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**From:** Kyle Bentley  
Director, City Development & CBO

**Revised**

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**Subject:** Zoning By-law Amendment Application A 06/19  
City Initiated: City Facilities and Pickering Town Centre Joint Venture  
Select Lands East and West of Glenanna Road in the City Centre

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**Recommendation:**

1. That City Initiated Zoning By-law Amendment Application A 06/19 to amend City Centre Zoning By-law 7553/17, as amended, be approved, to:
  - (a) introduce new definitions for Net Floor Area and Floor Space Index;
  - (b) rezone the City of Pickering lands located on the south side of The Esplanade South, between Glenanna Road and Valley Farm Road, from City Centre Civic (CCC) to City Centre Two (CC2) to permit residential uses, and to permit an increase in height for 2 point tower buildings to 121 metres and 97 metres on the lands, and to reduce the maximum building height to 21 metres on the remaining lands;
  - (c) rezone part of the Pickering Town Centre lands, located on the west side of Glenanna Road south of Kingston Road and north of Pickering Parkway, to permit a maximum building height of 125 metres, except for 1 building which may have a maximum height of 153 metres; and
2. Further, that the draft zoning by-law amendment to implement Zoning By-law Amendment Application A 06/19, as set out in Appendix I to Report PLN 20-19, be forwarded to Council for enactment.

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**Executive Summary:** This City initiated zoning by-law amendment proposes to increase the maximum building heights on certain lands in the City Centre, add residential uses to the City's lands south of The Esplanade South, revise the definition of floor space index, and introduce a new definition of net floor space for the City Centre.

This rezoning has been brought forward as part of the Memorandum of Understanding ("MOU") entered into between the City of Pickering and OPB Realty Inc. ("OPB Realty"), owners of Pickering Town Centre mall ("PTC"), to enable a partnership redevelopment of certain lands in the City Centre. Three new City facilities consisting of a new expanded Central Library, a Seniors & Youth Centre and a Performing Arts Centre will be constructed on land and air space parcels to be acquired from PTC opposite the current Civic Complex. A 50-storey rental apartment building will be located on top of the Seniors & Youth Centre. The City owned lands south of The Esplanade South road will be transferred to OPB Realty and developed for mixed-use residential development with 2 point towers.

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The City Centre has official plan and zoning permissions to permit high density development in keeping with the City's vision of the City Centre as a distinct urban place – a place that inspires, a place to live, work and play, all in a compact and walkable environment. Although higher building heights are being proposed, careful attention will be paid to the design of buildings at the ground level and to the quality of the public realm spaces to ensure a human scale development.

With the addition of residential uses to the City's lands (approximately 0.9 of a hectare), there will be a small increase in the total amount of residential units that could be built compared to the current zoning permissions across the City Centre. Similarly, the proposed changes to the definition of floor space index, and the addition of a definition for net floor area, will result in only a minor increase in the floor area within the development compared with what could be constructed under the current zoning. The key difference is that the built form will now be able to include taller buildings for a greater variation of building heights.

Since the actual amount of development is not significantly greater than what would have been permitted under the existing official plan and zoning, the anticipated impact on services is no greater than what was anticipated. Staff have initiated the required engineering works to address servicing. The street network in this area was designed to accommodate the traffic associated with nearly a million square feet of retail as well as office and residential uses. Some of that retail traffic will now be replaced with residential traffic. Concerns expressed by residents respecting wind effects and bird safety will be addressed through the site plan approval process. Shadow impacts on the Esplanade Park have been reviewed and are acceptable. Staff is also working with OPB Realty to address the need for green parkland, and to coordinate development schemes between OPB Realty and CAPREIT (the landowner abutting the City's lands), to ensure significant placemaking features are secured.

A high density urban area that is well-designed, walkable and attractive is the future for the City Centre. This type of mixed-use redevelopment is being planned or is occurring in other city centres and shopping malls across the Greater Toronto Area including Toronto, Mississauga and Vaughan. Taller buildings can be integrated with the overall vision for the City Centre providing the buildings' impacts on shadowing, sky views, wind and bird safety are carefully addressed.

The proposed zoning by-law amendment is recommended for approval. It is consistent with the Provincial Policy Statement, conforms with the Provincial Growth Plan, and the Durham Regional and Pickering Official Plans. The amendment does not significantly change the amount of development that can occur, but allows taller buildings in locations intended to have the highest density and intensity of development in the City. It is recommended the draft by-law attached as Appendix I to this report be forwarded to Council for enactment.

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**Financial Implications:** No direct cost to the City are anticipated as a result of the recommendations of this report. Financial implications associated with the construction of the new City facilities are addressed in Reports CAO 07-19 and FIN 15-19, which were approved by Council on July 22, 2019.

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**Discussion:****1. Background on the Vision for the City Centre**

In 2013, the City endorsed “Downtown Pickering: A Vision for Intensification and a Framework for Investment”. The vision for the City Centre (Downtown Pickering) expressed that:

“Downtown Pickering will be a vibrant, sustainable, accessible and distinct city centre for all people and all seasons. It will be a place to inspire, a place to gather, a place to work, and a place to live, all in a compact and walkable environment.”

More specifically, the following features were considered key elements of the built form vision for the City Centre (Downtown Pickering):

- A **Civic Precinct** acting as the downtown’s cultural and institutional hub with destinations and distinct public realm treatment.
- An **extraordinary public realm** formed through new public spaces that populate the downtown. A variety of small and large gathering places are within a five minute walk anywhere in the downtown.

In July 2014, Council approved Official Plan Amendment 26 (OPA 26) and authorized staff to finalize the City Centre Urban Design Guidelines. OPA 26 introduced new designations and policies, and changed existing policies to create a framework for the redevelopment and intensification of the City Centre. OPA 26 was approved with modifications by the Ontario Municipal Board (“OMB”) on March 4, 2015, and has been in full force and effect since then.

On April 11, 2017, Pickering Council approved a new comprehensive City Initiated City Centre Zoning By-law 7553/17 and the City Centre Urban Design Guidelines. The By-law was approved by the OMB on February 22, 2018. The By-law introduced new zone categories, permitted a broad range of uses, incorporated new development standards to regulate the size, location, massing and height of buildings, identified minimum and maximum density provisions, and introduced new vehicle and bicycle parking standards. The design guidelines provide design direction for intensification, to guide building design and private development as well as investments in public infrastructure in the City Centre.

Subsequent to the approval of the City Centre Zoning By-law, on June 12, 2017 Council approved Official Plan Amendment 29 to remove the density cap for the City Centre. The removal of the cap provides further opportunities for intensification, allowing for a greater number of units to be achieved within the same building envelope. The removal of the cap will allow developers within the City Centre greater flexibility to provide a variety of residential unit sizes, while having consideration for matters such as housing affordability, tenure, and market demand.

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## 2. Memorandum of Understanding and Civic Centre Project Financial Analysis

On July 22, 2019, Council endorsed a Memorandum of Understanding (“MOU”), dated July 16, 2019 between the City and OPB Realty Inc. (“OPB Realty”), owners of the Pickering Town Centre lands, regarding the construction of 3 new City facilities (a new larger Central Library, a Seniors & Youth Centre, and a Performing Arts Centre), and the transfer of certain parcels of land between the City and OPB Realty. Although it is not a binding contract, the MOU is the basis for negotiating binding contracts that will detail all aspects of the design, construction and cost of the new public facilities, public realm improvements, and required municipal infrastructure improvements.

In addition to Council endorsing the above-noted MOU, Council received Report FIN 15-19 entitled “Civic Centre Project & Multi-Year High Level Financial Analysis”. This Report should be referred to for further information on the funding for the City Centre redevelopment.

## 3. Proposed Redevelopment in the City Centre

Capitalizing on the closure of the Sears retail store at the Pickering Town Centre and the relocation of the movie theater to the west side of the mall, the City and OPB Realty identified an opportunity to accelerate redevelopment of the City Centre and explore new and innovative ways to repurpose underutilized lands at the mall site for both City facilities and new residential/retail development.

