
From: Catherine Rose, MCIP, RPP
Chief Planner

Subject: Official Plan Amendment OPA 22-004/P
Zoning By-law Amendment Application A 11/22
Kindred Works
Part of Lot 25, Concession 1, Now Part 1 to 6, 40R-8820 & Lot 45 to 51, 40M-1272
(1066 Dunbarton Road)

1. Purpose of this Report

The purpose of this report is to provide preliminary information regarding applications for Official Plan Amendment and Zoning By-law Amendment, submitted by Kindred Works on behalf of the United Church of Canada, to facilitate a residential development. This report contains general information on the applicable Official Plan and other related policies and identifies matters raised to date.

This report is intended to assist members of the public and other interested stakeholders to understand the proposal. The Planning & Development Committee will hear public delegations on the applications, ask questions of clarification, and identify any planning issues. This report is for information and no decision is to be made at this time. Staff will bring forward a recommendation report for consideration by the Planning & Development Committee upon completion of a comprehensive evaluation of the proposal.

2. Property Location and Description

The subject property is located at the north-westerly corner of Dunbarton Road within the Dunbarton Neighbourhood (see Location Map, Attachment #1). The subject property has an area of approximately 0.78 of a hectare, with approximately 135.0 metres of frontage along Dunbarton Road.

The subject lands are currently occupied by a two-storey building, known as the Dunbarton-Fairport United Church, that is used as a place of worship and a daycare facility. The building is not currently listed or designated under the *Ontario Heritage Act*. However, it is identified on the City's Inventory of Historic Resources. Portions of the existing Church, constructed in approximately 1877, are proposed to be retained in its current location, while the balance of the existing building, and surface parking area, are proposed to be demolished to accommodate the development (see Air Photo, Attachment #2).

Surrounding land uses include:

North: An established residential subdivision consisting of two-storey detached dwellings fronting Rambleberry Avenue and Falconcrest Drive.

- East: Across Dunbarton Road are two-storey detached dwellings fronting Dunbarton Road and Cloudberry Court. Further east is the intersection of Kingston Road and Dixie Road.
- South: Immediately to the south across Dunbarton Road are one and two-storey detached dwellings. Further south is Kingston Road.
- West: Immediately to the west and southwest are detached dwellings fronting Dunbarton Road forming part of the historic Village of Dunbarton. Further west is Dunbarton Creek, which delineates the westerly limit of the historic village.

3. Applicant's Proposal

The applicant is proposing a residential development consisting of 41 dwelling units. Approximately 391 square metres of the historic part of the existing Church is proposed to be retained in its current location at the southeast corner of the site, and used as a place of worship and daycare facility (see Submitted Conceptual Site Plan, Attachment #3).

The conceptual site plan illustrates a total of 4 blocks (Blocks 1 to 4), containing a total of 33 stacked townhouse units and 8 street townhouses. The tenure of all units is proposed to be rental, with ownership being retained by the United Church of Canada.

The blocks contain a combination of stacked townhouses and street townhouses. Each stacked townhouse will contain three units, each having a dedicated access from grade. The table below summarizes the townhouse type and the number of units contained in each block:

Building Block	Unit Type	Number of Units	Total
Block 1	Street Townhouse	4	13
	Stacked Townhouse	9	
Block 2	Street Townhouse	0	9
	Stacked Townhouse	9	
Block 3	Street Townhouse	2	8
	Stacked Townhouse	6	
Block 4	Street Townhouse	2	11
	Stacked Townhouse	9	
Total			41

Block 1 will front Dunbarton Road, while Blocks 2, 3 and 4 will front the internal private road. All blocks are proposed to be 3 storeys in height, approximately 10.3 metres measured from established grade to the mid-point of the peaked roof (see Submitted Conceptual Renderings, Attachment #4).

Vehicular access to the internal private road will be provided through two, full-move access points from Dunbarton Road, located at the southwesterly and northeasterly corners of the subject lands. The chart below outlines the requested parking ratios to support the proposed development:

Use	Proposed Parking Ratio	Number of Parking Spaces
Street Townhouse	1.0 space per unit	8
Stacked Townhouse	0.80 of a space per unit	26
Residential Visitor	0.15 of a space per unit	6
Non-residential (Church/Day Care)	3.5 spaces per 100m ² of floor area	10
Total		50

No internal garages are proposed. All residential parking spaces will be accommodated through a surface driveway, located immediately in front of the unit, or within a common parking area located south of Blocks 3 and 4. Residential visitor and non-residential parking spaces will be accommodated in common parking areas immediately to the north of the retained Church.

