full advantage of opportunities for alternative and renewable energy;

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• appropriate conservation of agricultural and natural lands;
• equitable distribution of parks, recreation and natural areas;
• multimodal transit and provision of complete streets to accommodate non-motorized uses; and
• efficient allocation of services, urging co-location wherever feasible.

A more detailed description of PPS policies that are relevant to urban design can be found in Appendix 1.

2.3 PLACES TO GROW: GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE

Adopted under the Places to Grow Act of 2005, the Growth Plan for the Greater Golden Horseshoe took effect on June 16, 2006. The Plan applies to Greater Golden Horseshoe area designated by Ontario Regulation 416/05. These lands stretch around the western end of Lake Ontario, from the Niagara Region in the southwest to the County of Northumberland in the northeast, and include Durham Region and the Town of Whitby.

At its core, the Growth Plan is about creating “complete communities” that meet the needs of people of all ages by providing a range of transportation choices, a mix of housing, range of jobs and convenient access to retail and services. Between 2001 and 2031, the plan projects that the Greater Golden Horseshoe region will grow by 3.7 million people. With this anticipated growth, it is necessary to consider quality of life and plan for “healthy, safe and balanced communities”.

The Growth Plan favours compact and efficient urban form. It “envisages increasing intensification of the existing built-up area, with focus on urban growth centres, intensification corridors, major transit stations, brownfield sites and greyfields.” It also calls for more compact and efficient development in greenfield areas and sets strict criteria for urban boundary expansions.

Under the Places To Grow Act, all planning decisions and all local Official Plans must conform with the provisions of the Growth Plan.

As with the PPS, the Growth Plan does not contain specific urban design provisions, but rather addresses urban design and urban form in more indirect ways. Appendix 2 describes some of the most relevant Growth Plan policies from an urban design perspective.
3.0 OVERVIEW OF REGIONAL POLICY

3.1 REGION OF DURHAM OFFICIAL PLAN

The Region of Durham Official Plan seeks to accommodate increased population through orderly growth, use economic development strategies to create and attract employment, provide a range of housing types and tenures, foster the development of cultural, health and community services and provide for conservation of the region’s natural environment and cultural heritage.

To ensure the Region of Durham Official Plan’s conformity with the Province’s Growth Plan for the Greater Golden Horseshoe, the Region undertook an Official Plan Review resulting in Regional Official Plan Amendment 128 (ROPA 128). Durham Regional Council adopted ROPA128 on June 3, 2009. The updated Regional Official Plan has been approved by the Minister of Municipal Affairs and Housing; however, the approval has been appealed by a number of parties and it is not yet in effect. According to the Planning Act, the Whitby Official Plan must conform with the Region’s Official Plan.

The Region's Official Plan, as amended by ROPA 128, provides basic directions in the areas of environment, economic development, housing, culture, health, community facilities, infrastructure and finance. It also contains a number of policy provisions that will directly affect urban design in Whitby.

Overall, the plan emphasises compact, people-oriented development that provides a mix of housing, employment, businesses and services. It calls for provision of transit-supportive communities and implementation of multimodal transit systems. Also important in the plan, is good urban design, continuity of built form, and harmony of the built form and nature.

A more detailed description of policies in ROPA 128 that are relevant from an urban design perspective can be found in Appendix 3.
4.0 OVERVIEW OF CURRENT TOWN POLICY

4.1 WHITBY OFFICIAL PLAN

The current Whitby Official Plan (OP) was adopted by Whitby Council on September 28, 1994 and approved by Region of Durham Council on December 6, 1995. It provides policy direction to guide the “physical, social, economic, environmental management and growth of the Town of Whitby”. The current OP Review will result in a comprehensive update of the 1994 OP.

Overall, Whitby’s current OP calls for compatibility of building form, appropriate density and attention to transition from denser to less-dense areas. In all areas, the plan places an emphasis on high quality urban design that does not detract from the character of the surrounding area.

Other urban design aims discussed in the current OP include unified architectural design, “compatible integration" of land use and massing with adjacent areas, controlled parking and access points, and the importance of landscaping for buffering and screening properties. In addition, the current OP stresses the importance of providing high quality focal areas of activity, public spaces, civic squares, and parks.

Section 6.2 of the current OP deals explicitly with urban design. In order to achieve a well-designed physical environment that enhances quality of life, Section 6.2 sets out to achieve the following:

- enhance and protect visual amenities and provide new ones where possible (6.2.2.1);
- foster a sense of civic identity and pride (6.2.2.2);
- encourage a high standard of urban design (6.2.2.3); and
- encourage a more urban, pedestrian-oriented form of development in key areas commensurate with the more intense level of activity in these areas (6.2.2.4).

Further, Section 6.2 states that there should be:

- **Harmony of Built Form and Design Excellence**: New buildings should be compatible with existing structures massing and design (6.2.3.1), as well as in harmony with the streetscape, area character, natural features and heritage resources (6.2.3.2).

- **Emphasis on Complete Streets and Active Transit**: Streets should foster efficient circulation (6.2.3.6) and provide amenities for public transit, pedestrians and cyclists (6.2.3.18). They should be landscaped and be constructed in such a way as to have minimal impact on heritage and natural resources (6.2.3.19). Parking should be constructed in rear or side interior yards with appropriate screening, lighting and pedestrian walkways (6.2.3.8). Common access points should be shared by contiguous developments (6.2.3.10) and mutual rights of way are preferred over internal driveways and parking areas (6.2.3.10).

- **Sustainable Development Patterns**: Development should incorporate a mix of uses and should make efficient use of land, solar and wind energy in positioning structures (6.2.3.22). Housing, schools, businesses and commercial areas should be distributed in such a way as to encourage active modes of transit and lessen dependence on automobile travel (6.2.3.23).

- **Effective Landscaping and Strategically Located Parkettes**: Landscaping will be “provided to enhance visual character of development, screen or buffer unsightly operational areas and protect uses
adjoining the development” (6.2.3.14). Plants and fencing should be co-ordinated with adjoining developments (6.2.3.14). The provision of parkettes and other small open space areas is encouraged for specific areas that are central, commercial, industrial, high density, gateways or nodal locations (6.2.3.15).

• ** Appropriately Located and Screened Areas for Hydro, Garbage and Snow Storage Areas:** Commercial, institutional, industrial and higher density residential development shall provide “vaults, central storage and collection areas for garbage on-site, within buildings or suitably screened and weatherproofed, if outside” (6.2.3.17). Snow storage may not interfere with parking areas and hydro transformers shall be located indoors to keep them out of sight (6.2.3.17).

A more detailed description of policies in the current Whitby OP that are relevant from an urban design perspective can be found in Appendix 4.

### 4.2 WHITBY OFFICIAL PLAN INTENSIFICATION AMENDMENT

In September 2010, Whitby Council adopted an OP amendment (OPA90) dealing specifically with intensification in the Town. The amendment brings the Whitby OP into conformity with the Growth Plan and the Durham Region OP as amended by ROPA128. Given that ROPA 128 has been appealed in its entirety, OPA 90 has not yet been approved by the Region.

OPA90 establishes a number of urban design guidelines and requirements with respect to intensification in the Town. These include:

• **Building Heights:** Angular places are established to mitigate impacts on adjacent properties, including shadow impacts. Heights of buildings should have a proportional relationship to the street in order to create a well-defined character for the street.

• **Building Location and Massing:** Buildings should be located on or close to the street line and massed at intersections to establish a strong street edge, and should be articulated and fenestrated in a fashion that breaks down large-scale building mass and avoids large expanses of blank walls. Buildings should also be massed to recognize pedestrian scale and present their principal building façades to the public street.

• **Building Design:** The design of new buildings should strive to achieve a complementary design relationship to existing buildings, while accommodating a diversity of architectural styles, building materials and colours that provide visual variety and interest.

• **Amenity Areas and the Public Realm:** Buildings should be sited and massed in a manner that maintains safe and walkable streets, and creates landscaped courtyards or other open spaces. Improvements to the streetscape, such as soft landscaping, lighting fixtures, benches and public art, should be part of the project design. Open space and walkway systems should be integrated with residential areas and to other activity areas in the community. Equal emphasis should be placed on accommodating future public transit, bicycles and pedestrians along arterial and collector roads.

• **Parking and Waste Management:** Parking shall be sited in a manner that does not dominate the streetscape. Surface parking lots should be broken up into small sections. The provision of appropria-
ate waste management collection, composting and recycling facilities for both residential and non-residential uses is to be a consideration in the design of new development.

- **Land Use Compatibility**: New land uses and building forms must be compatible with adjacent uses and building forms.

OPA90 also identifies six Intensification Areas and six Intensification Corridors in the Town, and outlines a built form vision for each.

- Downtown Whitby Intensification Area
- Brock/Taunton Intensification Area
- Baldwin/Winchester Intensification Area
- Port Whitby/Whitby GO Intensification Area
- Dundas East Intensification Area
- Brock/Rossland Intensification Area
- Dundas Street, Taunton Road, Brock Street Baldwin Street, Victoria Street, Winchester Road and Columbus Road Intensification Corridors.

### 4.3 SECONDARY PLANS

According to the current Whitby OP, Secondary Plans shall be prepared in order to refine and complement the provisions of the OP for specific neighbourhoods. Secondary Plans come into effect as OP Amendments and are then implemented in the same manner as other OP policies, in accordance with the Planning Act.

