City of PICKERING

Information Report to Planning & Development Committee

Report Number: 03-19
Date: February 4, 2019

From: Catherine Rose, MCIP, RPP
Chief Planner

Subject: Official Plan Amendment Application OPA 18-005/P
Zoning By-law Amendment Application A 11/18
Highmark (Pickering) Inc.
Lots 1, 2 & 43, Plan 316 and Part of Lot 20, Concession 1
(1640 Kingston Road and 1964 Guild Road)

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1. Purpose of this Report

The purpose of this report is to provide preliminary information regarding applications for an Official Plan Amendment and a Zoning By-law Amendment, submitted by Highmark (Pickering) Inc., to permit a high-density residential condominium 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 on these applications are being 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 lands are located at the northwest corner of Kingston Road and Guild Road within the Village East Neighbourhood (see Location Map, Attachment #1). The subject lands comprise two properties, municipally known as 1640 Kingston Road and 1964 Guild Road. The lands have a total area of approximately 1.8 hectares of which only the easterly half (approximately 0.99 of a hectare) are developable. The westerly half of the subject lands (approximately 0.81 of a hectare) are subject to an easement in favour of Hyrdo One and form part of the Hydro Corridor (see Air Photo Map, Attachment #2). The developable lands will have approximately 116 metres of frontage along Kingston Road and approximately 79 metres of frontage along Guild Road. These lands were previously used for commercial purposes and are presently vacant.

The applicant also owns 1970 Guild Road, which is located north of the subject lands. This property is not part of these applications and is intended to be developed in the future for a detached dwelling, in accordance with the existing zoning by-law provisions.

Surrounding land uses include:

North: Immediately to the north is an established low-density residential neighbourhood consisting of detached dwellings fronting Guild Road.

East: At the northeast corner of Kingston Road and Guild Road is a vehicle repair and maintenance shop (Midas).

South: Across Kingston Road is a medium-density residential neighbourhood consisting of detached, semi-detached and townhouse dwellings. To the west of the residential neighbourhood is the Hydro Corridor and the Diana Princess of Wales Park.

West: To the west is the Hydro Corridor, and further west is a medium-density residential development consisting of three-storey townhouse dwellings.

3. Applicant's Proposal

Highmark (Pickering) Inc. has submitted applications for an Official Plan Amendment and a Zoning By-law Amendment in order to facilitate two apartment buildings having heights of 12 and 8-storeys containing 236 units and 64 back-to-back stacked townhouse units (see Submitted Conceptual Site Plan and Submitted Conceptual Renderings, Attachment #3 and #4).

The applicant is proposing two separate blocks to facilitate the development. Block 1 will contain the apartment buildings, back-to-back stacked townhouses and associated underground parking. Block 2, which is subject to an easement in favour of Hydro One and is occupied by hydro towers and overhead wires, is proposed to be conveyed to the City to be used as parkland and satisfy the applicant's parkland dedication requirements.

The proposed Official Plan Amendment seeks to increase the maximum permitted residential density on Block 1. The Zoning By-law Amendment is intended to rezone Block 1 to an appropriate residential zone category and establish appropriate development standards. Block 2 is proposed to be rezoned to an appropriate open space zone category to permit passive and active recreational uses.

The 12-storey building (Building A) is proposed to be located at the corner of Kingston Road and Guild Road, with the longest section of the exterior façade running north along Guild Road. Building A steps down from 12 to 6-storeys at the most northerly portion of the building. The 8-storey building (Building B) will front Kingston Road (see Submitted Conceptual Apartment Elevation Plan, Attachment #5). The two apartment towers will be connected by a three-storey common area, which will accommodate indoor amenity areas and a rooftop outdoor amenity area.

The 64 back-to-back stacked townhouse units are proposed to be located within three separate buildings (Buildings C, D, & E) located along the north and west limits of Block 1. The back-to-back stacked townhouse units are proposed to have four functional floors, but will appear to be three and a half storeys in height (see Submitted Conceptual Back-to-Back Stacked Townhouse Elevation, Attachment #6). The first level of the townhouses is located partially below grade and provides back-to back bungalow units that have pedestrian access from an at grade private walkway.

These units will have a private sunken patio as an outdoor amenity area. The second level units are also back-to back bungalows. These units will have a balcony as their private outdoor amenity area. The third and fourth levels are back-to-back 2-storey units. These units will have a rooftop private patio and balconies as their outdoor amenity area. The second and third floor units will be accessed from a mutual vestibule, which has external pedestrian access from the private walkway.

Vehicular access to the proposed development will be provided through a private looped road, accessed from the west side of Guild Road. The internal private road will provide access to a 2-level underground parking garage, surface parking areas and a loading space.