The conceptual site plan illustrates an internal landscaped courtyard, consisting of pedestrian walkway connections, passive landscaping, and a total of 174 square metres of outdoor amenity area, comprising two play areas, and a community seating area.

The applicant has submitted an application for an Official Plan Amendment to re-designate the subject lands from “Urban Residential Areas – Low Density Areas” to “Urban Residential Areas – Medium Density Areas” to increase the residential density to 52 units per net hectare. The Zoning By-law Amendment is intended to rezone the lands to an appropriate zone category, and establish appropriate development standards, to facilitate the proposed stacked and street townhouse dwellings, while retaining the existing Church and day nursery uses.

The development will be subject to site plan approval.

4. Dunbarton-Fairport United Church

As outlined above, the subject lands are currently occupied by the Dunbarton-Fairport United Church (the “Church”). The Church is a gabled brick building dating to 1877 and is constructed in a vernacular interpretation of the Gothic Revival style. Following a fire in 1973, the Church was repaired in the post-modern style by architect George Baird, which

preserved the remaining fabric, rehabilitated the peaks of the north and south façades with vertical glazing, and restored the gabled roof. Figures 1 and 2 below, indicate this portion of the Church prior to the fire, and in its current form in 2022. The architectural firm of George Baird also designed an addition in 1974 located immediately to the north of the original building, which provided additional administrative space to the Church. This space was later extended further north, and terminated in an octagonal chapel, through a subsequent addition in 1984. Figure 3 below indicates the approximate extent of each section of the existing building and the associated year of construction.



Figure 1: Dunbarton Church, C. 1920, Schillaci.



Figure 2: Dunbarton-Fairport United Church, c. 2022, ERA Architects

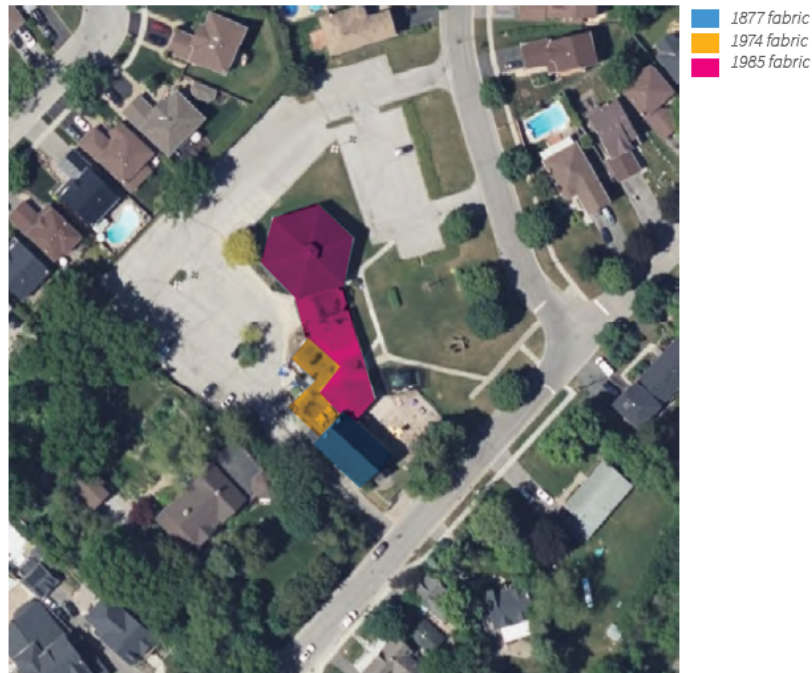


Figure 3: Air photo, c.2022, ERA Architects

Currently, the building is not listed or designated under the *Ontario Heritage Act*. However, it is identified on the City's Inventory of Heritage Resources. The Inventory notes that the subject lands are considered to be important both in establishing the character of the historic Village of Dunbarton, while also exhibiting dominant landmark value due to its notable visibility due to the higher elevation of the east end of Dunbarton Road.