OPB Realty in conjunction with the City has prepared a conceptual Master Plan illustrating how a portion of the PTC lands and the City lands will be redeveloped over time (see Submitted Master Plan, Attachment #1). The Plan is intended to be developed in phases and a new private road network will be created to provide access to the various blocks of development. Below is a summary of the key features of the Plan. Further statistics and conceptual renderings are provided as Attachments #2 and #3 to this Report. The Master Plan includes:

- a new expanded Central Library, approximately 3,988 square metres (approx. 43,000 square feet) in gross floor area (which would replace the existing Central Library, and allow municipal staff to expand into that existing building)
- a new multi-purpose Seniors & Youth Centre, approximately 5,853 square metres (approx. 63,000 square feet) anticipated to feature a full sized gymnasium, meeting/program rooms, and youth and seniors spaces to meet the recreational needs of this growing and thriving demographic (this facility would replace the existing East Shore Community Centre)
- a 50-storey signature landmark residential building containing approximately 605 rental apartments units to be constructed on top of the Seniors & Youth Centre
- a Performing Arts Centre containing 600 seats, approximately 3,475 square metres (approx. 37,400 square feet) which is envisioned to include a theatre, a lobby which could showcase visual arts and rehearsal/program spaces, which will create a cultural hub within the City Centre
- approximately 2,500 square metre, publicly accessible square between the Seniors & Youth Centre and the Performing Arts Centre

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- a total of 350 parking stalls below grade for the general public and patrons of the City facilities
  - 2 mixed-use, high density residential building with towers of 38 and 30 storeys on the City lands (this is a revision from the earlier plan which proposed 3 towers)
  - future development south of the Seniors & Youth Centre comprising several mixed-use high density residential buildings ranging in height between 9 storeys and 40 storeys
  - a total of 2,398 new residential dwelling units, resulting in an additional population of approximately 4,316 people (assuming 1.8 persons per dwelling unit)
  - a total of 6,046 square metres (65,079 square feet) of new retail/commercial space
  - connecting all of the buildings and uses, including the Civic Centre, is an enhanced public realm and open spaces system

A Site Plan Application was submitted for the development of the new Central Library, the Performing Arts Centre, the Seniors & Youth Centre, the 50-storey apartment building, and the new urban square. Prior to construction commencing, existing underground services, (stormwater trunk, sanitary sewer, and watermains), which run under the PTC Master Plan lands, need to be relocated to the Glenanna Road allowance. These relocation works may commence as early as January 2020. Construction of all municipal facilities is expected to be underway in mid-2020 with an anticipated completion date of July 1, 2023 for the municipal facilities.

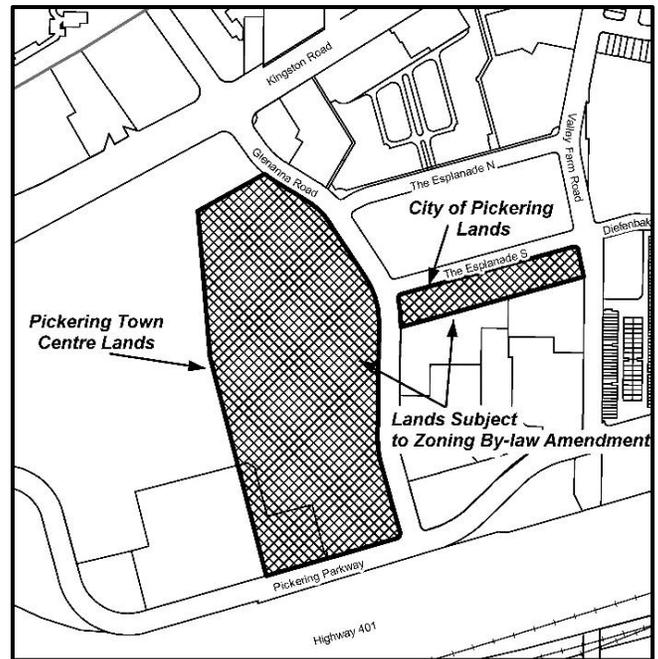
#### **4. Proposed amendments to the City Centre Zoning By-law 7553/17 to implement Master Plan**

To implement the Master Plan, the City is proposing certain amendments to the City Centre Zoning By-law. The City is proposing an increase to the maximum building height requirements for buildings within the Master Plan. The amendment also includes the introduction of new definitions for Net Floor Area and changes the existing definition for Floor Space Index (FSI) to exclude various non-habitable spaces within a building, such as loading spaces, garbage containment areas, elevators shafts etc. from the calculation of FSI (see Appendix I, Draft By-law to Amend City Centre Zoning By-law 7553/17).

The proposed amendment includes rezoning the City of Pickering lands on the south side of The Esplanade South between Glenanna Road and Valley Farm Road, and a portion of the PTC lands located on the west side of Glenanna Road between Kingston Road and Pickering Parkway. Specifically, the City is proposing the following amendments to the City Centre Zoning By-law 7553/17:

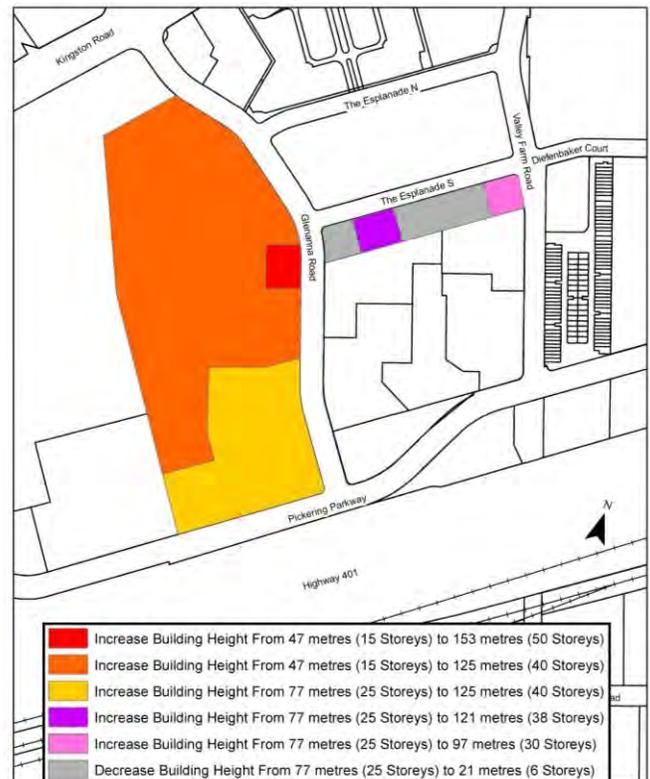
**City of Pickering Lands**

- rezone City lands from City Centre Civic (CCC) zone to City Centre Two (CC2) zone in order to permit residential uses
- increase the maximum permitted building height in 2 locations on the City lands from 77 metres (approx. 25 storeys) to 121 metres (approx. 38 storeys) to the east of Glenanna Road and 97 metres (approx. 30 storeys) at the east end of the block to permit point towers); and reduce the maximum permitted building height on the remaining lands to 21 storeys



**Pickering Town Centre (PTC) Lands**

- permit the following increases in the maximum permitted building height on a portion of the PTC lands:
  - from 47 metres (approx. 15 storeys) to 153 metres (approx. 50 storeys) for 1 building as shown within the red area
  - from 47 metres (approx. 15 storeys) to 125 metres (approx. 40 storeys) as shown within the yellow area
  - from 77 metres (approx. 25 storeys) to 125 metres (approx. 40 storeys) as shown within the orange area



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### All City Centre Lands

- add a new definition for Net Floor Area and revise the existing definition for Floor Space Index as follows:

“**Floor Area, Net**” means the total area of all floors of a *building* measured from the interior faces of the exterior walls or demising walls, but does not include the following areas:

- (a) *Motor vehicle* parking and bicycle parking below *established grade*;
- (b) *Motor vehicle* parking and bicycle parking at or above *established grade*;
- (c) *Loading spaces* and related corridors used for loading purposes;
- (d) Rooms for storage, storage lockers, washrooms, electrical, utility, mechanical and ventilation;
- (e) Indoor *amenity space* required by this By-law;
- (f) Elevator, garbage and ventilating shafts;
- (g) Mechanical penthouse; and
- (h) Stairwells in the *building*.

“**Floor Space Index**” means the total *net floor area* of all *buildings* on a *lot* divided by the total area of the *lot*.