Since the adoption of the current Whitby OP in 1994, a number of Secondary Plans have been prepared. Each of these contains provisions that are relevant from an urban design perspective, but the specific policies in each reflect the time when they were approved. Most establish land use mixes and density requirements, including building height maximums in some cases. Some of the secondary plans also speak to other urban design elements, such as street configurations and the provision of public space. An overview of each secondary plan and its relevance to urban design can be found in Appendix 5.

### 4.4 ZONING BY-LAWS

The Town of Whitby has two parent by-laws: By-Law 2585 which governs land uses within the historic Town of Whitby, and By-Law 1784 which governs land uses in the former Township of Whitby. As it relates to urban design, the By-Laws specify, among other things, minimum distances between buildings and from roads, lot coverage and lot size, and allowable building heights and mass.

### 4.5 URBAN DESIGN GUIDELINES

The Town of Whitby does not have a comprehensive set of urban design guidelines that apply Town-wide. As discussed above, specific urban design policies and guidelines can be found in the OP, particularly related to intensification, and in the various secondary plans. In addition to these, the Town has adopted urban design guidelines specific to Downtown Whitby and Downtown Brooklin, which address
such specific issues as lighting, shadow impacts, and public safety.

4.5.1 Downtown Whitby Urban Design Guidelines

In 1991 the Town of Whitby commissioned the Downtown Whitby Urban Design Guidelines study in order to assist the municipality in guiding development and redevelopment in the Downtown. The report addresses the following typical development forms: (1) Commercial and Mixed Use Areas, (2) High Density Residential Areas, (3) Medium Density Residential Areas, (4) Low Density Residential Areas, (5) Institutional/Open Space Areas, (6) Arterial and Collector Road Streetscapes.

The study explains that the character of Downtown Whitby is “distinct and different” from other parts of the Town and “unique in scale and urban character” in comparison to other Durham area downtowns. The study’s stated goal is to “achieve urban diversity through an evolutionary process, while ensuring the sensitivity of new development to its surroundings.”

The study divides Downtown Whitby into “outer core” and “inner core,” with the “inner core” centered on the intersection of Dundas and Brock Streets. The “outer core” surrounds it and is bound by Chestnut Street to the north, Garden Street to the east, Burns Street to the south and Henry Street (north to Dunlop St., then Cochrane St.) to the west. It identifies the Four Corners Area, formed by the intersection of Brock and Dundas Streets, as the primary focus for its importance as a strong focal point and “source of identity” for the town. The contiguous street wall and consistent façade rhythm help to give this area its identity.

In the Inner Core, the plan provides detailed recommendations for implementing more consistent streetscape treatments, maintaining and enhancing the area’s heritage buildings and heritage character,
and contributing to the character and vitality of the area through new buildings that are in line with the existing setbacks and street wall and harmonious in design with the existing historic structures.

To transition from the inner to the outer core, the plan recommends keeping with 2-3 storey building heights but stepping back the upper storeys, to provide enclosure while recognizing the transition to the outer core.

In the Outer Core, the plan calls for the preservation and enhancement of the area’s existing residential character and rectilinear development pattern. It recommends that local roads provide adequate width for vehicles, pedestrians and bicyclists and maintain on-street parking on one side.

4.5.2 Brooklin Urban Design Guidelines

Approved by Council on December 11, 1995, these urban design guidelines focus on preserving the heritage character of Brooklin’s main street area, setting guidelines for new development, enhancing the pedestrian realm and streetscape, encouraging development that is sympathetic in design to surrounding properties and the natural environment, and preserving and enhancing public and open spaces.

Of particular note is that Brooklin has an inherently irregular pattern of buildings along the main street. Consequently, combined with current MTO building setback requirements, new buildings are unlikely to achieve the strong aligned street wall that is characteristic of many downtowns. The guidelines propose a building setback strategy that, over time, may allow new buildings to achieve a closer, more consistent relationship to the street edge. As a result, careful consideration of front and side yard setbacks is necessary to reinforce the streetscape and pedestrian realm.

4.5.3 Other Design Guidelines

The Town of Whitby’s Lighting Guidelines’ stated purpose is to "regulate outdoor/external lighting [excluding municipal street lighting and single family dwellings], and specifically mitigate the detrimental impacts of inappropriate or improperly installed lighting fixtures as part of new development." Excessive and unnecessary site lighting is energy inefficient, creates glare, blocks the view of the sky (through phenomena called Urban Sky Glow), and can be a nuisance to nearby properties. Uneven lighting standards can create unsafe situations for road users as their eyes adjust from bright to dim light. These guidelines introduce standards to increase safety as well as limit glare and light trespass. The guidelines outline acceptable lighting fixtures, set illumination requirements, and stipulate designer signoff as well as post-installation municipal review. It sets up a matrix of lighting zones with an ambient brightness and maximum vertical illuminance level at property lines assigned to each type of land use. In order to install external lighting on their properties, applicants are required to submit a lighting plan as part of the site plan approval process and light fixture design sheets prepared by a qualified lighting design professional. Fixtures must be shielded or designed in such a way so that there is "no light emission at the vertical angle of 90 degrees or greater above the nadir, and that no more than 10% emits at the angle of 80 degrees above the nadir."

The Town of Whitby’s shadow study guidelines require a shadow study for buildings “in part or entirely” taller than 6 storeys (18 metres) in height. Shadow studies must demonstrate that recreation and amenity space and the front and rear yards of detached, semi-detached and townhouse style residential dwelling units on and nearby the development, receive sunlight “at least two consecutive times” on April 21st at 11am, 1pm, 3pm and 5pm and September 21st at 11am, 1pm and 3pm. Solar panels in the areas
nearby proposed development must be entirely sunlit at least two times on December 21st at 10am, noon and 2pm. Towers, poles, antennas, hydro structures, steeples and buildings in agricultural zones are exempt.

Released in October 2006 by the Town of Whitby Taskforce on Community Safety, the Community Safety Strategic Plan presents best practices on the topics of “Downtowns as People Places,” “Strengthening our Neighbourhoods” and “Investing in our Youth.” In regards to urban design, it mentions the use of passive surveillance as a tool to ensure park safety and cites parking lot pedestrian safety issues at a Whitby grocery store.

4.6 BROOKLIN

Given its unique history and importance, the Town has adopted a number of plans and policies that are specific to the Brooklin community. Many of these have incorporated elements that are relevant from an urban design perspective.

Adopted in June 2009, the Brooklin Heritage Conservation District Plan aims to maintain the sense of “porosity” and the harmonious interplay of natural features and built environment in the district so that “buildings are never so dominant that they shut out views of natural elements.” The plan is intended to guide all future changes to the area centered on the intersection of Baldwin Street and Cassels Road East, taking in the area surrounding Baldwin Street, up to George Street, and Cassels Road East, and the surrounding area from Baldwin Street to Queen Street. The overall goal is to “conserve and enhance the District’s heritage character while encouraging compatible new development.” The following provisions of the plan are particularly relevant to urban design and urban form:

- enhance the pedestrian realm and streetscape though the addition of street trees, sidewalks and traffic calming;
- encourage heritage friendly development that is compatible with the arrangement, scale, architectural styles and materials in the District;
- be attentive to side and rear elevations to “encourage passage though the block”; and
- preserve (and reinforce) views of mature trees, Lynde Creek and Kinsman Park, and landmarks such as the United Church.

The Guideline for Signage in Historic Brooklin and Whitby is intended to be a tool for the community to determine appropriate existing and proposed signage in the Heritage Conservation District as a “consistent application of high quality signs is going to have a very significant effect on the overall urban character of the Town and its ‘Village Style’.” The following are of particular interest to urban design:

- adhere to Town of Whitby Heritage Conservation District Sign By-law and MTO Regulations;
- signs should reinforce the village character and have a unified appearance;
- signs should orient the pedestrian to businesses;
- building signs should be designed as an integral, coordinated element of the building façade;
- signs should not compromise the sight lines of pedestrians and motorists; and
- multiple tenant retail should encourage a theme unity between parties.
4.7 WEST WHITBY

OPA #91 for the West Whitby Secondary Plan was approved by Whitby Council in June 2010. The Secondary Plan establishes the basis for future development of 1,500 hectares of greenfield land in the Town’s west end.

The importance of urban design is recognized in the goals and objectives of the Secondary Plan in Section 11.12.1.2, which includes as one of the objectives “a high quality of site and building design for all forms of development within the Secondary Plan Area.” For many of the land use designations within the Secondary Plan Area, OPA #91 requires the preparation of an Urban Design Plan prior to the commencement of development. Urban Design Plans are required address the general urban design policies contained within the OP, as well as additional issues such as the proposed built-form of the development including type, height, and architectural treatments; the location of appropriate access points onto the abutting road network; the location of pedestrian, bicycle, vehicular and service circulation and access and parking areas; and proposed streetscape components.

The Secondary Plan also contains a set of policies specifically directed at urban design in Section 11.12.5. These policies provide direction regarding a wide range of design issues, including:

- streetscape features and sustainable design elements located within public rights-of-way;
- the design and massing of buildings for pedestrian safety and access;
- building orientations and the design of corner buildings;
- the design, massing and articulation of buildings located at major vista terminations;
- the protrusion of garages and width of driveways for residential buildings;
- maximizing the infiltration of rainwater into the ground;
- massing strategies such as stepping down towards buildings of lower height; and
- the location of parking.

4.8 PORT WHITBY

The Port Whitby Sustainable Community Plan was endorsed by Whitby Council in 2011. It sets the foundation for a sustainable lakeside neighbourhood at Port Whitby. It is intended to serve as a “strategic plan that examines how Port Whitby can grow and develop in a sustainable manner over time.”