In support of the proposed development, the applicant has prepared a Heritage Impact Assessment (HIA). The HIA provides an assessment of the cultural heritage significance of the existing building, determines if any cultural heritage resources may be adversely impacted by the proposed development or site alteration, and provides recommendations to conserve the resource. The City has retained a heritage consultant, Heritage Studios, to conduct a peer-review of the submitted information and provide recommendations to the City.

5. Policy Framework

5.1 Durham Regional Official Plan

The Regional Official Plan (ROP) designates the subject lands as "Living Areas". The "Living Areas" designation shall be used predominately for housing purposes. The Plan also states that lands within the Living Area designation shall be developed in compact urban form through higher densities, and by intensifying and redeveloping existing areas. The ROP also requires at least 25 percent of all new residential units produced within each area municipality to be affordable to low and moderate income households.

The proposal conforms to the Durham Regional Official Plan.

5.2 Pickering Official Plan

The subject lands are located within the Dunbarton Neighbourhood, and are designated "Urban Residential Areas – Low Density Area", which provides for housing and related uses. This designation permits a maximum net residential density of up to and including 30 units per net hectare. The applicant's proposal will result in a residential density of approximately 52 units per net hectare, which exceeds the permitted density range. An amendment to the City's Official Plan is required to re-designate the subject lands to "Urban Residential Areas – Medium Density Areas" to facilitate the proposal.

The Official Plan states that in establishing performance standards, regard shall be had to protecting and enhancing the character of established neighbourhoods by considering matters such as building height, yard setbacks, lot coverage, access to sunlight, parking provisions, and traffic implications. The Official Plan also states that where new development is proposed within an existing neighbourhood or established area, City Council shall encourage building design that reinforces and complements existing built patterns, such as form, massing, height proportion, position relative to the street, and building area to site ratio.

The Dunbarton Neighbourhood Policies outline that opportunities to rejuvenate the historic Village of Dunbarton shall be encouraged, provided the historic character of the area, and the interests of neighbouring residents are respected.

Dunbarton Road is identified as a municipal collector road within the City's Official Plan. Collector roads are intended to carry local and neighbourhood traffic in greater volumes than local roads, and provide access from local roads to other collector roads and to Type 'C' arterial roads.

The applicant's proposal will be assessed against these policies of the Official Plan during the further processing of the applications.

5.3 Affordable Housing

Section 6.4 of the Pickering Official Plan states that City Council shall require a minimum of 25 percent of new residential construction, on a City-wide basis, to be of forms that would be affordable to households of low or moderate incomes. Under the Official Plan, 'affordable' is defined as annual housing costs (rent or mortgage payments) that do not exceed 30 percent of gross household income.

As outlined above, the proposed residential units are proposed to be retained by the property owner and be rental tenure. 30 percent of the units (approximately 13 units) are proposed to be affordable at 80 percent of the Median Market Rent per the Canadian Mortgage Housing Corporation (CMHC) National Housing Co-Investment Fund criteria. Currently, the affordable units provided are proposed to be 2-bedroom stacked townhouse units.

In September 2022, the Region released an invitation for qualified proponents to apply for regional financial assistance to develop affordable housing units under the At-Home Incentive Program (AHIP). The AHIP was established to enable funding for new purpose-built affordable, rental housing projects.

On March 22, 2023, the Region of Durham Committee of the Whole approved upfront capital funding, in the amount of \$1,950,000, to be provided to the applicant, Kindred Works, to support the development and construction of the proposed affordable rental units. The funding was provided through the Region's AHIP, and will be distributed at the following key milestones:

- 50 percent at the signing of the Municipal Capital Housing Facilities and Contribution Agreement and registration of security;
- 40 percent at confirmation of fully enclosed building; and
- 10 percent at confirmation of occupancy.

The Municipal Capital Housing Facilities and Contribution Agreement, between the Region and the applicant, will provide criteria for the applicant to maintain affordable rents for a specified affordability period, and to provide accountability and reporting requirements.

Additionally, the applicant has advised they have ongoing funding with CMHC through the CMHC Co-Investment funding program to support the proposal.

5.4 Zoning By-law 3036, as amended

The subject lands are currently zoned “I(C)-DN” within Zoning By-law 3036, as amended by site-specific By-law 2285/86, which permits the use of the lands for a church and a day nursery. The applicant is requesting to rezone the subject lands to facilitate the proposed residential units with site-specific performance standards while retaining the uses of a church and day nursery.