## 5. Planning Analysis

### 5.1 The proposal meets the directives of the Provincial Policy Statement

The Provincial Policy Statement, 2014 (“PPS”), provides policy direction on matters of provincial interest related to land use planning and development and sets a vision for Ontario’s land use planning system.

The PPS states that healthy, livable and safe communities are to be sustained, including among other matters, promoting efficient development and land use patterns; accommodating an appropriate range and mix of residential, employment, institutional, recreation, park and open space, and other uses to meet long-term needs; and promoting cost-effective development patterns and standards to minimize land consumption and servicing cost.

The PPS also requires that land use patterns within settlement areas are to be based on densities and a mix of land uses which:

- efficiently use land and resources;
- are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available;
- support active transportation;
- are transit-supportive, where transit is planned, exists or may be developed; and avoid the need for their unjustified and/or uneconomical expansion; and
- minimize negative impacts to air quality and climate change, and promote energy efficiency.

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The PPS also states that healthy, active communities should be promoted by:

- planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction, and facilitate active transportation and community connectivity; and
- planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages.

The lands subject to the rezoning application lie within the City Centre area. The land use policies for the City Centre call for greater density of development and a more urban mix of built forms and uses. The proposed Master Plan as shown on Attachment #1 to this report will transform Pickering's City Centre into a vibrant, pedestrian friendly, transit supportive centre that will include a diverse mix of housing options, multiple public facilities for the enjoyment of all residents, and a broad mix of commercial/retail uses.

The proposed zoning by-law amendment will allow for a greater variation in building heights, identify additional lands for high density development, and since it still relies on a floor space to control the actual amount of floor area that can be built, rather than residential units per net hectare, there is a greater opportunity for a variety of unit sizes responding to market needs. The proposed by-law amendment is consistent with the PPS.

## **5.2 The proposal conforms with the Provincial Growth Plan**

The Growth Plan for the Greater Golden Horseshoe (2019) (the "Growth Plan") provides a strategic framework for managing growth and environmental protection in the Greater Golden Horseshoe region, of which the City forms an integral part, including:

- setting minimum density targets within settlement areas and related policies directing municipalities to make more efficient use of land, resources and infrastructure to reduce sprawl, cultivate a culture of conservation and promote compact built form and better-designed communities with high quality built form and an attractive and vibrant public realm established through site design and urban design standards;
- directing municipalities to engage in an integrated approach to infrastructure planning and investment optimization as part of the land use planning process;
- building complete communities with a diverse range of housing options, public service facilities, recreation and green space that better connect transit to where people live and work; and
- minimizing the negative impacts of climate change by undertaking stormwater management planning that assesses the impacts of extreme weather events and incorporates green infrastructure.

The Growth Plan seeks to optimize provincial investments in higher order transit by directing growth to strategic growth areas and locations with existing or planned transit, with a priority on higher order transit where it exists or is planned. Schedule 4 of the Growth Plan identifies Pickering City Centre as an Urban Growth Centre and on Schedule 5 as a priority transit corridor, having the capacity to accommodate significant mixed-use, residential and employment intensification.

The Growth Plan policies for major transit station areas on priority transit corridors inform the evaluation of this application. Policy 2.2.4.8 b) states “All major transit station areas will be planned and designed to be transit supportive and to achieve multimodal access to stations and connections to nearby major trip generators by providing, where appropriate, infrastructure to support active transportation, including sidewalks, bicycle lanes, and secure bicycle parking.” Policy 2.2.4.9 a) states “Within all major transit station areas, development will be supported, where appropriate, by planning for a diverse mix of uses, including affordable housing to support existing and planned transit service levels.”

The City initiated rezoning application conforms with the Growth Plan as it facilitates new development in a compact and efficient form that is designed to support and promote active transportation adjacent to a major transit hub. The proposal will also contribute to a complete community with a variety of housing options, new public facilities and new commercial/retail spaces while efficiently using underutilized lands, and existing and planned infrastructure. The proposed zoning by-law amendment will allow for a greater variation in building heights, and identifies additional land to be used for high density development.

### **5.3 The proposal conforms with the Durham Regional Official Plan**

The Durham Regional Official Plan (DROPP) designates Pickering’s City Centre as an Urban Growth Centre and a Regional Centre. Lands that are designated as Centres shall be developed as the main concentration of commercial, residential, cultural and government functions in a well-designed and intensive land use form. Furthermore, Centres shall be developed in accordance with the following principles:

- focal point of culture, art, entertainment and assembly through provision of public squares, in addition to cultural facilities, parks and other public facilities;
- mixed-uses and a grid of roads and walkways;
- urban design that favours pedestrian traffic and public transit with direct pedestrian access to buildings, provision of transit, and parking areas sited at the rear of within buildings, wherever possible; and
- balance of employment and residential growth and a variety of compact, higher density housing types to service all housing needs including affordable housing and assisted housing.

Urban Growth Centres shall be planned as to accommodate minimum density target of 200 persons and jobs combined per gross hectare and a floor space index of 3.0. The built form for Urban Growth Centres should be a mix of predominately high-rise development, with some mid-rise, as determined by area municipalities.

The Region has advised that the proposed City initiated rezoning application will facilitate the development of a mix of land uses at densities and heights within the Pickering Urban Growth Centre where high density uses and large/taller buildings are encouraged in appropriate locations. The proposed amendment conforms to the policies of the Regional Official Plan.

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#### **5.4 Proposed City Initiated Zoning By-law Amendment conforms with the policies of the Pickering Official Plan**

All of the lands within the City Centre are designated as “Mixed Use Areas – City Centre”. This designation permits a broad range of uses including high density residential; retailing of goods and services; offices and restaurants; hotels; convention centres; community, cultural and recreational uses; community gardens, and farmers’ market. The maximum permitted Floor Space Index (FSI) in the City Centre is 5.75, and the minimum residential density is over 80 units per net hectare (with no maximum).

As noted in the description of the proposed amendments (Section 4 of this report), a minor technical amendment is proposed to provide greater clarity with respect to how Floor Space Index (FSI) is to be calculated within the zoning by-law. The Official Plan defines FSI as a total floor space of all buildings on a lot divided by the total area of the lot. Based on the current definitions for Gross Floor Area (GFA) and FSI within the City Centre Zoning By-law, only some of the ancillary indoor areas servicing the occupants of the building (including areas dedicated for parking, porches, verandas, cellars, mechanical rooms, and penthouses) would be excluded from the calculation of FSI. The zoning amendment excludes additional area.

The proposed City initiated rezoning application to rezone the City lands on the south side of The Esplanade South and a portion of the PTC lands along the west side of Glenanna Road complies with the goals and objective of the City’s Official Plan which is to promote the City Centre as the City’s main focus for business, employment, entertainment, shopping, major community and cultural uses, major indoor recreation facilities, and higher density residential accommodations. The joint venture between the City and OPB Realty will facilitate land uses and built form that are transit oriented, environmentally friendly, and supportive of mixed-use development and walkability.

The proposed zoning by-law amendment will allow for a greater variation in building heights, identify additional lands for high density development, and allow for a greater opportunity for a variety of unit sizes responding to market needs.

#### **5.5 Discussions between CAPREIT and OPB Realty are ongoing to ensure an integrated development**

Canadian Apartment Properties Real Estate Investment Trust (“CAPREIT”) owns approximately 4.4 hectares of land located on the east side of Glenanna Road north of Pickering Parkway containing four 5-storey and one 6-storey apartment buildings which in total include 326 rental housing units and a daycare facility (municipally known as 1480 Valley Farm Road, 1800 and 1850 Valley Farm Road, and 1865 and 1875 Glenanna Road).

On behalf of CAPREIT, Urban Strategies Inc., (a land use planning and urban design firm) provided 2 letters dated June 21, 2019 and July 3, 2019, and a representative from CAPREIT made a deputation at the June 22, 2019 Statutory Public Meeting outlining their concerns with respect to the City Initiated Zoning By-law Amendment. They expressed various concerns, including but not limited to: the placement of the proposed towers; the opportunity for the creation of a comprehensive block development plan between the City lands and the CAPREIT lands; the lack of connectivity through the City lands; the requirement for additional parkland on the PTC lands; and the potential for adverse shadow impacts from the proposed buildings on public open spaces.