Specific to urban design, the plan recommends:

- dense, mixed use development that support bicycling, walking and mass transit use;
- incorporating passive solar heating and shading elements into building design in order to increase energy efficiency;
- water-efficient landscape design, green roofs and the use of native plantings as a way to cut down on water use and create wildlife habitat;
- reducing potable water use through measures such as installing efficient water fixtures in residential, retail, and office buildings, recovering HVAC condensate and other process water for reuse in large buildings, selecting appropriate landscape planting and using xeriscaping principles that reduce the need for irrigation, high efficiency irrigation systems with climate detection, and high efficiency sprinklering for fire protection;
- augmenting water supply through rainwater harvesting and the reuse of greywater;
• using multi-functional green infrastructure such as constructed wetlands for stormwater and wastewater treatment;
• minimizing the extent of impervious surfaces;
• implementing three-bin waste collection in all new multi-family residential buildings and commercial buildings;
• integrating community drop-off sites as part of new developments;
• pedestrian-friendly measures such as widening sidewalks, improving street crossings, providing benches and rest areas, and improving the general attractiveness of the walking environment through the use of landscaping and public art;
• improving connectivity for pedestrians with pedestrian paths, bridges and walkways to key destinations, particularly the GO Station;
• reducing block lengths to give pedestrians more choices for how they travel through a site, as well as shorter distances between destinations;
• expanding the bicycle network;
• sharing space on local roads amongst cars, transit, pedestrians and cyclists; and
• reducing parking requirements, allowing for the sharing of parking requirements amongst different uses, and establishing maximum parking standards.

While these recommendations relate specifically to the Port Whitby community, the plan states that many of them would be relevant and applicable across the Town. The use of urban design guidelines and Official Plan urban design policies are both identified as potential implementation mechanisms for the plan’s recommendations.
5.0 RECENT TRENDS IN URBAN DESIGN

5.1 WHITBY’S URBAN DESIGN CONTEXT

As identified in the previous sections, significant changes have occurred in planning policy at all levels of government as it relates to urban design since approval of the 1994 Whitby OP. At the same time, the market realities of development and growth in Whitby, and the expectations of property owners, property developers and, above all, the general public, have changed dramatically with respect to the quality of urban design.

The most recently adopted Town plans and policies reflect the growing importance of urban design. The Intensification Strategy Official Plan Amendment, West Whitby Secondary Plan and Port Whitby Sustainable Community Plan all emphasize more intense use of land in residential, commercial, employment and institutional forms, and all provide explicit direction with respect to the form and design of future development. The urban design themes are similar across these recent plans and policies, and also echo those of recent regional and provincial plans and policies. They include, broadly speaking: compactness, completeness, sensitivity to adjacent uses and particularly historic buildings, pedestrian and transit supportiveness, attractive public realm, environmental sustainability, and high aesthetic quality.

Recent Town plans and policies, like older secondary plans and guidelines in Brooklin and elsewhere, encourage a built form that is unique to Whitby, complementary to existing character of the place, and inspired in terms of design, rather than generic. Too often in past decades, new buildings, site plans and the urban structure of neighbourhoods have been unimaginative and unresponsive to the history, topography and natural elements of a place.

The policy direction promoted by the Town and other levels of government in recent years has already shown results in Whitby, although areas for continued improvement are also apparent. Below are outline some examples of both achievements and continued challenges:

Whitby Public Library (Central Branch), Dundas Street
• New examples of mid-rise development have emerged, as on Garden Street at Kenneth Hobbs Avenue. Compact, street-oriented development can now be found at Winchester Road and Anderson Street in Brooklin.

• The Town's greenway and park systems continue to expand and link together, with particular successes visible along the waterfront.

• High-rise urban design issues such as shadow impacts, parking design, and sustainability have been a significant consideration with respect to recent development in Port Whitby, most notably the Brookfield development at the foot of Brock Street.

• Major commercial developments along Taunton Road – at Brock/Baldwin Street and Garden Street – integrate improvements in landscaping, as encouraged in the OP. New street trees and a separation between sidewalks and roadways enhance the area's walkability and soften the hard, paved edges of extensive parking lots. However, the urban square feature – an inviting, publicly-accessible pedestrian space promoted in the OP for such an important intersection – has not fully formed. Direct pedestrian access from the street onto the site is also not provided, commercial buildings remain oriented away from the arterials, and pedestrian pathways through parking lots are unmarked.

• Improving connectivity in the Town has had mixed results. In some cases, looping internal roads and enclave-style community layouts prohibit efficient movement in, out and through neighbourhoods. Positive examples of transit-oriented development in the Town are limited. Enhanced GO rail service, planned for the Lakeshore Line will be an obvious catalyst for progress in this regard. Where parking lots presently surround the Whitby GO station, a dense mix of uses – including commercial and professional service destinations and residential apartments – could transform this location into a Transit Village, as envisaged by the Port Whitby Sustainable Community Plan.

• Improvements to walkability, such as more street trees and landscaped areas, shorter road crossing distances for pedestrians, and more frequent benches and places to rest or meet, are becoming an increasingly common feature of new development in Whitby. The design concept set forth for the GO station area in the Port Whitby Sustainable Community Plan is one prominent example of this.

Importantly, members of the general public in Whitby have advocated for a new approach to the form and design of their community. In April 2011, workshop consultations for the Official Plan Review addressed issues of community design and development. Among the many design issues that were discussed, attendees spoke passionately for a more vibrant downtown and a downtown that was better connected to the rest of the Town by means other than the car. Access to green spaces – walkways and bikeways away from the road or gardens in hydro corridors was also supported as was more active, less passive use of the Whitby waterfront. Attendees advocated for a broader mix of housing options, especially affordable units and options for seniors to age within the community. The residential options currently available in Whitby were not considered diverse enough by some to accommodate all age groups and household types. Finally, attendees were united in their call for a plan that anticipates and guides growth, rather than fall behind rapidly evolving trends in design and development.

The pressures are significant and the expectations are high. The challenge for the Town of Whitby, including in this Official Plan Review, will be to provide meaningful and coherent urban design guidance to future development. The following sections explore more specifically how urban design can be used to help achieve these goals.
5.2 URBAN DESIGN TRENDS AND OPPORTUNITIES

The Town of Whitby’s Official Plan Review represents a special opportunity to align Town policy with this ongoing evolution in Whitby’s urban form and with urban design best practice. It allows the Town and its stakeholders to publicly define and adopt a Whitby-specific approach to urban design and community growth.

In the next decade, much of Whitby – not just its principal hubs – will evolve towards a more mature urban form. As indicated in the Growth Plan, Regional Official Plan and Whitby Intensification Strategy Official Plan Amendment, Whitby will accommodate population and employment growth on a limited supply of land and, increasingly, within already built-up areas.

Attentive management of the design of these new and evolving urban spaces will go a long way to enhancing the aesthetic and investment attractiveness of the Town, the orderly function of multiple modes of transportation and, above all, Whitby residents’ quality of life and pride in their home town.

This section of the urban design discussion paper explores how urban design might be relevant to a wide range of planning issues and planning contexts in the Town.

5.2.1 Intensification and Stable Residential Areas

Many of Whitby’s stable residential areas abut future intensification areas. Urban design can be used to ensure that development in those intensification areas provides for an appropriate transition between new and existing development. For example, angular planes between buildings are often used to regulate shadow and privacy impacts.

Although Whitby's stable residential areas are not anticipated to be the location of large scale redevelopment or intensification projects, there may still be site-specific opportunities for small scale infill. Urban design can be used to ensure that small-scale infill occurs in a manner that reflects the existing pattern of development in terms of height, style, and setbacks so that it fits into the neighbourhood streetscape and creates a continuous, legible edge to the public street. New infill can take visual cues from the existing neighbourhood through elements such as building materials, textures and colours used in wall treatments; articulation of design features (e.g. projections, recesses, front porches, stoops, balconies); cornice lines; size, shape, placement and number of doors and windows; and form of the roofline. Urban design can also be used to establish appropriate separation distances between infill housing and...
existing housing, as well as building orientations and window locations, to ensure appropriate light, view, and privacy.

Where secondary suites (also known as “granny flats”) are permitted in stable residential areas, urban design can be used to address issues such as maximum driveway widths to accommodate parking, orientation of entrances, and visual integration of any required additions with the surrounding neighbourhood.

Example: “In cases where there is a uniform setback along a street, infill buildings should match this setback and fit into the neighbourhood streetscape and create a continuous, legible edge to the public street.” (City of Ottawa Urban Design Guidelines for Low-Medium Density Infill Housing)

5.2.2 Neighbourhood and Strip Commercial Retail Areas

Urban design can be used to shape built-form, streetscaping and landscaping in neighbourhood and strip commercial retail areas to make these areas more attractive to pedestrians as well as to business owners, customers and nearby residents.

Urban design policies and guidelines can require building edges that create well-defined streets and public open spaces; wide sidewalks; landscape elements that accentuate public space and screen parking and service areas; pavers or pavement markings indicating pedestrian routes; curbs or bollards to separate cars from pedestrians; and canopies and other features to provide protection from the elements. Entrances can be made clearly visible from public streets and directly accessible from the public sidewalk.

Pedestrian interconnectedness between neighbourhood and strip commercial retail areas and adjacent neighbourhoods can be enhanced through urban design considerations as well.

Special considerations for drive-throughs can ensure that stacking lanes are located at the rear of the building, that they do not obstruct traffic on the street, and that stacking cars do not cause noise or pollution impacts on surrounding land uses.