6. Comments Received

6.1 Resident Comments

On April 12, 2023, the City Development Department hosted a Public Open House meeting to inform area residents about the proposed development. Notice of the open house meeting was provided through a mailing to all properties within 150 metres of the subject property, and an extended area established in consultation with the Ward Councillors (in total, notice was mailed to 395 property owners). In addition, 2 open house meeting notice signs were erected along each road frontage of the property on March 16, 2023. Approximately 90 people attended the Open House meeting. Written comments were received from 17 residents.

Notice of this Statutory Public Meeting was provided through a mailing to all properties within 150 metres of the subject property and those who have provided written comments, signed in at the Public Open House, and/or requested to be notified of all future meetings. Two public meeting notice signs were erected on the property on May 1, 2023.

The following is a list of key comments and concerns expressed by the residents at the meeting, and written comments received:

- concerned that the existing daycare, which is already at capacity, will be lost;
- outlined that the retained portion of the existing Church does not currently contain any portion of the existing daycare floor space;
- questioned how the daycare would be accommodated within the proposed development and how much floor space would be available for daycare use;
- questioned how the existing daycare would be accommodated throughout the future construction process;
- commented that the proposed street townhouse and stacked townhouse units are not in keeping with the character of the surrounding community, which consists of two-storey detached dwellings;
- commented that the proposed unit type and building heights are out of character with the existing dwellings in the surrounding neighbourhood;
- commented that the rental tenure of the residential units is not consistent with the ownership of the surrounding neighbourhood;
- concerned that the rental tenureship proposed, particularly affordable units, will result in increased crime;
- concerned that the proposed garbage storage area is located adjacent to existing properties and should be relocated;

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- concerned that the front yards along Dunbarton Road and the outdoor amenity area will not be maintained appropriately;
 - concerned that the proposal will result in privacy concerns for the abutting residents immediately to the north, and reduce sunlight to their property;
 - concerned that existing mature trees will be removed to permit the development;
 - concerned that the redevelopment of the subject lands will worsen existing stormwater management and groundwater issues experienced by property owners in the subdivision immediately to the north;
 - questioned the impact of the proposed development on the Dunbarton Creek;
 - commented that the traffic counts contained in the submitted transportation impact study are not accurate due to the pandemic;
 - commented that the proposed density and population increase will result in negative traffic impacts along Dunbarton Road, which is already busy;
 - commented that the section of Dunbarton Road immediately adjacent to the subject lands has reduced visibly due to the curve and grade of the road, and the proposed driveway access creates a safety concern;
 - concerned that the increase in vehicular traffic will result reduce pedestrian safety;
 - concerned that there is an insufficient amount of resident and visitor parking proposed to support the development, which will result in vehicles being parked along Dunbarton Road;
 - concerned there is an insufficient amount of parking proposed to support the Church and daycare facility, particularly at times of peak demand, such as weddings or pick-up/drop-off;
 - commented that the proposed development will not provide sufficient space to accommodate snow storage;
 - concerned that on-site construction activity will cause damage to adjacent homes;
 - questioned if the property owner could provide public parkland.

6.2 Agency Comments

6.2.1 Region of Durham

- No objection to the approval of the proposed applications, subject to the inclusion of an “H” Holding Symbol on the Zoning By-law.
- Request an “H” Holding Symbol be placed over the zoning by-law until a future site servicing agreement demonstrates that sufficient sanitary servicing capacity continues to be available to enable the partial and/or full development of the site to the satisfaction of the Region.
- The Official Plan Amendment application is exempt from Regional approval, in accordance with Regional By-law 11-2000.
- Lands are designated “Living Areas” in the ROP, which shall be predominantly used for housing purposes.
- Proposed development generally conforms to the policies of the ROP as it will increase the density and array of housing types to the area, and increase the amount of affordable rental units in the Region.

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- Water and sanitary sewage capacity is currently available from the existing supply from Dunbarton Road; however, servicing capacity is only assigned and allocated upon execution of a development agreement with the Region of Durham.