Following the Statutory Public Meeting, City staff and representatives from OPB Realty have had various discussions with representatives from CAPREIT and their consultants to discuss opportunities to ensure that both the City lands and the CAPREIT lands are developed on a comprehensive basis. CAPREIT is currently working on a Block Development Plan for their lands.

City Development staff are of the opinion that the approval of the City initiated rezoning application will not preclude the ability between OPB Realty and CAPREIT to continue discussions with respect to the integration of building and tower placements, provision of parkland, and road, walkway and servicing connections between the two properties. Staff will continue to work with both OPB Realty and CAPREIT to ensure both properties are developed in an integrated and coordinated manner that contributes to urban placemaking.

#### **5.6 The proposed building heights on the PTC lands (Phase 1) and on the City lands will have acceptable shadow impacts on Esplanade Park**

On behalf of OPB Realty and the City, Architects Alliance has submitted a Shadow Study for the first phase of development and the south Esplanade lands of the Master Plan. The Shadow Study analyzed the shadow cast based on 3 scenarios: the existing development; a development scenario that could be permitted by the current City Centre Zoning By-law assuming maximum permitted building heights (see Massing Model – Current Zoning, Attachment #4); and the proposed development with additional height permissions and 2 point towers on the City lands (see Massing Model – Proposed Zoning, Attachment #5). The shadow studies include March, June, September and December hourly between 9:18 am to 6:18 pm. A copy of the Shadow Study Report and the shadow cast drawings can be viewed on the City's website at <https://www.pickering.ca/en/city-hall/city-initiated-a-0619.aspx>.

On the City lands, the existing zoning allows for a maximum building heights of 77 metres (approx. 25 storeys) with a maximum FSI of 5.75. Based on the current zoning provisions for height, and assuming residential uses are permitted, these lands could be developed with 3 towers. This development scenario would create a wall of towers that would be impactful to light and sky view, and create a series of shadows on Esplanade Park. Comparatively, the proposed design of 2 towers of heights of 121 metres (approx. 38 storeys) and 97 metres (approx. 30 storeys) displaces tower massing to the east and west edges of the block providing for larger openings between the towers. This approach improves the light and sky views creating a variation in tower heights and decreases shadow impact onto the park.

On Block 1 of the PTC lands (with the 3 city facilities and the 50-storey apartment building), the current zoning allows for a maximum building height of 47 metres (approx. 15 storeys) with a maximum FSI of 5.75. Assuming these lands are developed for towers at the maximum height on a 6-storey podium, this scenario creates a dense impression of the massing of the podium impacting light and sky view and imposes tight facing conditions between the towers. In the proposed scenario for Block 1, a taller single tower is proposed at the southeast corner which is less imposing to light and sky views and provides open views from the tower units.

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Staff have reviewed the submitted Shadow Study. Staff concurs with the findings that a development scenario based on the existing zoning requirements that assumes all towers are built to the maximum permitted under current zoning would result in more shadow cast on the park and have a considerable impact on the sky view for existing residents than the development scenario proposed. Staff are satisfied that the proposed building heights will result in minimal shadow impacts on the park, and a less imposing built form.

## **5.7 Wind Analysis**

OPB Realty has submitted a Pedestrian Level Wind Study, prepared by Gradient Wind Engineers & Scientists, dated July 4, 2019. This study assessed wind conditions in support of the phase 1 development of the PTC lands and City lands. The Study involved simulation of wind speeds for selected wind directions in a 3D computer model to assess pedestrian comfort and safety within the land surrounding the development site.

Based on architectural drawings prepared by Architects Alliance, the existing and proposed surrounding street layouts, and existing and future building massing, the consultant concludes that wind conditions over most pedestrian sensitive grade-level locations within and surrounding the study site will be acceptable for the intended uses on a seasonal basis with some mitigation measures. A number of recommendations have been made to mitigate the effects of wind, both at grade, and on elevated outdoor amenity areas. These mitigation measures will be addressed through site plan approval.

City staff will work with Architects Alliance to identify modifications that can be made to the actual building design to decrease wind effects as well as other recommended wind mitigation measures that can be implemented to address pedestrian safety and comfort.

## **5.8 The City will ensure sufficient transportation and municipal infrastructure capacity is available to support future growth in the City Centre**

The MOU endorsed by Council on July 22, 2019 sets out project timelines for the completion of the new public facilities. To achieve these times, the City has initiated the review of various engineering works involved with the implementation of the Master Plan and the potential for other lands to be redeveloped in the City Centre, including the CAPREIT lands.

The Municipal Infrastructure Group Limited ("TMIG") has been retained to complete an update to the Pickering City Centre Stormwater Management Strategy. The City has also retained the services of Sabourin, Kimble & Associates Ltd. to provide project management services and design the engineering works associated with the City Centre Master Plan. Working with Sabourin, Kimble & Associates Ltd. is the BA Group, a transportation consultant. BA Group is identifying design options for the modifying Glenanna Road, as well as well as traffic control options (such as signalization).

Based on staff's experience with other nearby developments (such as San Francisco by the Bay), car ownership per household is lower as transit, and many amenities are nearby.

**6. Public Consultation and Comments**

**6.1 June 24, 2019 Statutory Public Meeting**

Notice of the Statutory Public Meeting was provided to all landowners within 150 metres of the entire PTC lands and the City property on the south side of The Esplanade South. In addition, the notice was posted on the City’s website and in the June 12, 2019 edition of the News Advertiser. All of the technical studies and supporting materials for this application were posted on the City website at <https://www.pickering.ca/en/city-hall/city-initiated-a-0619.aspx>

Information Report 13-19 was presented to a Special Planning & Development Committee meeting on June 24, 2019. At the Statutory Public Meeting approximately 100 people attended the meeting, at which 17 residents spoke or made a presentation regarding the proposed amendments to the City Centre Zoning By-law 7553/17. In addition 22 written submissions were also received from area residents. The table below summarizes the key concerns raised by area residents and staff’s response.

<b>Concerns/Comments</b>	<b>Staff’s Response</b>
The proposed intensification will have negative impacts on the existing transportation network	As noted in the Executive Summary and Section 5.8, the road network in the City Centre has been designed to accommodate a considerable volume of traffic, whether it is from retail, office or residential uses. Design modifications for Glenanna Road are under review, and will consider all users (pedestrians, cyclists, transit and vehicles). Other traffic management systems, such as traffic signals, are also being reviewed. Any required modifications will be implemented with the reconstruction of Glenanna Road. As further phases of development occurs, the need for additional modifications will be assessed at that time.
Questioned whether sufficient municipal capacity (sanitary, storm sewers and water) are available to accommodate the development	Sabourin, Kimble & Associates Ltd. has confirmed there is adequate water and sewer capacity to support the City Centre redevelopment. The design for the engineering works is underway.
The proposed building heights are too tall; will block/encumber views, access to sun light and create shadowing impacts, and will cause wind tunnel impacts	Taller buildings can fit with the City Centre vision. Appropriately sited tall buildings that incorporate a high standard of architecture and urban design will visually reinforce the City Centre and help to define the City’s image. Permitting taller buildings can result in a greater variety of building heights.

<b>Concerns/Comments</b>	<b>Staff's Response</b>
	<p>The Shadow Study completed for the proposed buildings on phase 1 of the PTC lands and the City lands (refer to Section 5.6 of this report) concludes that the proposed building heights of 50, 38 and 30 storeys will have minimal shadow impacts on Esplanade Park. Furthermore, the separation distance between the towers will ensure sufficient sky view is protected.</p> <p>The Pedestrian Level Wind Study completed for the proposed buildings on phase 1 of the PTC lands and the City lands concludes that wind conditions over most of the pedestrian sensitive, grade-level locations within and surrounding the study site, will be acceptable for the intended uses on a seasonal basis subject to implementing wind mitigation measures at certain locations (refer to Section 5.7 of this report).</p>
<p>The proposal should provide for additional greenspace given that Esplanade Park is not large enough to accommodate the future population growth within the City Centre</p>	<p>The proposed Master Plan, prepared by Architects Alliance for OPB Realty and the City, includes a variety of public and private open spaces and gathering places. The proposed new public facilities are centered on an approximate 2,500 square metre publicly accessible urban square. The proposed urban square will be open to the public and accessible at all times without physical barriers or gates. The square will be animated by active, at-grade uses including restaurants with patios, the Seniors &amp; Youth Centre, the Performing Arts Centre and the new Central Library. The urban square will have enhanced hard and soft landscape elements, including opportunities for outdoor seating areas and public art.</p> <p>In addition to the publicly accessible urban square, an approximate 950 square metre outdoor roof top garden is proposed on the new Library, which will be open and accessible to all residents. Lastly, each residential building will be required to provide appropriate indoor and outdoor amenity spaces for their residents. The City will continue to work with OPB Realty and other landowners within the City Centre to maximize the opportunity to provide additional parkland/greenspace.</p>
<p>The proposal should include a broad mix of housing tenure and options including rental and affordable units</p>	<p>OPB Realty has advised that the proposed 50-storey residential building located on top of the Seniors &amp; Youth Centre will be a rental apartment building. The buildings on the block of land south of The Esplanade South will include one and two bedroom condominium units.</p>