Example: “Where possible, buildings adjacent to public streets should orient their principal entrances to the street. The street level facade should include windows for at least half the length of the building fa-
Where store entrances front the parking area, the visual impact of blank walls should be mitigated by incorporating other best practices (wall plane projections, texture changes or roof treatments) along the streetline facade.” (City Of London Commercial Urban Design Guidelines)

5.2.3 Large Format Retail Areas

Large-format retail, also known as “big box”, is a term applied to large floorplate, single-storey retail stores. These stores typically cluster on large sites to form what are often called “power centres”. There are several large format retail areas in Whitby, including Brock-Taunton and Consumers Drive. Large-format retail areas tend to serve a region-wide, as opposed to a local, market and usually locate along major highways or at major intersections.

The Town of Whitby has made encouraging non-auto modes of transportation a priority. Urban design can be used to make large-format retail areas more pedestrian and cycling friendly by requiring sheltered bicycle parking in visible locations near building entrances and pedestrian walkways, orienting the front facade to face the public street, clearly defining building entrances, and locating front doors to be directly accessible from the public street.

Urban design can also provide for a more attractive pedestrian environment by avoiding blank walls without windows or doorways on building facades facing the street, requiring clear windows and doors to make the facade highly transparent, and dividing long building facades into smaller increments through articulation of the facade and roof line and through the use of projections, recesses, arcades, and awnings. Loading and servicing areas and outdoor storage areas can be required to be screened and located away from pedestrian areas.

Urban design can control signage to prevent it from dominating the site and to avoid light spillover from sign illumination. Ground-mounted and wall-mounted signs can be required to complement the character and scale of the site, and to minimize visual clutter.

Large-format retail areas are often considered transitional uses, with the big box stores representing a first stage of development that will eventually be replaced by higher density mixed-use redevelopment. Urban design can support this future transition by establishing block patterns that anticipate the conversion of internal rights-of-way to formal streets and organizing parking lots to provide sufficient space for future building footprints.

*Example: “Provide direct, safe, continuous and clearly defined pedestrian access from public sidewalks, parking areas and transit stops to building entrances.” (City of Ottawa Urban Design Guidelines for Large-Format Retail)*

5.2.4 Employment Areas

Municipalities across southern Ontario are competing vigorously to attract employers, investment and tax dollars to their communities. Thoughtful urban design can help ensure Whitby’s employment areas attract investment while at the same time contribute to the overall quality of the Town’s urban environment.

Urban design policies and guidelines can improve the aesthetics of office and industrial parks by locating over-sized and less appealing structures such as warehouses away from public streets and/or perpendicular to the street edge to avoid creating a monolithic corridor effect. The most prominent
and active elevations such as offices and meeting areas (and, in multi-building complexes, the most prominent building) can be directed to the side of the building facing the road. Entranceways can be clearly defined. In multi-building complexes, urban design can provide for visual continuity between buildings through coherent architectural details, materials, colours and landscaping. Where appropriate, parking areas can be directed to the side or rear of the building, particularly employee parking. Similar design features that provide for pedestrian and transit access in retail areas can also be applied to office and industrial areas, including providing clear and convenient access for pedestrians to and within the site, and to all entrances of the buildings, and orienting building entrances to allow for easy access from transit stops. The design of employment areas must also cater to employees themselves, enabling multi-modal transportation options and providing parks, attractive streetscapes and other uses (namely commercial) to facilitate their daytime use.

Urban design is also important to ensuring the adaptability of employment areas to new uses and ideas in the future. In addition to accessibility and, for some, visibility, employment lands can be designed for flexibility and a diversity of employment types, with a variety of parcel sizes available at the outset.

Example: “In general, buildings should be orientated perpendicular to the main access road and/or highway, with the most prominent and active elevations facing the access road, and the open space between the building and the road being well landscaped. In multi-building complexes, buildings containing corporate offices should be most visible from public streets and should be used as a focal point in the development.” (Fort McMurray Building Design Guidelines)

5.2.5 Greenfield Development

Much of Whitby’s future growth will continue to take place in greenfield areas. In these new greenfield areas, significant opportunity exists to shape the form and design of new development through urban
design policies and guidelines.

The block, lot and street patterns of new greenfield development can be designed to incorporate landform features and topography to maximize vistas and visual interest; create a connected network of parks, greenspaces and public lands that is structured by existing natural features; and incorporate existing healthy trees within planned lots. Existing natural drainage systems can be incorporated into the site drainage and open space design.

Walkability can be enhanced through smaller block sizes or, where smaller blocks are not possible, by incorporating mid-block walkways to make walking more direct and convenient. Pathways can be required between residential and non-residential areas that directly and clearly connect these areas. Sidewalks and pedestrian-friendly landscaping can be required throughout the new development area.

Urban design can also support transit use in new greenfield areas. Examples include establishing street layouts that allow for efficient transit service, integrating transit stops with new development, providing for safe and welcoming waiting areas, and locating key destinations in areas with high transit access.

Visual interest along residential streets can be enhanced by locating residential buildings close to the property line with their primary face addressing the street, providing for variety in setbacks and projections, and mixing various types of housing on each street. Buildings at key intersections can be designed as “landmark buildings”, with enhanced height, massing, building projections, architectural elements, and public space. Urban design can also ensure that garages do not dominate the width of the front
facade of new homes or project past the front wall, and that driveways are not wider than the garage. Urban design can also be used to provide for sensitive transition at edges, for example between residential and mixed use or non-residential areas, between high and low density residential areas, and between residential areas and parks or open spaces.

Example: “Create a walkable neighbourhood with pathways, trails and sidewalks that are accessible year round and that connect destinations such as transit stops, commercial areas, schools, community facilities and parks.” (City of Ottawa Urban Design Guidelines for Greenfield Neighbourhoods)

5.2.6 Parks and Public Spaces

Creating comfortable, accessible and stimulating parks and public spaces requires careful attention to urban design. With public spaces, one size may not fit all. Manicured lawns and sportsfields are needed. However, in an evolving Whitby, there will also be a need for landscaped main street plazas, parkettes, extended walking and cycling corridors and more naturalized areas.

Urban design can address issues such as the location of hard and soft surfaces, active versus passive areas, forms of planting and landscaping, safety and security, public art, street furniture, amenities, lighting and signage. Urban design can also provide guidance on the design, location and quantity of amenities and facilities within parks and public spaces such as benches, drinking fountains, shade trees and waste receptacles.

The quantity and diversity of parks and public spaces can be enhanced through urban design policies that provide for the integration of small, semi-public plazas and parkettes as part of new developments.

The relationship between parks and public spaces and the activity of the surrounding pedestrian streets is crucial to their success. In general, the most successful urban open spaces are those with direct physical and visual access to the adjacent streets and multiple points of entry.

Safety of parks and public spaces can be enhanced through urban design by providing for adequate lighting and restricting walls, fences and dense planting that visually seclude interior spaces from the sidewalk.

Example: “New public spaces should contain direct access from the adjacent streets. They should be open along the adjacent sidewalks and allow for multiple points of entry. They should also be visually permeable from the sidewalk, allowing passersby to see directly into the space.” (City of Pittsburgh Urban Design Guidelines).

5.2.7 Parking Areas

Along many of Whitby’s commercial streets, frequent driveways to individual stores and plazas can cause traffic issues resulting from frequent turns into the site from the road. They also create a hazardous walking environment for pedestrians. Urban design can be used to encourage shared driveway access between adjacent sites where feasible, thereby reducing the number of access points. Urban design can also require access to surface parking lots to be from side streets or laneways to reduce interruption of the primary road. Where parking lot access lanes do cross sidewalks, pavement markings or unique surface treatments can be used to clearly signal to both drivers and pedestrians that there is a crossing point.
Surface parking lots built right to the property line can create an inhospitable walking environment. Urban design can be used to require a landscaped area between surface parking lots and all property lines.

Parking lots can be difficult and even dangerous to navigate for pedestrians. Urban design can be used to punctuate large parking areas and long parking rows with soft landscaped islands that define major vehicle and pedestrian routes and provide shade and break up the expanse of paved areas. In larger parking lots or where parking lots serve more than one building or destination, logical, well-marked pedestrian routes can be required in order to provide for safe travel through the parking lot. Similarly, to encourage walking, at least one direct pedestrian route can be required between the main building entrance and the public sidewalk that is uninterrupted by surface parking and driveways.

Example: “Limit the number and width of curb cuts for street access driveways to minimize interruption to the public sidewalk, streetscape and perimeter landscaping.” (City of Toronto Design Guidelines for ‘Greening’ Surface Parking Lots).

5.2.8 Streets

The design and layout of streets is a common application of urban design policies and guidelines. Urban design can be applied to the full range of street types, from local roads to major collectors.

The layout of the street network can be designed to facilitate walking and cycling by providing direct routes between origins and destinations and facilitate transit use by providing for efficient routing options. The street network can also be designed to incorporate the existing natural features on the site, such as woodlots, watercourses, hedgerows, or individual trees. Orientations of streets can be designed to terminate or provide deflections that provide viewlines to primary neighbourhood focal points such as parks or natural features.

Making streets pedestrian-friendly is often a key consideration for urban design. Sidewalks can be required on both sides of all streets. Urban design standards can establish requirements for landscaping buffers between the street and the sidewalk as well as shelter trees, benches and resting areas, and the elimination of obstacles such as garbage bins, temporary signage, newspaper boxes, lightposts, and so on. Street crossing can be made more pedestrian friendly by designing crosswalks in areas with higher pedestrian and vehicular traffic volumes to be visually different from the street surface and reducing the length of pedestrian crossings with the use of bump-outs, neck-downs and median islands and limiting the use of left- and right-hand turn lanes to only those locations where they are absolutely needed.