6.2.2 Canadian National Railway (CN)

- The subject lands are located in proximity to CN's Main Line.
- CN will peer review the submitted Noise and Vibration Study.
- The applicant will be required to insert appropriate warning clauses in all offers to purchase, and agreements of Purchase and Sale or Lease of each dwelling unit within 300 metres of the railway right-of-way.
- The Owner shall, through restrictive covenants registered on title and all agreements of purchase and sale or lease, provide notice to the public that the noise isolation measures implemented are not to be tampered with, or altered, and further that the Owner shall have sole responsibility for and shall maintain these measures to the satisfaction of CN.
- The Owner shall grant CN an environmental easement for operational noise and vibration emissions, registered against the subject property in favour of CN.

6.2.3 Metrolinx

- Prior to final site plan approval, the proponent shall submit a final noise study (with the most up-to-date rail data) for review and to the satisfaction of Metrolinx.
- The applicant will be required to insert appropriate warning clauses in all offers to purchase, and agreements of Purchase and Sale or Lease of each dwelling unit within 300 metres of the railway right-of-way.
- The Owner shall grant Metrolinx an environmental easement for operational emissions registered on title against the subject residential dwellings in favour of Metrolinx.

6.2.4 Durham District School Board (DDSB)

- DDSB has reviewed the application and has no objections to the proposed amendments.
- Students generated from this development will attend neighbouring schools.

6.2.5 Durham Catholic District School Board (DCDSB)

- DCDSB has reviewed the application and has no objections to the proposal.
- Students generated from this development will attend St. Elizabeth Seton C.S. and St. Mary Catholic Secondary School.

7. City Department Comments

7.1 City's Heritage Consultant (Heritage Studio)

- The submitted Heritage Impact Assessment (HIA) completed by ERA Architects provides a thorough and comprehensive history of the subject property and its context. The description of the property's cultural heritage value has been completed appropriately.

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- The retained building (chapel), constructed in approximately 1877, meets seven of the nine criteria listed in *Ontario Regulation 9/06*. The property clearly meets the prescribed criteria and should be designated under Section 29 of the *Ontario Heritage Act*.
 - The proposed site plan and massing/height of the new townhouses aligns with Standard 11 of Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada, which states "Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the work physically and visually compatible with, subordinate to, and distinguishable, from the historic place."
 - Recommend an addendum to the HIA should be required prior to site plan approval, which provides:
 - A review of the finalized townhouse design, noting any changes that have been or should be made to their scale, form, massing, materials to ensure their compatibility with the 1877 chapel.
 - Recommendations for the repair and renovation of the north elevation of the 1877 chapel following the removal of the later additions (including the design parameters for a small addition, if required).

7.2 Sustainability

- The submitted applications were deemed complete after January 1, 2023; as such, the Integrated Sustainable Design Standards (ISDS) are applicable.
- Based on the submitted information, the applicant has committed to pursuing a number of sustainable design elements, including timber construction, Passive House Certification, and Zero On-Site Carbon.
- This commitment is in alignment with the Council-endorsed ISDS.
- Staff are satisfied that the applicant is linking affordability and sustainability in these applications. The improved energy efficiency of the units will further support the affordability of living in this space for these future residents.

7.3 Engineering Services Department

- As of the writing of this report, no comments or concerns have been received.

7.4 Planning & Design Section Comments

The following is a summary of key concerns/issues or matters of importance raised to date. These matters, and others identified through the circulation and detailed review of the proposal, are required to be addressed by the applicant prior to a final recommendation report to Planning & Development Committee:

- ensuring conformity with the City's Official Plan and the Dunbarton Neighbourhood Policies;
- assessing the appropriateness of the proposal, including the requested increase in density;
- evaluating the appropriateness of the proposed site layout, building setbacks, building heights, and landscaping to ensure the proposal fits in within the character of the surrounding residential community;

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- ensuring appropriate setbacks and transition are provided between Blocks 2, 3 and 4 and the existing dwellings immediately to the north fronting Rambleberry Avenue;
 - evaluating the appropriateness of inset-balconies on the second and third storeys along the north façades of Blocks 2, 3 and 4;
 - requiring adequate resident, residential-visitor, and non-residential parking spaces to support the development;
 - ensuring sufficient outdoor play space is provided for the proposed day nursery;
 - ensuring adequate private outdoor amenity space is provided for each dwelling unit;
 - ensuring sufficient space is provided for snow storage, at-grade utilities, hydro transformers, light standards, water meter room(s), and community mailboxes;
 - reviewing the proposed common garbage storage location to minimize any negative impact adjacent residential properties;
 - evaluating the appropriateness of listing or designating the Dunbarton-Fairport United Church under the *Ontario Heritage Act*;
 - requiring further information regarding the preservation and alteration of the retained portions of the Church, and how it will be protected during construction; and
 - requiring the submission of a conservation plan for the retained portion of the Church.