<b>Concerns/Comments</b>	<b>Staff's Response</b>
<p>The proposal will result in a major disruption during construction with respect to noise, dust and traffic, and could potentially lower property value</p>	<p>The City's Noise By-law restricts the hours of construction activity and work to 7:00 am to 7:00 pm Monday through Saturday and no work is permitted on Sundays or Statutory Holidays.</p> <p>As part of the Site Plan Approval process, OPB Realty will be required to prepare a construction management plan to ensure that construction impacts such as dust, noise, mud tracking, parking of construction vehicles, and other related construction impacts are minimized.</p>
<p>The proposed towers should incorporate bird friendly glazing to minimize avian fatalities due to bird collisions</p>	<p>Through the Site Plan Approval process, staff will continue to work with OPB Realty and Architects Alliance to ensure that the design of the new buildings incorporate the best practices and strategies to minimize impact on migratory birds.</p>
<p>Concerned that there will be a parking cost involved with parking at the new facilities</p>	<p>A 3 level below grade parking structure containing approximately 930 parking stalls is proposed to support the new Library, Performing Arts Centre, Seniors &amp; Youth Centre, the 50-storey residential tower and the additional commercial/retail spaces. A total of 350 (of the total 933) parking stalls will be dedicated to the City to service the patrons of the new facilities. At this time, it is not anticipated that there will be a parking cost involved with parking at the new facilities.</p>
<p>Questioned why the existing empty Sears building was not utilized instead of building new structures</p>	<p>In order to facilitate a dynamic, vibrant downtown that is walkable, provide a variety of uses and places to gather, and efficiently use the site, it is necessary to demolish the empty Sears building and other underutilized space within the mall.</p>
<p>The proposal should incorporate Sustainable Development</p>	<p>OPB Realty and the City are committed to developing energy efficient buildings that incorporate numerous sustainable elements that will contribute to minimizing their environmental impacts. To this end, OPB Realty and the City are participating in the Enbridge Savings By Design incentive program, which encourages the design and construction of high performance, energy efficient buildings that are at least 15% better than the Ontario Building Code. The program is funded by Enbridge Gas and facilitated by Sustainable Buildings Canada.</p>

Concerns/Comments	Staff's Response
Explore opportunities for additional office uses in the City Centre	OPB Realty has advised the City that they are currently exploring opportunities to secure a future office building tenant for this project.
Requested additional information regarding the financial impact to the City, impact on property taxes and how the project will be funded	Please refer to Report FIN 15-19, entitled "Civic Centre Project & Multi-Year High Level Financial Analysis" that was considered by Council on July 22, 2019.

**7. Staff Recommend an Implementing Zoning By-law Amendment be forward to Council for Enactment**

Staff recommend that Zoning By-law Amendment Application A 06-19 be approved, and that the draft implementing by-law, provided as Appendix I to this report, be forwarded to Council for enactment.

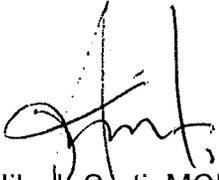
**Appendix**

Appendix I Recommended Draft Zoning By-law for Zoning By-law Amendment Application A 06/19

**Attachments:**

1. Conceptual Master Plan
2. Statistics
3. Colour Renderings
4. Massing Model – Current Zoning
5. Massing Model – Proposed Zoning

**Prepared By:**

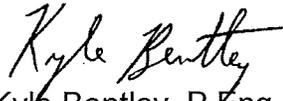


Nilesh Surti, MCIP, RPP  
Manager, Development Review  
& Urban Design

**Approved/Endorsed By:**



Catherine Rose, MCIP, RPP  
Chief Planner



Kyle Bentley, P.Eng.  
Director, City Development & CBO

NS:CR:ld

Recommended for the consideration  
of Pickering City Council



Tony Prevedel, P.Eng.  
Chief Administrative Officer

**Recommended Draft Zoning By-law  
for Zoning By-law Amendment Application A 06/19**

# Draft

The Corporation of the City of Pickering

By-law No. XXXX/19

Being a By-law to amend Restricted Area Zoning By-law 7553/17, as amended, to implement the Pickering Official Plan, Region of Durham, South Part of Lots 20 to 23, Concession 1, City Centre Neighbourhood, City of Pickering (A 06/19)

Whereas the Council of The Corporation of the City of Pickering deems it desirable to permit the development of a new Central Library, a Seniors & Youth Centre, a Performing Arts Centre, a 50-storey rental apartment building, and several other mixed use residential buildings, on lands being the South Part of Lots 20 to 23, Concession 1, in the City of Pickering;

And whereas an amendment to By-law 7553/17, as amended, is therefore deemed necessary;

Now therefore the Council of The Corporation of the City of Pickering hereby enacts as follows:

1. Section 5, Definitions, of Zoning By-law 7553/17, as amended, is further amended by alphabetically inserting the definition “Floor Area, Net”, as follows:

“**Floor Area, Net**” means the total area of all floors of a *building* measured from the interior faces of the exterior walls or demising walls, but does not include the following areas:

- (a) *Motor vehicle* parking and bicycle parking below *established grade*;
- (b) *Motor vehicle* parking and bicycle parking at or above *established grade*;
- (c) *Loading spaces* and related corridors used for loading purposes;
- (d) Rooms for storage, storage lockers, washrooms, electrical, utility, mechanical and ventilation;
- (e) Indoor *amenity space* required by this By-law;
- (f) Elevator, garbage and ventilating shafts;
- (g) Mechanical penthouse; and
- (h) Stairwells in the *building*.

2. Section 5, Definitions, of Zoning By-law 7553/17, as amended, is further amended by deleting the definition “Floor Space Index” and replacing it with the definition provided below:

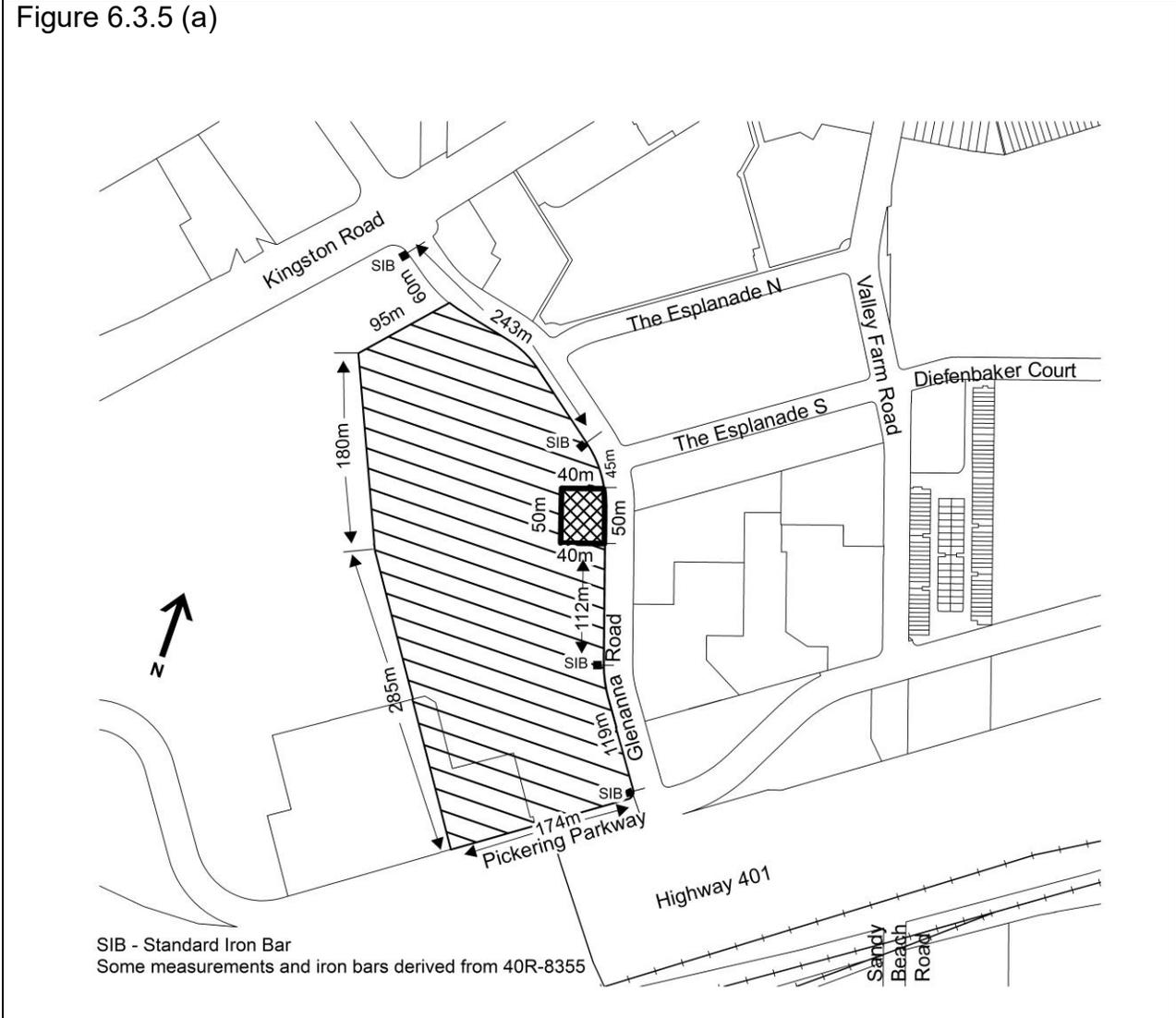
“**Floor Space Index**” means the total *net floor area* of all *buildings* on a *lot* divided by the total area of the *lot*.

3. Schedule 2, Land Use Categories, of Zoning By-law 7553/17, as amended, is further amended by rezoning the lands as depicted on Schedule I to this By-law from City Centre Civic (CCC) to City Centre Two (CC2).

4. Section 6, Exception E3, of Zoning By-law 7553/17, as amended, is further amended by adding the following new subsections:

<b>6.3.3 Zone Provisions</b>	
The following regulations applies:	
f)	Notwithstanding Section 4.2 b) ii) and Schedule 5, related to Maximum <i>Building Height</i> , a maximum of one residential (1) <i>building</i> or <i>structure</i> wholly located within the crossed hatched area as shown on Figure 6.3.5 (a) shall not exceed a <i>building height</i> of 153 metres.
g)	Notwithstanding Section 4.2 b) ii) and Schedule 5, related to Maximum <i>Building Height</i> , the <i>height</i> of a <i>building</i> or <i>structure</i> wholly located within the diagonal hatched area as shown on Figure 6.3.5 (a) shall not exceed a <i>building height</i> of 125 metres.

**6.3.5 Special Site Figures**



5. Section 6, Exceptions, and Schedule 7 of Zoning By-law 7553/17, as amended, is further amended by adding a new Exception E13 as follows:

<b>E13</b>	(Block 16, Plan 40M-1231 and Part 26 40R-7765)	<b>Parent Zone:</b> CC2
Schedule 7		<b>Amending By-law:</b> XXXX/19
<b>6.13.1 Zone Provisions</b>		
The following regulation applies:		
a)	Notwithstanding Section 4.2 b) ii) and Schedule 5, related to Maximum <i>Building Height</i> , the maximum <i>height</i> of a <i>building</i> or <i>structure</i> wholly located within the area identified by the dashed line as shown on Figure 6.13.2 (a) is specified by the number following the HT symbol as shown on Figure 6.13.2 (a).	
<b>6.13.2 Special Site Figures</b>		
<p>Figure 6.13.2 (a)</p> <p>The diagram shows a site plan with a dashed-line boundary. The boundary is along The Esplanade S. The height restrictions are: HT: 21m (43m width), HT: 121m (50m width), HT: 21m (105m width), and HT: 97m (39m width). Other roads shown include The Esplanade N, Glenanna Road, Valley Farm Road, Diefenbaker Court, and Pickering Parkway. A north arrow is present.</p>		

6. Section 8, Schedule 7, Exceptions, of Zoning By-law 7553/17, as amended, is further amended by adding an E13 notation as depicted on Schedule II to this By-law.
7. That By-law 7553/17, as amended, is hereby further amended only to the extent necessary to give effect to the provisions of this By-law. Definitions and subject matters not specifically dealt with in this By-law shall be governed by relevant provisions of By-law 7553/17, as amended.
8. That this By-law shall come into force in accordance with the provisions of the *Planning Act*.

By-law passed this XX day of XXXX, 2019.

**Draft**

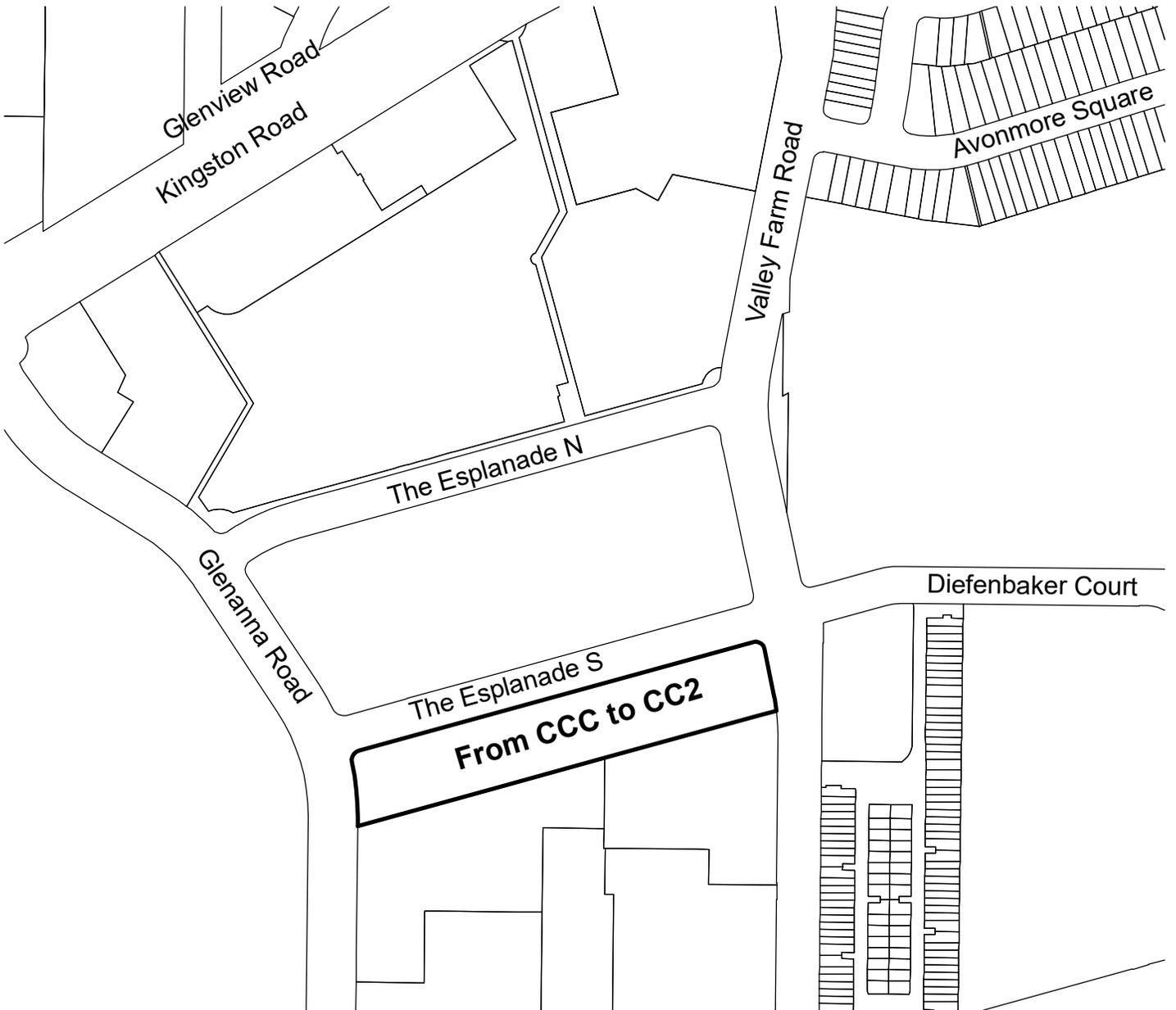
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David Ryan, Mayor