Cycling can be encouraged through urban design policies and guidelines that address on- and off-street bike lanes and the location of secure bike storage areas.

Transit can also be encouraged through good urban design of streets. Examples include the use of bump–outs or “bus bulges” to provide bus priority at transit stops and more space for transit stop amenities such as shelters, waste/recycling receptacles, bicycle racks, and benches.

Example: “Limited use of feature paving bands constructed of materials other than asphalt (including pavers, impressed concrete or concrete) may be used. These materials may continue across driveways and signalized intersections to indicate pedestrian priority.” (City of Kingston Residential Intensification/ New Community Design Guidelines).
5.2.9 Gateways

Gateways are important entries into a city, community or neighbourhood that create a sense of place and arrival. In Whitby, these may include the major entrance points to the city from Brock Street and Thickson Road, entry points into the Downtown along Dundas or Brock Streets, entry into Port Whitby along Victoria Road, or entry into Downtown Brooklin along Baldwin Street. Urban design can help to mark these important locations through a combination of built form and landscape features.

Streetscape gateway features that can be provided for through urban design policies may include community signage, low walls, fencing, or enhanced landscape treatments. Significant road entranceways can utilize planted centre medians to signify their importance, as well as distinctive surface treatments at gateway intersections.

Urban design guidelines can direct that new buildings at key gateways be designed to sensitively frame and define the gateway through architectural standards, the provision of a public realm, and the orientation of the building lot. Urban design policies can also direct that buildings and new development projects be designed and sited so as to preserve key vistas and gateways.

Example: “Encourage vertical massing elements, such as clock towers, decorative masts, decorative lighting. Elements should frame and signal the importance of corner locations. Some variation in massing and architectural expression is encouraged.” (City of Waterloo Urban Design Manual)

5.2.10 Heritage

Whitby contains a significant number of heritage buildings, particularly in the two downtowns. Urban design can be used to sympathetically integrate new development with existing or surrounding heritage resources, historic neighbourhoods and cultural landscapes, for example through the use of complementary architectural features, materials and colours that match or complement the surrounding features and character. Signs, lighting, architectural elements and landscape features can be designed to complement the heritage theme and avoid overpowering or conflicting with existing heritage elements. Urban design can also ensure that development around heritage properties achieves a sympathetic fit in terms of setbacks, massing, height and materials. For example, new buildings that are taller than adjacent heritage buildings can include stepbacks at the height of the heritage building to maintain a consistent streetwall.

New development can also be designed to interpret the local history of the site or surrounding area through interpretative elements, public art, heritage artifacts and heritage architectural features that reflect site’s past and heritage. Historical associations can also be retained, such as the use of cranes as sculpture in London’s Docklands, or through the use of symbols or icons, such as imprints in the pavement.

Example: “The original facade materials on heritage properties should not be changed or covered. Facade renovation should be in keeping with the original building articulation, using those elements that are intact and replacing those that are missing or damaged (i.e. columns, cornices, openings, windows, doors, etc.). Buildings should not be altered through embellishment or other decorative means against their initial stylistic intent.” (City of Kingston Residential Intensification/New Community Design Guidelines).
5.2.11 Sustainability

Across all land uses – residential, commercial, office, industrial – urban design policies and guidelines can contribute to sustainability objectives. New neighbourhoods can be laid out – and existing neighbourhoods can be reconfigured – in a manner that provides easy access from all areas to shops, services (including schools and community centres) and transit options, thus reducing vehicle trips, traffic congestion and pollution. Linear routes through neighbourhoods and between major activity centres – achieved, for example, via an efficient road pattern and through-block pedestrian and cycling paths – can be prioritized and, where appropriate, well-s signed. The provision of safe and accessible infrastructure for pedestrians and cyclists, reduced block sizes, reduced building setbacks and rear yard-located parking lots can all make walking and cycling safer and more appealing travel options.

Site plans and construction phase planning can minimize disturbance or loss of existing vegetation and natural habitat on-site. Designing for the absorption of water into the ground through swales, porous pavement and other stormwater management techniques can divert water from sewers, lessen the burden on water treatment plants and prevent runoff into sensitive areas.

Building design and orientation can maximize passive solar heating, utilize natural lighting and optimize breezes in order to reduce energy and electricity use. Appropriately selected and located vegetation can cut down on solar heating in the summer and maximize solar exposure it in the winter, as can architectural detailing.
5.2.12 Age-Friendly Communities

A successful and complete community must accommodate the needs of all residents who wish to remain in the community through various stages of life. In many southern Ontario communities, this has led to an increasing recognition of the importance of building age-friendly cities, particularly for the growing population of seniors. Improved urban design can be one important element of addressing the day-to-day needs of Whitby’s older residents.

Traditional low density development, characteristic of much of Whitby, is typically not well-suited to aging populations. Given dispersed development patterns, reliance on automobile use, uncomfortable pedestrian areas and long and often indirect walking routes, these design attributes – and related mobility challenges – can severely limit the independence of seniors.

A safe and comfortable pedestrian realm is especially important in encouraging seniors’ mobility, active lifestyles and continued, engaged roles in the community. Sidewalks should be sufficiently wide – and should not be obstructed by lamp posts, waste bins, newspaper boxes and other streetscape features – to allow the comfortable passage of individuals using walkers, wheelchairs or scooters. Curb ramps at intersections and crosswalks can benefit those using walkers, wheelchairs or scooters. Building entrances, including storefronts, can be at grade with the adjacent sidewalk or can include ramps to ensure comfort and accessibility for all population groups.

Benches can be placed frequently along major pedestrian routes to break up a trip or enable casual encounters. Wayfinding, including signs and pedestrian signals, can be designed for those with sight or hearing difficulties (e.g. large lettering, colour contrasts, plain fonts and non-reflective surfaces).

As mentioned elsewhere in this section, urban design can moderate the impacts and unease felt by pedestrian when in close proximity to moving traffic. Trees, landscaping and on-street parking can all serve as buffers between the pedestrian realm and the roadway (or, alternatively, parking areas).

Urban design of parks can anticipate recreational use by seniors, complementing playing fields and playgrounds with seniors-oriented sporting facilities, outdoor meeting sites and recreational paths. Where pedestrian share pathways with cyclists on designated routes, demarcated, double-sided footpaths can reduce accidents and improve the experience for all groups.

Urban design policies and guidelines can help ensure that appropriate seniors housing options are available, that housing design anticipates the needs of seniors, and that the location of seniors-oriented housing provides easy access to shopping destinations, community centres, social service centres, health centres and transit routes.
6.0 ANALYSIS AND RECOMMENDED DIRECTIONS

6.1 AN URBAN DESIGN VISION FOR WHITBY

Currently, the design vision for the Town of Whitby is divided amongst multiple Official Plan policies and documents. As these various constituent layers have been developed and adopted at different times, and in different planning contexts, they do not benefit from the clarity of a unified design statement. An overarching vision would help with the implementation and interpretation of existing design policies found in these various policies, as well as in guiding future policy.

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

Design Direction #1: That the Official Plan contain a single, unified design vision for the Town of Whitby that builds upon and supports the built form vision established in OPA 90 (Intensification). The Design Vision should be rooted in stakeholder consultation documented throughout the Town’s Comprehensive Official Plan Review process, and may include reference to: the value of urban design to the Town; the role that various land uses and urban elements (i.e. streets, parks, civic buildings, commercial and mixed-use hubs) contribute to a rich and attractive civic realm; and the means by which the Town will endeavor to promote best urban design policies and practices.

6.2 SETTING THE TONE: URBAN DESIGN AS A GUIDING PRINCIPLE

Section 2.1 of the current Whitby Official Plan describes a series of Guiding Principles for future development. These principles relate primarily to the orderly management of urban growth, including balancing the uptake and/or intensification of land with the provision of necessary hard and soft infrastructure, preservation of natural features and landscapes, and the creation of complete and liveable communities. The current OP Guiding Principles do not include reference to urban design and the role it plays in the management of urban growth and the creation of complete and liveable communities. As discussed in the previous section, urban design can address a wide range of issues that are directly related to the goals and objectives that the new Whitby OP is seeking to achieve. The weight apportioned to good community and streetscape design considerations throughout Whitby’s planning process, and to the design-related policies contained within the OP, would be strengthened by referencing urban design in the Official Plan’s tone-setting introduction.

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

Design Direction #2: That the Official Plan include specific reference to urban design in the Guiding Principles.

6.3 URBAN DESIGN AND ZONING STANDARDS

Several policies in the current Official Plan make reference to the “determination” in the Zoning By-law of “appropriate” standards to regulate various aspects of urban design, such as height, bulk, setback restrictions, lot coverage, lot size and landscaping (for example, see Policies 4.2.3.11; 4.2.4.4). This, in effect, leaves many important urban design directions to the Zoning By-law stage. The separate establishment of zone standards that are not clearly guided by a related Official Plan policy leaves the intent and
The purpose of that standard susceptible to conflicting interpretation and application, and potentially more difficult to uphold in the event of a site-specific amendment and/or appeal. Furthermore, Zoning By-laws are seldom updated in a coordinated, comprehensive manner. More typically, they are amended by private, site-specific applications to support landowner objectives. This creates a high potential for the erosion of the Town’s overall design objectives through ad hoc decisions on site-specific zoning standards.