Table below summarizes the key details of the proposal:

Total Gross Floor Area	Buildings A and B – 18,370 m^2 (Apartments) Building C, D and E – 4,970 m^2 (Townhouses)
Total Number of Units	300 units (236 apartment units and 64 back-to-back stacked townhouse units)
Density	304 units per net hectare
Floor Space Index	2.34
No. of Storeys and Building Heights	Building A – 12-storeys (40 metres and 44 metres to the top of mechanical penthouse) Building B – 8-storeys (27.7 metres and 32 metres to the top of mechanical penthouse) Buildings C, D, and E – 3.5-storeys (11.2 metres and 13.8 metres to the top of access stair roof)
Unit Types	Buildings A and B – 159 one-bedroom units and 77 two-bedroom units Buildings C, D and E – 64 two-bedroom units
Vehicular Parking	Resident – 283 spaces (all located within a 2-level underground parking garage) Visitor – 45 spaces (10 surface spaces and 35 spaces within the underground parking garage)
Bicycle Parking	Internal – 140 spaces Surface – 46 spaces
Amenity Area	Indoor – 495 square metres Outdoor – 260 square metres (rooftop outdoor amenity) and 197 square metres as a central outdoor landscaped amenity area Total – 952 square metres

The applicant has indicated that the development is proposed to be constructed in three phases. The first phase will include the construction of Building A and the shared lobby, amenity area and underground parking garage. The second phase will include the construction of Building B, while the final phase will see the construction of the back-to-back stacked townhouse units.

The proposal will be subject to site plan approval, and an application for draft plan of condominium will be submitted at a later date.

4. Policy Framework

4.1 Durham Regional Official Plan

The subject lands are designated as "Living Areas" with a "Regional Corridor" overlay in the Durham Regional Official Plan. Lands within this designation are predominately intended for housing purposes. In addition, limited office development and limited retailing of goods and services, in appropriate locations, as components of mixed use developments, are permitted. In the consideration of development proposals, regard shall be had to achieving a compact urban form, including intensive residential, office, retail and service, and mixed uses along arterial roads, in conjunction with present and potential transit facilities.

Regional Corridors shall be planned and developed in accordance with the underlying land use designation, as higher density mixed-use areas, supporting higher order transit services and pedestrian oriented design. Regional Corridors are intended to support an overall, long term density target of at least 60 residential units per gross hectare and a floor space index (FSI) of 2.5, with a wide variety of building forms, generally mid-rise in height, with some higher buildings, as detailed in municipal official plans.

Kingston Road is designated as a Type 'B' Arterial Road and a Rapid Transit Spine in the Durham Regional Official Plan. Type 'B' Arterial Roads are designed to carry large volumes of traffic at moderate to high speeds, connect with freeways, other arterial roads and collector roads. Rapid Transit Spines are also recognized as corridors where higher levels of transit service is to be encouraged. The right-of-way width requirement for this section of Kingston Road is 45 metres for an ultimate 6-lane cross-section.

The proposed development appears to confirm to the policies and provisions of the Regional Official Plan.

4.2 Pickering Official Plan

The subject lands are located within the Village East Neighbourhood. Most of Block 1 are designated "Mixed Use Areas – Mixed Corridors" while a section of the subject lands, 1964 Guild Road, is designated "Urban Residential Areas – Medium Density".

Mixed Use Areas are recognized as lands that have or are intended to have the widest variety of uses and highest levels of activity in the City. The Mixed Corridors designation is intended primarily for residential, retail, community, cultural and recreational uses at a scale serving the community, and provides for a range of commercial uses and residential development at a density range of over 30 units up to and including 140 units per net hectare and a maximum FSI up to and including 2.5 FSI. The "Urban Residential Areas – Medium Density" designation permits residential uses at densities of over 30 and up to and including 80 units per net hectare.

Block 2 is designated "Freeways & Major Utilities – Potential Multi-Use Areas", which permits community gardens, farmers markets, and public or private uses that are compatible with adjacent land uses that do not affect the operation of the utility.

The applicant is requesting to amend the Official Plan to re-designate all lands within Block 1 to "Mixed Use Areas – Mixed Corridors" with a site-specific exception to permit a maximum residential density of 304 units per net hectare.

4.3 Kingston Road Corridor Development Guidelines

The Village East Neighbourhood policies of the Pickering Official Plan identify that the Kingston Road Corridor Development Guidelines apply to the subject lands. The Guidelines are intended to guide the design of Kingston Road, as well as the developments that flank or front Kingston Road. The following objectives were identified to define the long term role for Kingston Road:

i) reverting to its earlier, historic function of linking neighbourhoods and acting as the mainstreet, while maintaining traffic flow through Pickering;
ii) reflecting the character of the neighbourhoods through which it passes;
iii) supporting streetscape elements that form a common distinctive design theme, while signalling these neighbourhoods as being identifiable parts of Pickering; and
iv) maintaining acceptable traffic capacities while reducing the dominance of the automobile, and encouraging increased pedestrian and cycling activity, and increased public transit usage.