**Draft**

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Susan Cassel, City Clerk



Schedule I to By-Law ####/19  
Passed This ##th  
Day of ###, 2019

**Draft**

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Mayor

**Draft**

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Clerk



Schedule II to By-Law ####/19  
Passed This ##th  
Day of ###, 2019

**Draft**

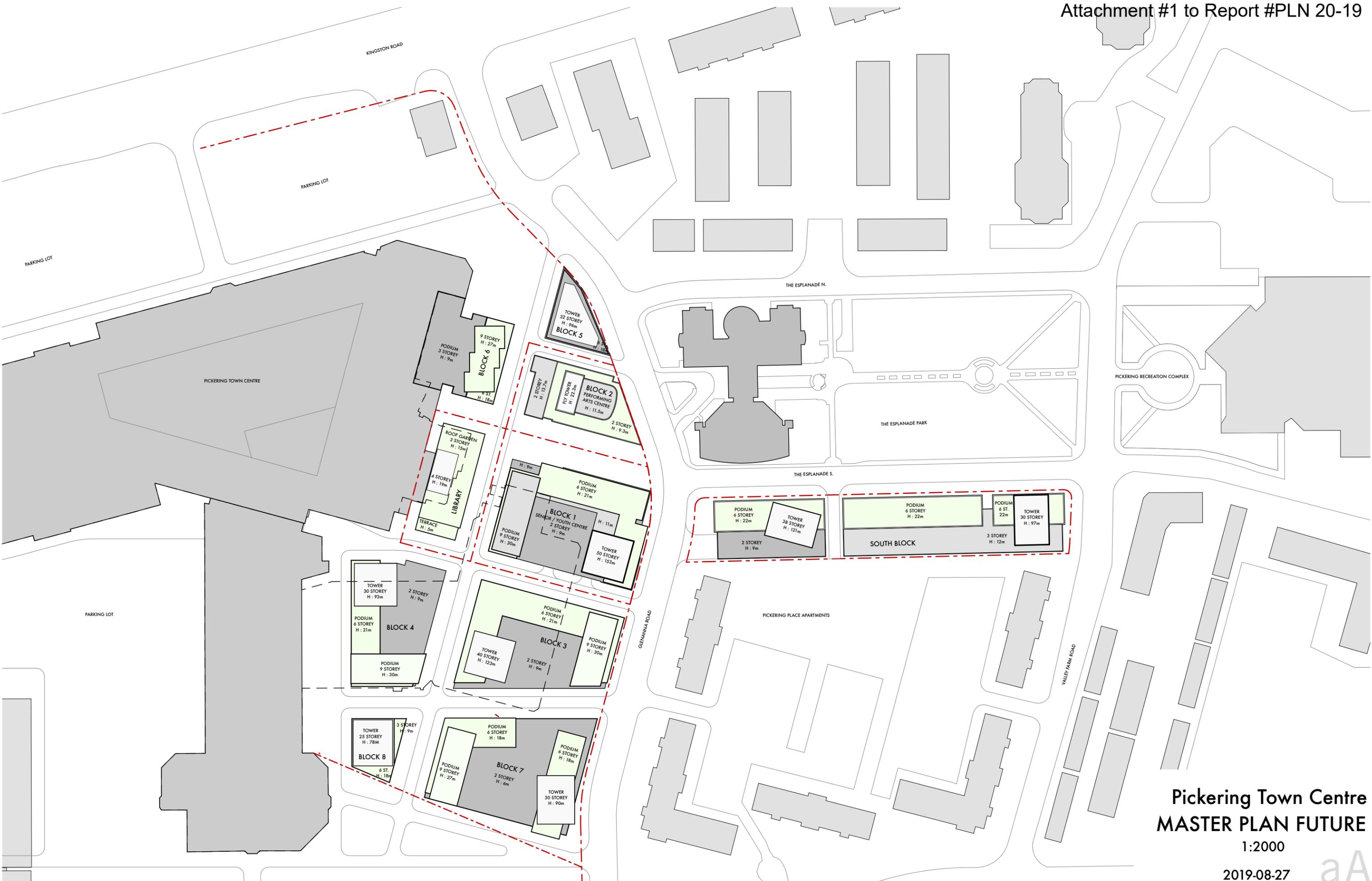
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Mayor

**Draft**

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Clerk



Pickering Town Centre  
MASTER PLAN FUTURE

1:2000

2019-08-27



**Master Block Plan – Statistical Information** (2019-08-23, Page 1 of 2)

<b>Phase 1 – (OPB Realty Inc. Lands)</b>		
<b>Block 1</b>		
Residential, Retail and Senior/Youth Centre	Total Residential Floor Area	39,893 m <sup>2</sup>
	Total Residential Units	605
	Total Residential Storeys	50
	Total Retail Floor Area	471 m <sup>2</sup>
	Total Senior/Youth Centre Floor Area	5,853 m <sup>2</sup>
<b>Library</b>	Total Floor Area	3,988 m <sup>2</sup>
<b>Block 2- Performing Arts Centre</b>	Total Floor Area	3,475 m <sup>2</sup>
<b>Phase 1 Floor Space Index (FSI)</b>		<b>3.31</b>
<b>Below Grade Parking</b>		
Park Level 1	350 stalls for City use	
Park Level 2	193 stalls for residents, plus 91 stalls for visitors	
Park Level 3	299 stalls for residents	
<b>Total Parking Provided</b>	<b>933 stalls</b>	

<b>Phase 2 (Blocks 3 &amp; 4)</b>		
<b>Block 3</b>		
Residential and Retail/Commerical	Total Residential Floor Area	39,433 m <sup>2</sup>
	Total Residential Units	502
	Total Residential Storeys	40
	Total Retail/Commerical Floor Area	844 m <sup>2</sup>
<b>Block 4</b>		
Residential, Retail/Commercial	Total Residential Floor Area	28,378 m <sup>2</sup>
	Total Residential Units	354
	Total Residential Storeys	30
	Total Retail/Commercial Floor Area	1,296 m <sup>2</sup>
<b>Phase 2 FSI</b>		<b>5.28</b>