By-law standards should not be developed in an urban design vacuum. They should translate and implement clear urban design directions that are established in the Official Plan. Where an urban design/built form policy of the Official Plan directs implementation through a zoning standard, the same Official Policy policy should provide a cross reference to urban design guidelines (either within the OP and specific to land use designations, or within a broader guidelines section; or as a separate guidelines document) that set out more specific directions for the creation of the implementing Zoning By-law standard, and their additional application through review of applications for Site Plan Approval. For example, where the Official Plan directs the By-law to include “appropriate regulations” for high density residential development, Official Plan urban design guidelines could include a range of regulatory tools/options for setting transitional height zones, enforcing angular plane restrictions, and establishing setback distances to lower intensity development.

To provide even greater integration between the Official Plan’s design policies and the implementing zoning standards, the zoning standards could be annotated with a reference to the applicable, guiding Official Plan policy. These descriptions may not necessarily form part of the regulatory document, but simply be included for clarity and instruction.

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

**Design Direction #3**: *That the Official Plan should provide clear, consistent direction as to the intent and desired outcomes of urban design policy that is intended to be implemented through zoning and other planning mechanisms.*

### 6.4 URBAN DESIGN FOR SPECIFIC LAND USES

Section 4.4.3.4 of the Official Plan contains a useful and land use-specific set of “Design Policies” for commercial areas. These policies address common design issues for commercial uses, including the provision of landscaping buffers to adjacent residential uses and the siting of open storage areas. These policies are useful adjuncts to the higher level, non-land use specific urban design policies in Section 6.2 of the plan, and further contain useful explanatory text for establishing and enforcing related zoning standards.

While other non-commercial designations have design directions loosely embedded within their general land use policies, commercial land uses appear to be the only designation in the plan with such a tailored approach to urban design. As demonstrated in Section 5 of this discussion paper, each land use category poses its own unique set of design challenges; therefore, each would benefit from its own tailored set of urban design policies. Each set of directions should employ a consistent vocabulary, and could be enhanced by a common set of illustrations to explain complex design concepts.

On the basis of the above, it is suggested that the following be considered for discussion purposes:
Design Direction #4: That the Official Plan contain tailored urban design policies for each general land use category in the Official Plan, similar to the current treatment afforded to commercial areas. Each land use should additionally contain an overall urban design vision that is consistent with the Town-wide vision described in Section 6.1.

6.5 ISSUE-SPECIFIC URBAN DESIGN POLICIES

The general urban design policies contained in Section 6.2 of the current OP provide a positive, general tone and approach for urban and open space design. However, these are generally too ‘high-level’ to provide guidance on many specific planning issues facing the Town, including many of the topics addressed in Section 5 of this discussion paper.

Sustainability is one such issue wherein comprehensive urban design guidelines can encourage the design and/or retrofit of more energy efficient communities. For example, a set of sustainability-focused urban design principles may provide direction on: creating linear versus curvilinear, disjointed streets; built form and streetscaping parameters that focus on enhancing the pedestrian experience; and building orientations that optimize passive, seasonal heating and cooling opportunities. The recommendations contained within the Port Whitby Sustainable Community Plan may be helpful in this regard, which additionally recommends the development of a Sustainability Checklist to measure compliance with best environmental design practices.

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

Design Direction #5: That the scope of the Official Plan’s general urban design policies be broadened to specifically address new and emerging planning issues in the town, such as age-friendly cities, sustainability infill and intensification, and transit-oriented development.

6.6 COMPREHENSIVE URBAN DESIGN GUIDELINES

Comprehensive urban design guidelines are important reference tools for providing more detailed urban design direction in secondary plans, and for special policy areas or other neighbourhood and/or issue-specific policies. They are typically consolidated within a single chapter of a policy document, or provided as a stand-alone, non-statutory document, and are structured to include both a design or place-making objective, and a related performance standard by which to achieve or promote said objective. Importantly, these guidelines augment the parent Official Plan policies from which they are derived.

Urban design direction in Whitby is currently provided across a wide range of policy and guideline documents. These include the Official Plan as well as numerous secondary plans, non-statutory plans such as the Port Whitby Sustainable Community Plan, and some issue-specific guidelines, such as the Town’s lighting guidelines and shadow study guidelines. Often, these design standards are provided without articulating the underlying objective.

For example, built form policies in the Lynde Shores Secondary Plan (Section 11.2.6.7) stipulate that development within the Community Central Area fronting on Victoria Street West or Gordon Street shall have minimum and maximum height restrictions of 3 and 8 storeys respectively. This policy lacks a rationale for the height restriction. Is it related to reducing shadow impacts? Reinforcing an existing built
form scale? Preserving a cultural heritage view corridor? Is there limited infrastructure capacity to support more intensive forms of development?

This approach leaves the guideline difficult to defend or promote when an alternate, inappropriate built form approach is proposed. Similarly, it lacks needed flexibility for proponents to provide good, innovative design solutions that may differ from a guideline, yet still meet its general intent and purpose.

In contrast to the Lynde Shores example, the Building Location and Massing policies of OPA 90 briefly yet clearly states a built form objective and a related standard: “Buildings shall be located on or close to the street line and massed at intersections to establish a strong street edge. Buildings that have a height of greater than 8 storeys should be set back on a podium base that frames the street.” In this example, a clear expectation for the height and relationship of taller buildings in Whitby’s intensification areas is established, while additional performance expectations are set for how and where buildings may exceed the established parameter.

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

**Design Direction #6:** That the Official Plan establish policies that provide the basis for comprehensive urban design guidelines for defined geographic areas or categories of use that include clearly defined objectives and related performance standards for each guideline.

### 6.7 URBAN DESIGN CHECKLIST

Municipalities are increasingly requiring the submission of checklists as an integral part of the planning and development review process. On multiple issues, checklists can function as both a valuable information resource for stakeholders and developers, and as an efficient tool for municipal staff in the evaluation of a development proposal. The Town of Whitby has in fact recently embraced the principle of a “Sustainability Checklist” for the evaluation of development proposals in the Port of Whitby area, and is considering expanding this program on a town-wide basis.

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

**Design Direction #7:** That the Official Plan contain policies that provide the basis for preparation of a pilot Urban Design Checklist for use in the evaluation of planning and development proposals in key investment areas throughout the Town. Where applicable, the Checklist should be provided to landowners/developers at pre-submission consultation meetings, and could form part of the mandatory “complete application” requirements. Items to be assessed on the checklist could include a general Design Statement; applicability and conformity to both the Town’s Comprehensive Urban Design Guidelines, and any land use or place-specific issues for which more detail design guidelines are provided in the Official Plan; and a description of any innovative design responses. Staff may also be instructed in the use of the checklist, and also required to complete the evaluation for comparative purposes.
## Provincial Policy Statement - Urban Design Implications

<table>
<thead>
<tr>
<th>Policy</th>
<th>Provincial Policy Statement</th>
<th>Potential Implications for Urban Design</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.4.3</td>
<td>Planning authorities shall plan for appropriate range of housing types and densities to meet projected requirements and support the use of active and mass transit. Development standards shall be established to facilitate compact form.</td>
<td>The provision of housing structures of multiple sizes and masses relates to urban design. The arrangement of those structures around transit requires that overall urban form be considered.</td>
</tr>
<tr>
<td>1.8.1</td>
<td>Planning authorities shall maximize energy efficiency and the use of renewable energy such as solar and wind though development patterns, building design and building orientation.</td>
<td>Urban design can consider how buildings are oriented in order to make the best use of passive solar heating and cooling though shade and wind.</td>
</tr>
<tr>
<td>2.6.1</td>
<td>Significant built heritage resources and significant cultural heritage landscapes shall be conserved.</td>
<td>Urban design can consider how development can respect existing landscapes and views, and protect or adaptively re-use identified built heritage resources.</td>
</tr>
<tr>
<td>1.5.1</td>
<td>Promote healthy and active communities, with recreation facilities, parklands, open space and accessible shorelines.</td>
<td>Urban design can be used to ensure appropriate distribution and design of public spaces and recreation facilities in a manner that promotes healthy and active lifestyles.</td>
</tr>
<tr>
<td>1.6.5.3</td>
<td>A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and supports the development of viable choices and plans for public transit (1.6.5.4) as well as connectivity within and among transportation systems and modes (1.6.5.3).</td>
<td>Urban design can shape the design, massing, and location of development in a manner that reduces the need to travel, and promotes transit use.</td>
</tr>
<tr>
<td>1.6.5.4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.6.1</td>
<td>Infrastructure and public service facilities shall be provided in a coordinated, efficient and cost-effective manner to accommodate projected needs.</td>
<td>Urban can address the co-location of infrastructure and public service facilities, and the location of infrastructure relative to development.</td>
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</tbody>
</table>
## APPENDIX 2