The guidelines state that over time, the lands within the corridor should accommodate cars, bicycles and transit, and cater to pedestrians. In areas that are adjacent to residential neighbourhoods, Kingston Road is intended to become a pedestrian friendly "Mainstreet".

The guidelines specify six distinct precincts, which provide standards for six separate geographic areas within the corridor. The subject lands are located within the Brock Road Corridor Precinct, which is bound by the Hydro Corridor to the west and Notion Road to the east. An objective of the guidelines is to establish the Brock Road precinct as the eastern entrance to Pickering from Kingston Road and Highway 401. The following urban form, streetscape, transportation and economic development priorities have been established in order to achieve the objectives of the Development Guidelines:

- buildings should be located closer to the street
- a mix of land uses should be allowed on either side of Kingston Road
- low to mid-rise buildings should be allowed on the north side and mid-rise buildings on the south side
- on both sides of the road, the minimum building height should be 2-storeys
- an enhanced pedestrian streetscape treatment shall be encouraged at all intersections and north-south links
- the appearance of parking lots may be improved through building infill at the street edge and at intersections
- pedestrian scale street lighting shall be encouraged at all intersections and north-south links, and
- the option for a future transit/HOV lane should be protected

The applications will be assessed against the provisions of the Kingston Road Corridor Development Guidelines during the further processing of the applications.

4.4 Kingston Road Corridor and Specialty Retailing Node Intensification Study

The subject lands are currently within an area undergoing a City Initiated land use and urban design study (see Kingston Road Corridor and Specialty Retailing Node Intensification Study Area Map, Attachment #7). The Kingston Road Corridor and Specialty Retailing Node Intensification Study (the "Study") represents the second phase of the South Pickering Intensification Study, and is currently underway. The intention of the Study is to identify opportunities for intensification and develop recommendations that will be used to update the current planning framework. These updates include, Official Plan policies, producing new urban design guidelines that will replace the existing Kingston Corridor Development Guidelines and developing new zoning standards for lands within the Corridor and Node.

The Study is anticipated to conclude in November 2019. The proposed development will be reviewed in the context of the Kingston Road Corridor and the Specialty Retailing Node study currently undertaken by the City.

4.5 Zoning By-law 3036

Most of the subject lands are currently zoned "C2" – General Commercial Zone within Zoning By-law 3036, as amended by By-law 3692/69 & By-law 3920/70, which permits the use of the subject lands for a food market and complementary retail stores. The parcel of land at 1964 Guild Road is zoned "R3" – Residential Third Density Zone, which permits one single detached dwelling per lot.

A zoning by-law amendment is required to implement the applicant's proposal as outlined in Section 3 of this report.

5. Comments Received

5.1 Public comments from public open house meeting and written submissions

On January 10, 2019, a Public Open House meeting was hosted by the City Development Department to inform area residents about the development proposal. Approximately eight people attended the meeting. The following is a list of key comments and concerns that were received, in written form or verbally expressed by the area residents, at the meeting:

- commented that the proposed density and population increase (approximately 870 new residents) on the site will result in negative traffic impacts at the intersection of Kingston Road and Guild Road, and questioned whether this intersection should be signalized
- concerned that the heights of the proposed apartment buildings and back-to-back stacked townhouse buildings are out of character with the surrounding neighbourhood
- commented that the proposed density substantially exceeds the City's maximum density requirements, and that the proposed high density development will not be consistent with the establish character and built form along Guild Road, which is characterized by detached dwellings on large lots
- concerned that there is an insufficient number of resident and visitor parking proposed to support the development and that there will be overflow parking on Guild Road

- questioned how drainage from the subject lands will be accommodated during the construction process, and possible drainage impacts on their properties once the subject lands are fully developed
- concerned that the foundation of their dwellings could be damaged through the construction of the proposed underground parking structure
- concerned with the potential dust, vehicle and noise nuisances during the construction process

5.2 Agency Comments

5.2.1 Region of Durham

- No comments received at the time of writing.

5.2.2 Hydro One Networks Inc. (HONI)

- No comments received at the time of writing.

5.2.3 Durham District School Board

- No comments received at the time of writing.

5.2.4 Durham Catholic School Board

- No objection to the proposed development.
- Students from this development will attend St. Wilfrid Catholic Elementary School and St. Mary's Catholic Secondary School.

5.3 City Department Comments

5.3.1 Engineering Services Department

- No comments received at the time of writing.