Further issues may be identified following receipt and review of comments from the circulated departments, agencies and public. The City Development Department will conclude its position on the application after it has received and assessed comments from the circulated departments, agencies, and public.

8. Information Received

Copies of the plans and studies listed below are available for viewing on the City's website at pickering.ca/devapp or in person at the office of the City of Pickering, City Development Department:

- Conceptual Architectural Plans (Site Plan, Elevation Drawings & Floor Plans), prepared by KPMB Architects, dated October 14, 2022;
- Planning Justification Report, prepared by MHBC Planning, dated December 2022;
- Urban Design Brief, prepared by MHBC Planning, dated November 2022;
- Heritage Impact Assessment, prepared by ERA Architects, dated October 14, 2022;
- Transportation Impact Study, prepared by BA Group, dated December 9, 2022;
- Transportation Impact Study- Auto-Turn Diagrams, prepared by BA Group, dated October 2022;
- Conceptual Landscape Plans, prepared by Janet Rosenberg & Studio, dated October 19, 2023;
- Arborist Report, prepared by Davey Resource Group, dated October 11, 2022;
- Functional Servicing Report, prepared by WSP Canada Inc., dated October 19, 2022;
- Stormwater Management Report, prepared by WSP Canada Inc., dated October 18, 2022;
- Construction Management Plan, prepared by Chandos, dated October 5, 2022;
- Waste Management Brief, prepared by KPMB, dated October 25, 2022;
- Geotechnical Report, prepared by Grounded Engineering, dated August 19, 2022;
- Hydrogeological Report, prepared by Grounded Engineering, dated August 29, 2022;

- Phase I Environmental Site Assessment, prepared by Grounded Engineering, dated June 16, 2022; and
- Noise and Vibration Study, prepared by Acoustic Engineering Ltd., dated October 20, 2022.

9. Procedural Information

9.1 General

- written comments regarding this proposal should be directed to the City Development Department;
- oral comments may be made at the Statutory Public Meeting;
- all comments received will be noted and used as input to a Recommendation Report prepared by the City Development Department for a subsequent meeting of Council or a Committee of Council;
- any member of the public who wishes to reserve the option to appeal Council's decision must provide comments to the City before Council adopts any by-law for this proposal;
- any member of the public who wishes to be notified of Council's decision regarding this proposal must request such in writing to the City Clerk.

10. Owner/Applicant Information

The owner of this property is the United Church of Canada and is represented by Kindred Works and MHBC Planning.

Attachments

1. Location Map
 2. Air Photo
 3. Submitted Conceptual Plan
 4. Submitted Conceptual Renderings
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Prepared By:

Original Signed By

Cody Morrison
Principal Planner, Development Review

Original Signed By

Nilesh Surti, MCIP, RPP
Manager, Development Review &
Urban Design

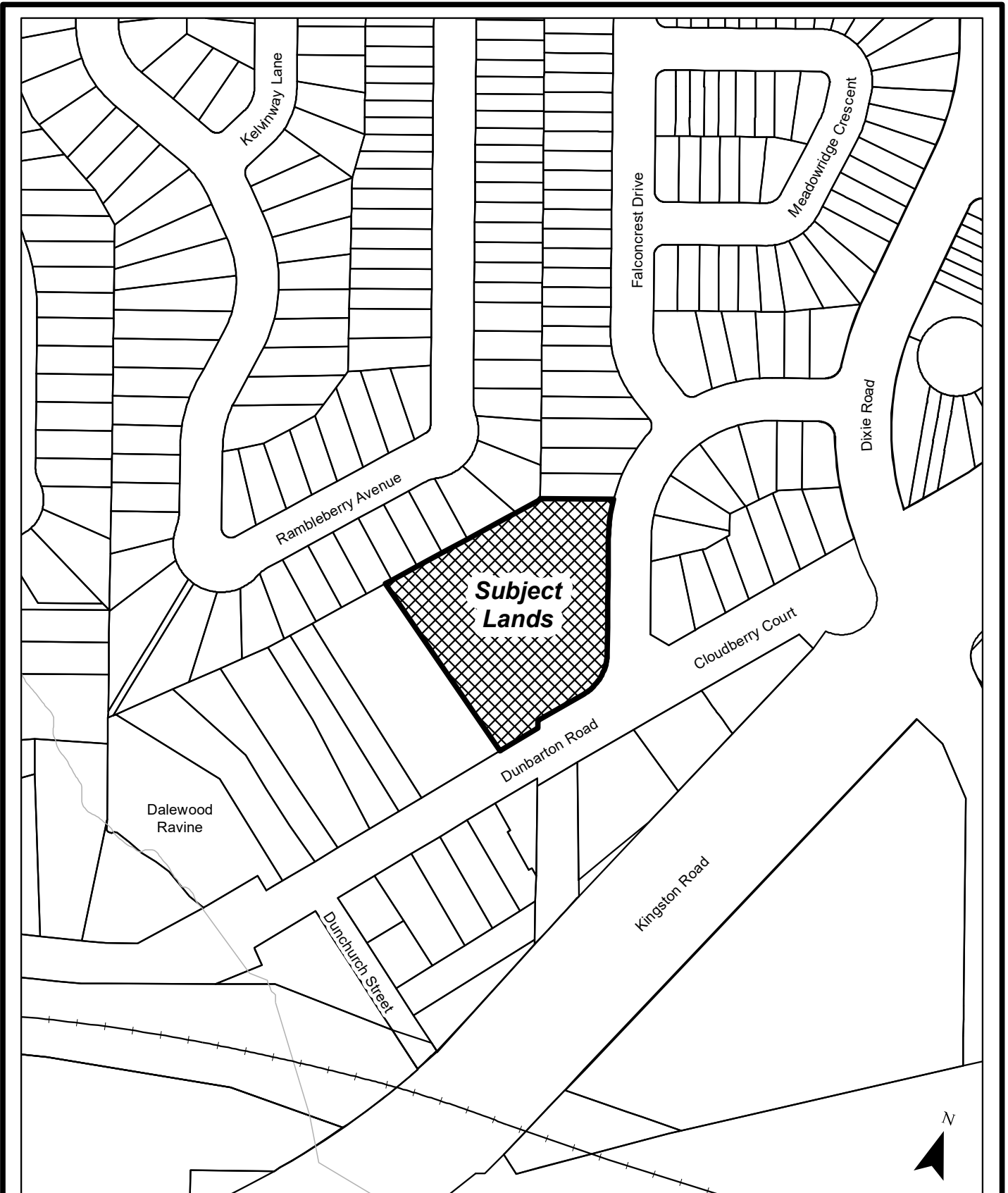
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Date of Report: May 18, 2023

Approved/Endorsed By:

Original Signed By

Catherine Rose, MCIP, RPP
Chief Planner



<p>PICKERING City Development Department</p>	Location Map	
	File: OPA 22-004/P & A 11/22	
	Applicant: Kindred Works	
	Municipal Address: 1066 Dunbarton Road	
	Date: Jan. 04, 2023	
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Subject Lands

<p>PICKERING City Development Department</p>	Air Photo Map	
	File: OPA 22-004/P & A 11/22	
	Applicant: Kindred Works	
	Municipal Address: 1066 Dunbarton Road	
	Date: May. 01, 2023	
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City of
PICKERING
City Development
Department

Submitted Conceptual Site Plan
File No: OPA 22-004/P & A 11/22
Applicant: Kindred Works
Municipal Address: 1066 Dunbarton Road

FULL SCALE COPIES OF THIS PLAN ARE AVAILABLE FOR VIEWING AT THE CITY OF PICKERING
 CITY DEVELOPMENT DEPARTMENT.

DATE: May 8, 2023



View of retained Church from Dunbarton Road



View from Internal Road

City of
PICKERING
City Development
Department

Conceptual Renderings

File No: OPA 22-004/P & A 11/22

Applicant: Kindred Works

Municipal Address: 1066 Dunbarton Road

FULL SCALE COPIES OF THIS PLAN ARE AVAILABLE FOR VIEWING AT THE CITY OF PICKERING
CITY DEVELOPMENT DEPARTMENT.

DATE: May 1, 2023