### Growth Plan for the Greater Golden Horseshoe - Urban Design Implications

<table>
<thead>
<tr>
<th>Policy</th>
<th>Growth Plan</th>
<th>Potential Implications for Urban Design</th>
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</thead>
<tbody>
<tr>
<td>2.23</td>
<td>In their planning policies, municipalities shall identify appropriate type and scale of development for intensification areas. These areas shall provide high quality public open space with site design and urban design standards that create attractive and vibrant places as well as achieve an appropriate transition of built form to adjacent areas.</td>
<td>Urban design can be used to address the type and scale of development in intensification areas in order to create attractive and vibrant places and achieve appropriate transitions between adjacent uses.</td>
</tr>
<tr>
<td>2.25</td>
<td>Major transit station areas will be planned and designed to be multi-modal (2.25). High residential and employment densities shall be located nearby transit, and transit shall be extended to areas with high enough residential and employment densities to support it (3.2.3)</td>
<td>Urban design can direct densities in accordance with planned transit service levels, and design and orient development to maximize access to and convenience of transit services.</td>
</tr>
<tr>
<td>2.22</td>
<td>Growth in greenfield areas shall compact and transit-supportive (2.22) It shall be planned, designated, zoned and designed in a manner that creates street configurations, densities and urban form that support walking, cycling and transit, as well as creates high quality public open space that through its design, supports transit, walking and cycling (2.27).</td>
<td>Implementing bicycle lanes, increasing the sidewalk width and creating a contiguous street grid through urban design can help to create an urban form and streetscape design that supports transit, walking and cycling.</td>
</tr>
<tr>
<td>4.2.1</td>
<td>Municipalities are encouraged to establish an urban open space system within built-up areas, which may include rooftop gardens, communal courtyards and public parks.</td>
<td>Urban design can establish standards and minimum requirements for public and semi-public spaces associated with new development.</td>
</tr>
<tr>
<td>4.2.4</td>
<td>Municipalities will develop and implement Official Plan policies and other strategies to support energy conservation through land-use patterns and urban design standards, encouraging energy-efficient buildings and opportunities for cogeneration.</td>
<td>Urban design contributes to energy efficiency though such tactics as orienting buildings towards the sun to capture solar heating, or towards the wind to capture cooling breezes.</td>
</tr>
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</table>
## Durham Region Official Plan – Select Policies That Are Relevant to Urban Design

### Environment

<table>
<thead>
<tr>
<th>Policy</th>
<th>Region of Durham Official Plan Policy</th>
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</thead>
<tbody>
<tr>
<td>2.2.5</td>
<td>Development within the Region shall take aesthetics into account (2.2.5) by promoting the enhancement of visual amenities of the urban environment and enacting by-laws establishing environmental, aesthetic, urban design and controls on signs and outdoor lighting (2.3.5). Reducing light pollution conserves energy, improves pedestrian and road safety, contributes to an aesthetically pleasing night time environment, and protects the night sky for its scientific, natural and education value (2.2.12).</td>
</tr>
<tr>
<td>2.2.10</td>
<td>Urban Areas shall be developed to support a pedestrian-oriented urban environment which promotes social interaction and provides opportunities for free expression and the nourishment of culture and art.</td>
</tr>
<tr>
<td>2.2.11</td>
<td>The conservation, protection and/or enhancement of Durham’s built and cultural heritage resources is encouraged (2.2.11).</td>
</tr>
<tr>
<td>2.3.5</td>
<td>Council shall undertake an inventory of the main access points of the Region to identify attractive vistas and views worth protecting, as well as unattractive views requiring screening, landscaping or upgrading.</td>
</tr>
<tr>
<td>2.3.19</td>
<td>Regional Council shall promote tree planting for the purposes of improving air quality, health and reducing energy use though shading and sheltering (2.3.47) and by establishing a tree planting program on Regional road allowances that encourages the use of indigenous species. An overall woodland cover target of a minimum of 30% of Durham’s total land area is established (2.3.19).</td>
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</table>

### Economic Development

<table>
<thead>
<tr>
<th>Section</th>
<th>Region of Durham Official Plan Policy</th>
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<tr>
<td></td>
<td>To achieve greater diversification of the Region’s economic base, Regional Council shall in cooperation with area municipalities: support and promote rejuvenation, redevelopment and renewal of Urban Growth Centres, Regional Centres and Corridors, regeneration areas and brownfield sites, promote beautification of development along major transportation corridors, in particular, the redevelopment and intensification of existing employment areas abutting Highway 401, and ensure provision of housing with a variety of types, sizes and tenure in Urban Areas, to meet needs of a diversified labour force.</td>
</tr>
</tbody>
</table>
**Housing**

<table>
<thead>
<tr>
<th>Section</th>
<th>Region of Durham Official Plan Policy</th>
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<tbody>
<tr>
<td>4.2.2</td>
<td>Overall, maintenance and improvement of existing housing stock shall be encouraged (4.2.2). Ensure that a wide range of housing is provided in Urban Areas. In areas outside of Urban Areas, maintain construction of single detached dwelling consistent with character of the area (4.3.1).</td>
</tr>
<tr>
<td>4.3.1</td>
<td>The following intensification techniques are encouraged: convert single-detached dwellings to multiple units; convert industrial/commercial buildings; create new residential units on vacant or underdeveloped lands in urban areas; construct residential units above commercial units (preferably adjacent to arterials and/or near transit routes).</td>
</tr>
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</table>

**Urban System**

<table>
<thead>
<tr>
<th>Section</th>
<th>Region of Durham Official Plan Policy</th>
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<tbody>
<tr>
<td>8.1.4</td>
<td>Develop people-oriented Urban Areas that create a sense of community, promote social interaction and are aesthetically pleasing.</td>
</tr>
<tr>
<td>8.1.10</td>
<td>Include urban design guidelines and transit supportive development policies in municipal Official Plans (8.3.10) that encourage the development of compact urban form, fosters the creation of a grid system of roads, and provides linkages for pedestrians and cyclists (8.2.1).</td>
</tr>
<tr>
<td>8.2.1</td>
<td>Urban Areas shall be planned and developed with regard for the principles of adaptability over time, sustainable development, harmony with nature and diversity and integration of structures and functions.</td>
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</table>

**Employment Areas**

<table>
<thead>
<tr>
<th>Section</th>
<th>Region of Durham Official Plan Policy</th>
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</thead>
<tbody>
<tr>
<td>8C.1.6</td>
<td>The Region shall promote sustainable design and the development of transit supportive, compact urban form that encourages active transit (8C.2.9) and minimizes surface parking in Employment Areas</td>
</tr>
</tbody>
</table>

| 8C.2.9  | The Region shall promote sustainable design and the development of transit supportive, compact urban form that encourages active transit (8C.2.9) and minimizes surface parking in Employment Areas |

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*whitby official plan review*
planning our built environment – draft (november 2011)
### Centres, Corridors and Waterfront Places

<table>
<thead>
<tr>
<th>Section</th>
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<tbody>
<tr>
<td>8A.1.2</td>
<td>Centres shall be developed in accordance with urban design that favours pedestrian traffic and public transit with direct street pedestrian access to buildings, provision of potential transit, and parking areas sited at the rear or within buildings, wherever possible, as well as with prime consideration for the spatial distribution of structures, architectural treatment, and the preservation and enhancement of cultural heritage resources.</td>
</tr>
<tr>
<td>8A.1.5</td>
<td>Corridors shall promote public transit ridership through well-designed development; have a mix of uses at higher densities; feature sensitive urban design that orients development to the corridor, complemented by the consolidation of access points; maintain and enhance historical main streets by integrating new forms of development with existing development; and preserve and enhancing cultural heritage resources.</td>
</tr>
<tr>
<td>A.2.12</td>
<td>Waterfront Places shall be developed as focal points along the Lake Ontario waterfront, having a mix of uses, integrated with the Greenlands System. Uses may include residential, commercial, marina, recreational, tourist, and cultural and community facilities. The scale of development shall be based on and reflect the characteristics of each Waterfront Place. Where appropriate, Waterfront Places shall be planned to support an overall, long-term density target of at least 60-residential units per gross hectare and a floor space index of 2.0. The built form should vary, and be developed in a manner that is sensitive to the interface with the natural environment.</td>
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### Transportation System

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<tr>
<th>Section</th>
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<tr>
<td>11.3.18</td>
<td>In support of existing and future transit services, development adjacent to Transportation Hubs, Commuter Stations and Transit Spines shall feature buildings oriented towards the street to reduce walking distances to transit facilities; and facilities which support non-auto modes including drop off facilities, bus bays, bus loops, bus shelters, walkways, trails and other pedestrian and cycling facilities.</td>
</tr>
<tr>
<td>11.3.34</td>
<td>In the consideration of development applications abutting arterial roads where access opportunities are limited, development patterns that promote pedestrian connectivity and permeability to the arterial road will be supported. These include minimizing the amount of reverse lot frontage along the arterial road; promoting alternatives to reverse lot frontage such as window streets and cul-de-sacs adjacent to the arterial road; providing noise attenuation walls or fencing along the side yard of lots adjacent to the arterial road; and establishing direct visual and pedestrian connections from proposed land uses and/or local streets and to the arterial road.</td>
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# APPENDIX 4

## Current Whitby Official Plan – Select Policies That Are Relevant to Urban Design

### Residential

<table>
<thead>
<tr>
<th>Section</th>
<th>Whitby Official Plan</th>
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<tr>
<td>4.2.3.1</td>
<td>In residential areas, non-residential uses are permitted if they are limited in scale, low intensity and compatible in design and scale to surrounding community.</td>
</tr>
<tr>
<td>4.2.3.13</td>
<td>Location of medium and high density residential uses shall address: suitability of the parcel of land in terms of lot size, setbacks and side yards to accommodate more intensive use; impact of height, design and form on adjacent uses; proximity to public transit, retail, services and institutions; suitability of road access; provision of adequate on-site parking, lighting and landscaping.</td>
</tr>
<tr>
<td>4.2.3.14</td>
<td>Medium and high density residential projects must be developed on the basis of comprehensive site plans and take into account good urban design principles in order to integrate development with surrounding area.</td>
</tr>
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### Central Areas