5.3.2 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 all applicable statutory policies of the Provincial Policy Statement (2014), the Growth Plan for the Greater Golden Horseshoe (2017), and the Region of Durham Official Plan
- ensuring the proposal is consistent with the goals and objectives of the City of Pickering Official Plan
- assessing the appropriateness of the proposal, including the requested increase in density, in the context of the emerging land use policy framework and urban design objectives of the Kingston Road Corridor and the Specialty Retailing Node study

- ensuring the proposed housing form and density is compatible with the surrounding neighbourhood
- evaluating the appropriateness of the proposed site layout, building setbacks, massing and landscaping to ensure the City's urban design objectives are achieved
- evaluating the design of the pedestrian connections within the site and to transit along Kingston Road
- assessing the appropriateness and suitability of the proposed parking ratios
- evaluating the desirability of accepting the proposed park block as parkland dedication, including future vehicular and pedestrian access to these lands
- assessing the feasibility of programming the lands within the Hydro Corridor, including the proposed parkland, for recreational purposes
- ensuring the appropriate design and locations of Low Impact Development measures
- ensuring that the required technical submissions and reports meet City standards
- 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.

6. 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:

- Planning Rationale Report, prepared by The Biglieri Group Ltd., dated July 2018
- Traffic Impact Study, prepared by The Municipal Infrastructure Group Ltd., dated June 2018
- Stage 1 Archaeological Assessment, prepared by ASI, dated May 1, 2018
- Functional Servicing Study, prepared by Valdor Engineering Inc., dated June 2018
- Preliminary Grading Plan, prepared by Valdor Engineering Inc. , dated June 14, 2018
- Sun/Shadow Study Report, prepared by Kohn Partnership Architects, dated June 25, 2018
- Phase I Environmental Site Assessment, prepared by Rubidium Environmental, dated June 22, 2018
- Phase II Environmental Site Assessment, prepared by Rubidium Environmental, dated June 25, 2018
- Noise Impact Assessment, prepared by Rubidium Environmental, dated June 13, 2018
- Land Use Compatibility Assessment, prepared by Rubidium Environmental, dated June 11, 2018
- Geotechnical Investigation, prepared by Soil Engineering Ltd., dated June 2018
- Site Plan and Site Statistics, prepared by Kohn Partnership Architects, dated June 18, 2018
- Conceptual Floor Plan and Elevations, prepared by Kohn Partnership Architects, dated June 18, 2018

7. Procedural Information

7.1 General

- written comments regarding this proposal should be directed to the City Development Department
- oral comments may be made at the Public Information Meeting
- all comments received will be noted and used as input to a Planning 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

7.2 Official Plan Amendment Approval Authority

- the Region of Durham may exempt certain local official plan amendments from Regional approval if such applications are determined to be locally significant, and do not exhibit matters of Regional and/or Provincial interest
- the Region has not yet advised if this application is considered to have no significant Regional or Provincial concerns and therefore exempted from Regional approval

8. Owner/Applicant Information

The owner of this property is Highmark (Pickering) Inc. and is represented by The Biglieri Group Ltd.

Attachments

1. Location Map
2. Air Photo Map
3. Submitted Conceptual Site Plan
4. Submitted Conceptual Renderings
5. Submitted Conceptual Apartment Elevation Plan
6. Submitted Conceptual Back-to-Back Stacked Townhouse Elevation Plan
7. Kingston Road Corridor and Specialty Retailing Node Intensification Study Area Map

Prepared By:

Cody Morrison
Planner II

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

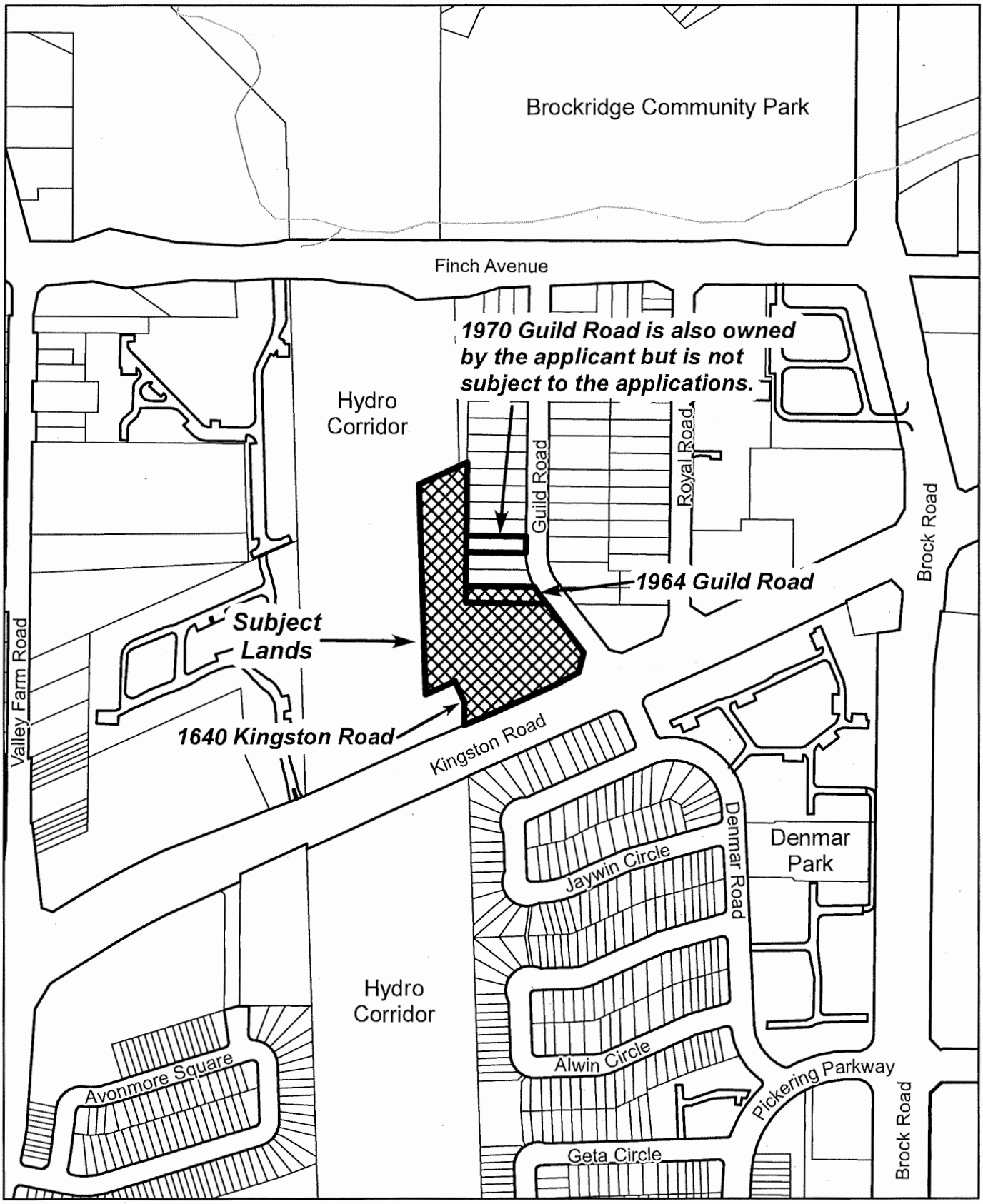
CM:NS:ld

Date of Report: January 17, 2019

Approved/Endorsed By:

Catherine Rose, MCIP, RPP
Chief Planner

Attachment # 1 to
Information Report # 03-19



City of PICKERING
City Development Department

Location Map

File: OPA 18-005/P and A 11/18

Applicant: Highmark (Pickering) Inc.

Property Description: Lots 1, 2 & 43, Plan 316 & Part of Lot 20, Con. 1 (1640 Kingston Road & 1964 Guild Road)

Date: Jan. 16, 2019

SCALE: 1:5,000
THIS IS NOT A PLAN OF SURVEY.

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Attachment # 2 to
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City of PICKERING
City Development Department

Air Photo Map

File: OPA 18-005/P and A 11/18

Applicant: Highmark (Pickering) Inc.

Property Description: Lots 1, 2 & 43, Plan 316 & Part of Lot 20, Con. 1 (1640 Kingston Road & 1964 Guild Road)

Date: Jan. 14, 2019

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Attachment # 3 to
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City of PICKERING

City Development Department

Submitted Conceptual Site Plan

File No: OPA 18-005/P & A 11/18

Applicant: Highmark (Pickering) Inc. .

Property Description: Lots 1, 2 & 43, Plan 316 & Part of Lot 20, Con. 1 (1640 Kingston Road & 1964 Guild Road)

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

DATE: Jan. 7, 2019

Typical Townhouse Elevation

Southeast Perspective from corner of Kingston Road and Guild Road

City of PICKERING

City Development Department

Submitted Conceptual Renderings

File No: OPA 18-005/P and A 11/18

Applicant: Highmark (Pickering) Inc.

Property Description: Lots 1, 2 & 43 Plan 316 & Part of Lot 20, Con. 1

(1640 Kingston Road & 1964 Guild Road)

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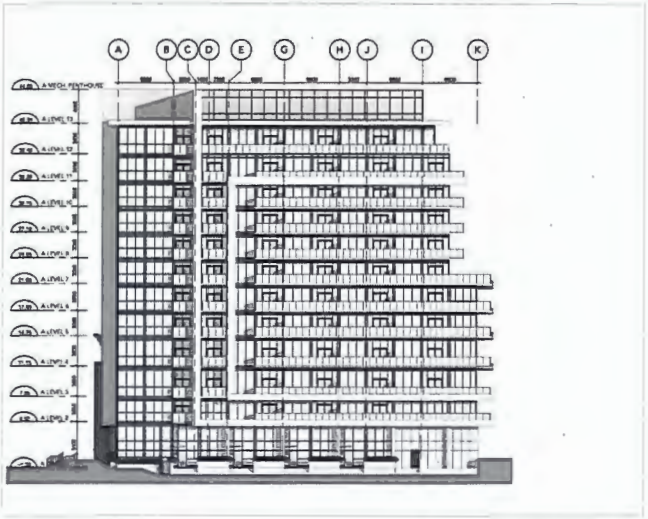
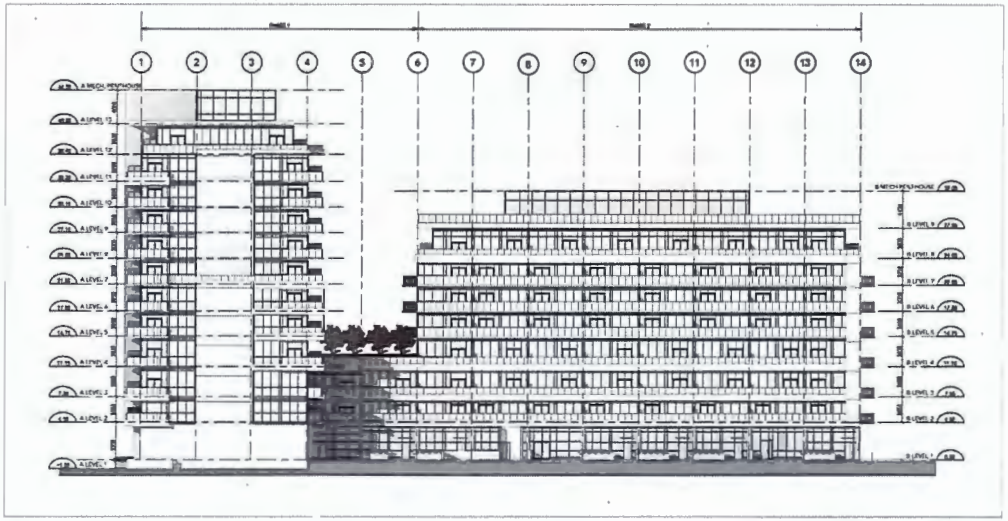
DATE: Jan 7, 2019

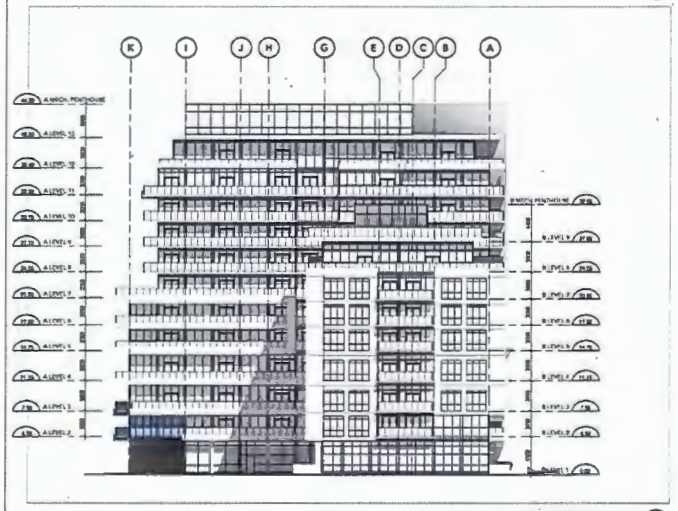
Attachment # 4 to Information Report # 03-19