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<thead>
<tr>
<th>Section</th>
<th>Whitby Official Plan</th>
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<tbody>
<tr>
<td>4.3.3.6 (a)-(e)</td>
<td>In central areas, “comprehensive design and block concept” is encouraged. There also shall be integration of walkways with streets, public squares, malls, parkland and open spaces; integral landscaping that screens or buffers development; and no open storage.</td>
</tr>
<tr>
<td>4.3.3.6 (f)(g)</td>
<td>In central areas, parking shall be designed to minimize conflicts between pedestrians and cars. It should also be suitably landscaped along road frontages and screened from residential amenity spaces. Landscaped islands shall be used strategically to minimize the visual impact of large parking areas.</td>
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### Industrial Areas

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<tr>
<th>Section</th>
<th>Whitby Official Plan</th>
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<tbody>
<tr>
<td>4.6.3.3.1</td>
<td>All development in Prestige Industrial Area shall exhibit a high standard of building design, an attractive appearance and extensive landscaping.</td>
</tr>
<tr>
<td>4.6.3.3.4</td>
<td>Business parks shall be permitted in Prestige Industrial designations within Secondary Plans. These employment areas are to be distinctive, large, highly visible and accessible, comprehensively planned and developed in a campus-like setting with more intensive employment opportunities. The highest design and development standards shall be utilized.</td>
</tr>
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</table>
Automobile Complex

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<tr>
<th>Section</th>
<th>Whitby Official Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>4.6.3.4</td>
<td>An automobile complex will be distinguished by common elements of high urban and landscape design standards, including building form, massing, signage and lighting. These elements will be co-ordinated within an overall development scheme through the site plan approval process to ensure cohesive design, with strong visual and physical relationships between individual dealerships.</td>
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Institutional, Cultural and Community Facilities

<table>
<thead>
<tr>
<th>Section</th>
<th>Whitby Official Plan</th>
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</thead>
<tbody>
<tr>
<td>4.7.3.6</td>
<td>Location and design criteria for institutional uses and community facilities shall include adequate buffering, screen planting and/or fencing between institutional uses and adjoining residential areas; and demonstration that the landscape design treatment of the institutional facility provides for the effective integration of the facility with the existing and/or planned adjoining neighbourhood.</td>
</tr>
<tr>
<td>4.7.3.10</td>
<td>Institutional and community facilities shall be located in close proximity to other centres of activity to encourage joint use of facilities and complementary relationships</td>
</tr>
</tbody>
</table>

Parks and Major Open Space

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<tr>
<th>Section</th>
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<tbody>
<tr>
<td>4.8.3.8</td>
<td>Street frontage and physical access shall be provided for all recreational areas, open space, parks and facilities at appropriate locations and in accordance with the Town’s design standards and requirements. (4.8.3.8) Generally, Local Parks shall have frontage on a local or collector road and District Parks shall be located on a collector or an arterial road (4.8.3.11)(e).</td>
</tr>
<tr>
<td>4.8.3.11(a)</td>
<td>Parkland areas and Major Open Space systems shall be connected with walkways, trails, utility and/or open space corridors, sidewalk systems, bicycle paths and roads wherever possible. Linkages shall avoid crossing arterial roads between intersections.</td>
</tr>
<tr>
<td>4.8.3.11(c)</td>
<td>Where parkland immediately abuts or is adjacent to residential areas, appropriate measures shall be taken to reduce adverse noise and visual impacts (including lighting) and to buffer parking and other facilities.</td>
</tr>
<tr>
<td>4.8.3.11(d)</td>
<td>Parks shall be generally located as central as possible to the communities or neighbourhoods that they serve.</td>
</tr>
<tr>
<td>4.8.3.11(g)</td>
<td>Parks and school sites shall be encouraged to be integrated in their design and development with no physical barriers or separation of facilities. Specifically, a Local Park shall be generally integrated with an elementary school; and a District Park shall be generally integrated with a secondary school, or one or more elementary schools.</td>
</tr>
</tbody>
</table>
APPENDIX 5

Whitby Secondary Plans

Port Whitby Secondary Plan

With emphasis on tourism, recreation, and environmental protection of the harbour, this secondary plan provides land use guidelines for lands surrounding the harbour and specifies maximum density and building types. The plan also makes provision for a pedestrian linkage to the waterfront and the Lake Ontario Waterfront Trail, a future park located north of Victoria Street, and the continued protection of St. John’s Church, cemetery and grounds.

Lynde Shores Secondary Plan

This secondary plan provides guidelines to protect and enhance the Lynde Creek wetland while integrating commercial, residential, industrial, institutional and community uses. It specifically states the following with respect to the urban design of business park developments: “to encourage a special identity and image, high urban, architectural and landscape design standards shall be used together with: (a) the minimal use of at-grade parking, (b) restricting service areas to interior and rear yards where feasible, and (c) minimizing and restricting outdoor storage areas.” In addition the secondary plan calls for appropriate berms and landscaping to buffer Victoria Street.

Downtown Whitby Secondary Plan

With the stated goal of integrating development uses to enhance downtown’s role as a focal point and source of identity for the Town, this secondary plan provides for pedestrian-oriented and compact development, a variety of housing types, a balance of higher- and lower-density development, preservation of heritage buildings, efficient traffic movement and sufficient sewer and water service. Specific to urban design, it calls for the quality and character of the Downtown to be maintained and enhanced though the preservation of a continuous street wall, tree replacement, and the provision of seating, and for appropriate density, height and massing and suitable transition from low- to high-density areas.

Rossland/Garden Major Central Area Secondary Plan

This secondary plan provides guidance for developing Rossland Road and Garden Street as a Major Central Area with a range of “integrated compatible land uses.” Specific to urban design, it calls for reduced setbacks “in order to provide a more intensive urban built form” and “a greater sense of enclosure” and for parking to be located at the rear of buildings in order to achieve a continuous streetscape. In addition, specific landscaping guidelines are also provided.
**Brooklin Community Secondary Plan**

In order to manage new growth and development as a means to ensure community vitality and character, this secondary plan encourages mixed use development, provides for the protection of Brooklin’s heritage buildings, encourages commercial development, and calls for the maintenance of Lynde Creek and associated valley lands.

**Macedonian Village Secondary Plan**

This secondary plan provides guidelines for protecting the rural nature of Macedonian Village, while also acknowledging existing residences, and planning for future development, including the provision of parks and the protection of sensitive lands.

**Hamlet of Ashburn Secondary Plan**

The Hamlet of Ashburn Secondary Plan outlines land use policies and sets guidelines for scale and type of development within the Hamlet of Ashburn.

**Brock/Taunton Major Central Area Secondary Plan**

The Brock/Taunton Major Central Area Secondary Plan guides development of the Major Central Area at Brock Street and Taunton Road. This area is intended to be a central focal point of mixed use development and activities, while respecting the environmentally sensitive and hazard areas associated with Lynde Creek. The secondary plan establishes a number of urban design related criteria for evaluating development applications:

- existing natural features are preserved and, wherever possible, incorporated into the manmade environment;
- the road pattern reduces the need for, or distance of local vehicular trips;
- the road pattern contributes to efficient provision of public transit services
- building entrances are encouraged to be placed in close relationship to transit stops
- provides for safe and comfortable pedestrian movements
- reverse-frontage residential lots are avoided where possible
- shadow and privacy impacts on Low Density Residential and public Open Space are minimized; and
- integration of land uses across lands that are under more than one ownership.

**Thickson/Taunton Community Central Area Secondary Plan**

This secondary plan makes provision for a Multifunctional Community Central area located at the intersection of Thickson Road and Taunton Road that provides for a variety of uses with respect to the natural environment. The plan sets density targets, specifies building types and height guidelines, and gross leasable area targets.

**Taunton North Community Secondary Plan**

The Taunton North Community Secondary Plan sets the framework for a residential and industrial community that is “safe, healthy and attractive” as well as environmentally
conscious. It encourages an “ecosystem approach” to planning and calls for the encouragement of an urban form that is “efficient and cost effective for servicing, storm water, transportation and public transit systems and is sensitive to environmental conditions.” Specific guidelines are set for each individual land use category.

**Oak Ridges Moraine Secondary Plan**

In concert with the Oak Ridges Moraine Conservation Act and the Oak Ridges Moraine Conservation Plan, this secondary plan provides guidelines for protecting Oak Ridges “ecological and hydrological features and functions of the Oak Ridges Moraine.” It identifies what sort of development is permitted and where, stipulates how water and waste shall be handled, and provides guidance for locating transportation uses.

**West Whitby Secondary Plan**

The West Whitby Secondary Plan establishes the basis for development in the 1,475 hectare West Whitby area. It makes provision for a mix of housing types and affordability, transit-accessible development patterns, and logically extended municipal services.

Section 11.12.5 outlines additional specific urban design policies for the West Whitby Area:

- ensure streetscape features and sustainable design elements shall be complementary to streetscape and located in integrated manner;
- buildings shall be pedestrian scale and detail, appropriate street wall height, and sensitive to winds and shadowing;
- principal building facades shall face the street;
- special attention shall be paid to buildings at “major vista terminations” or on view corridors;
- driveway size shall be limited garages that protrude from residential buildings shall be discouraged;
- wind and shadow studies shall be necessary for development adjacent to existing residential areas;
- medium and high density residential, commercial, service and office uses shall be located at the street edge;
- corner buildings shall be located close to street rights of way;
- parking shall not be visible from public street;
- parking in the front adjacent to street shall be divided up in to smaller areas and landscaped; and
- design shall that supports personal safety though lighting, passive surveillance, overlooks and easy access as well as unobstructed views of parks and open space.