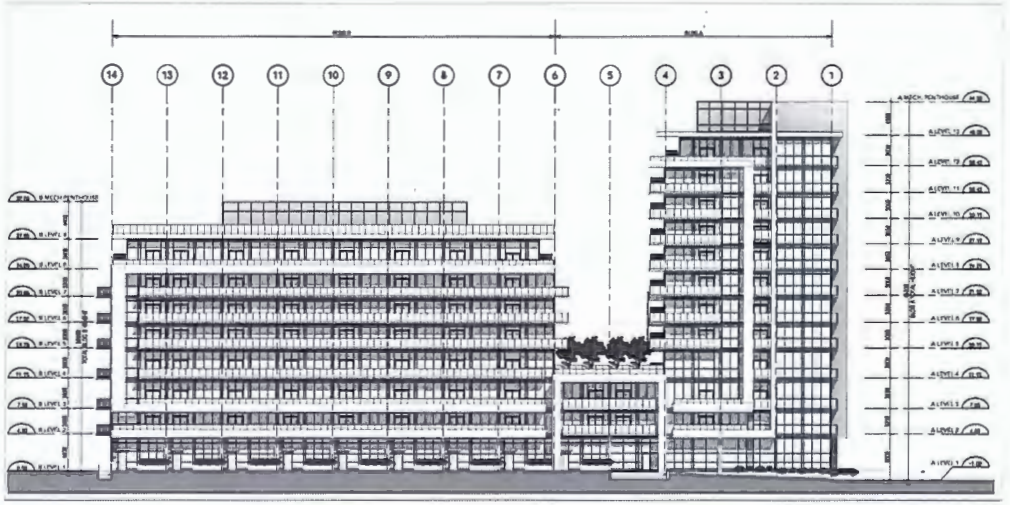
BUIDING A&B - EAST ELEVATION



BUILDING A&B - NORTH ELEVATION



BUILDING A&B - WEST ELEVATION



BUILDING A&B - SOUTH ELEVATION

City of PICKERING

City Development Department

Submitted Conceptual Apartment Elevation Plan

File No: OPA 18-005/P and A 11/18

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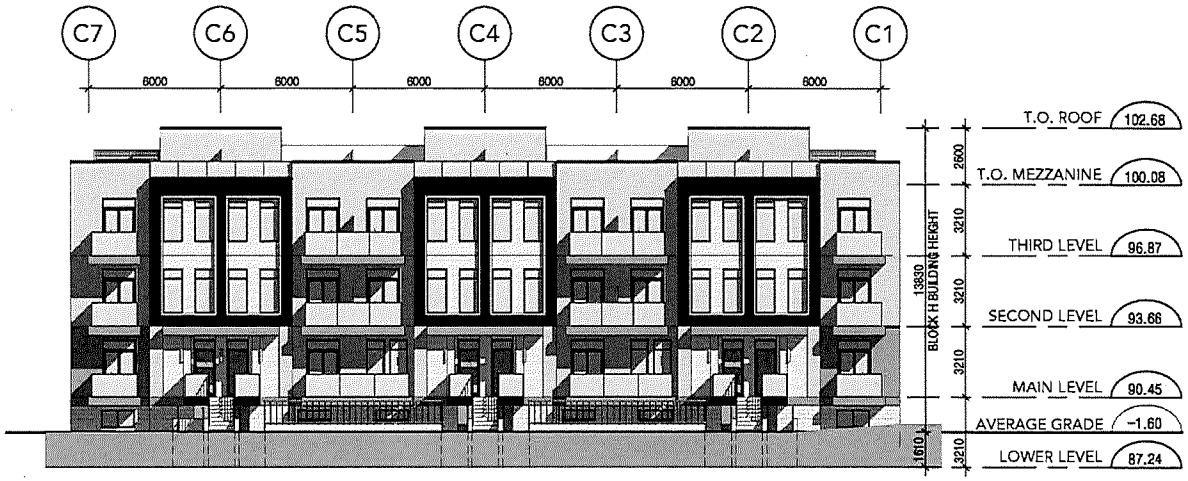
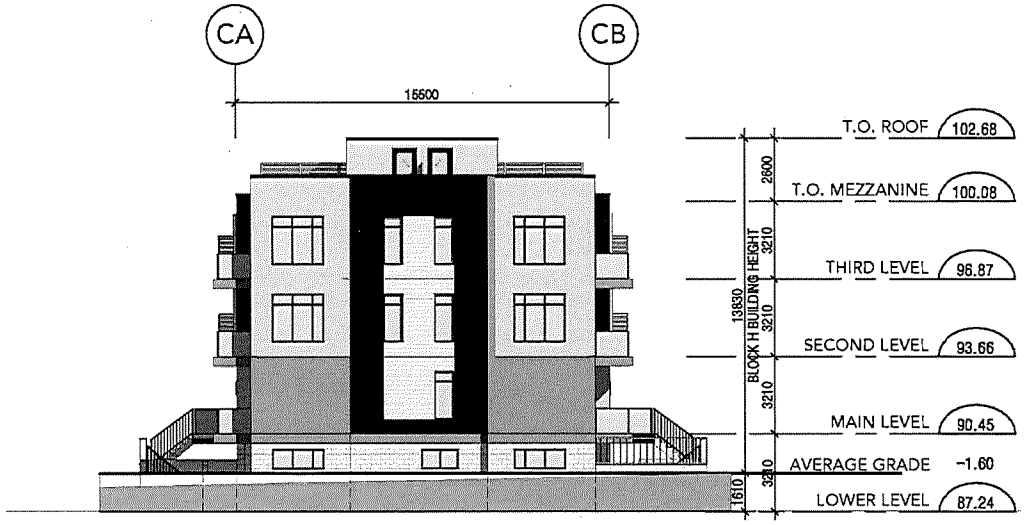


Typical Front and Rear Elevation



Typical Side Elevation

City of PICKERING

City Development Department

Submitted Conceptual Back-to-Back Stacked Townhouse Elevation Plan

File No: OPA 18-005/P and A 11/18

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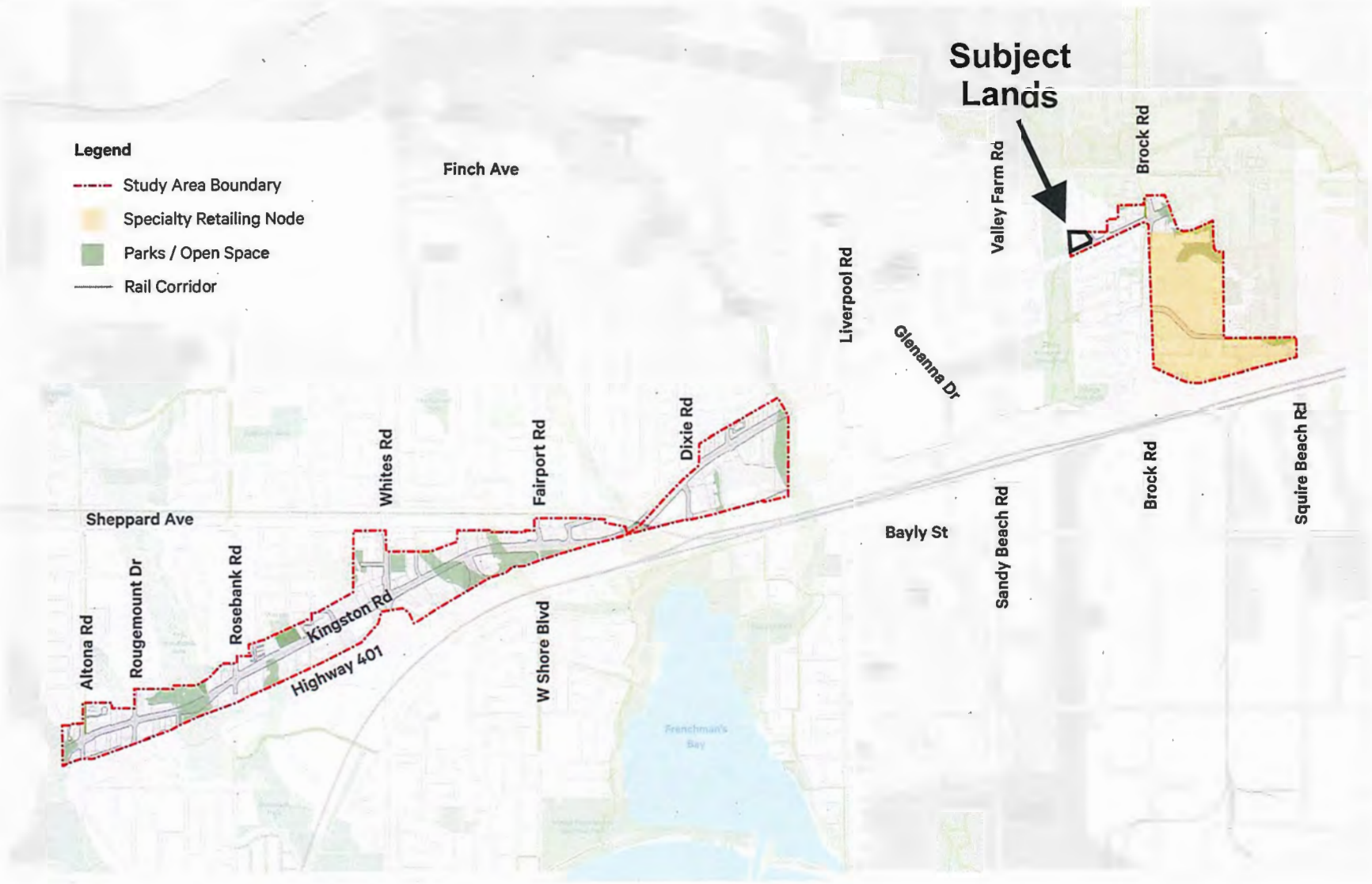
Attachment # 6 to Information Report # 03-19



City of PICKERING

City Development Department

Kingston Road Corridor and Specialty Retailing Node Intensification Study Area Map

File No: OPA 18-005/P and A 11/18

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Property Description: Lots 1, 2 & 43 Plan 316 & Part of Lot 20, Con. 1

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