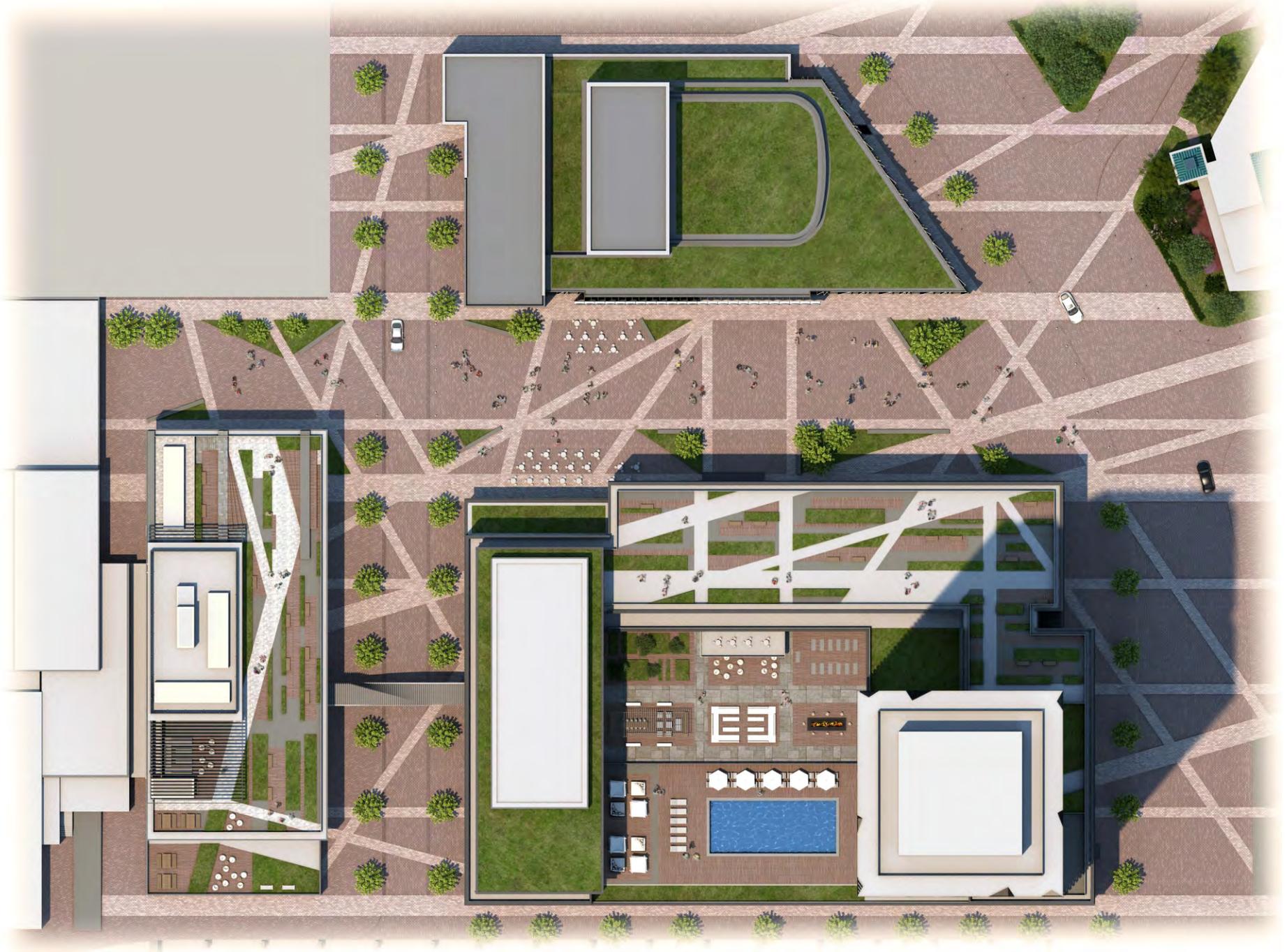
<b>Phase 3 (Blocks 5, 6, 7 &amp; 8)</b>		
<b>Block 5</b>		
Residential and Retail	Total Residential Floor Area	21,342 m <sup>2</sup>
	Total Residential Units	223
	Total Residential Storeys	32
	Total Retail Floor Area	662 m <sup>2</sup>
<b>Block 6</b>		
Residential and Retail	Total Residential Floor Area	6,800 m <sup>2</sup>
	Total Residential Units	92
	Total Residential Storeys	9
	Total Retail Floor Area	408 m <sup>2</sup>

## Master Block Plan – Statistical Information (2019-08-23, Page 2 of 2)

<b>Block 7</b>		
Residential and Retail	Total Residential Floor Area	31,589 m <sup>2</sup>
	Total Residential Units	382
	Total Residential Storeys	30
	Total Retail Floor Area	1,793 m <sup>2</sup>
<b>Block 8</b>		
Residential and Retail	Total Residential Floor Area	18,394 m <sup>2</sup>
	Total Residential Units	240
	Total Residential Storeys	25
	Total Retail Floor Area	574 m <sup>2</sup>
<b>Phase 3 FSI</b>		<b>5.35</b>

<b>Project Summary (OPB Realty Inc. Lands)</b>	
Total Residential Floor Area	185,829 m <sup>2</sup>
Total Residential Units	2,398
Total Retail/Commerical Floor Area	6,048 m <sup>2</sup>
Total Senior/Youth Centre Floor Area	5,853 m <sup>2</sup>
Total Performance Arts Centre Floor Area	3,475 m <sup>2</sup>
Total Number of Parking Spaces Provided	2,543

<b>South Block (City Lands)</b>		
<b>Block 1</b>		
Residential and Retail	Total Residential Floor Area	47,452 m <sup>2</sup>
	Total Residential Units	811
	Total Residential Storeys	38 and 30 storeys
	Total Retail Floor Area	133 m <sup>2</sup>
<b>South Block FSI</b>		<b>5.75</b>
<b>Above Grade Parking</b>		
Level 1	67 stalls for residents	
Level 2	83 stalls for residents	
Level 3	70 stalls for residents	
<b>Below Grade Parking</b>		
Park Level 1	78 stalls for residents, plus 122 stalls for visitors	
Park Level 2	200 stalls for residents	
Park Level 3	200 stalls for residents	
<b>Total Parking Provided</b>	<b>820 stalls</b>	





BLOCK 1 RESIDENTIAL TOWER & PERFORMING ARTS CENTRE

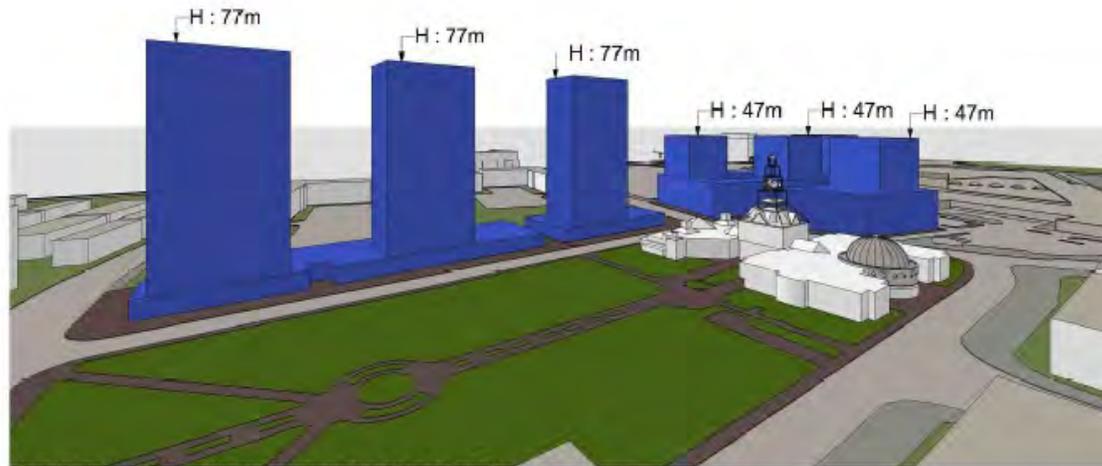


SOUTH BLOCK RESIDENTIAL TOWERS

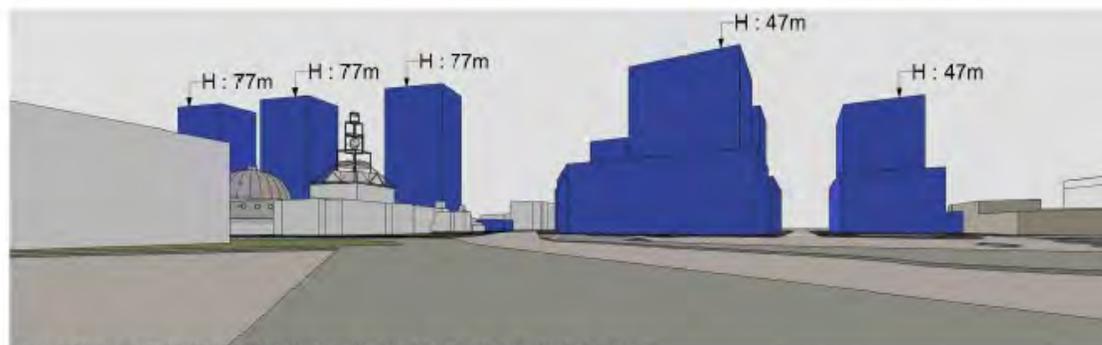


## PART 2 : DEVELOPMENT SCENARIO - PHASE 1

(AS PER CITY CENTRE ZONING BYLAW WITH MAX HEIGHT : 47m or 77m)



AERIAL VIEW FROM ROOF OF DISCOVERY PLACE CONDOMINIUM

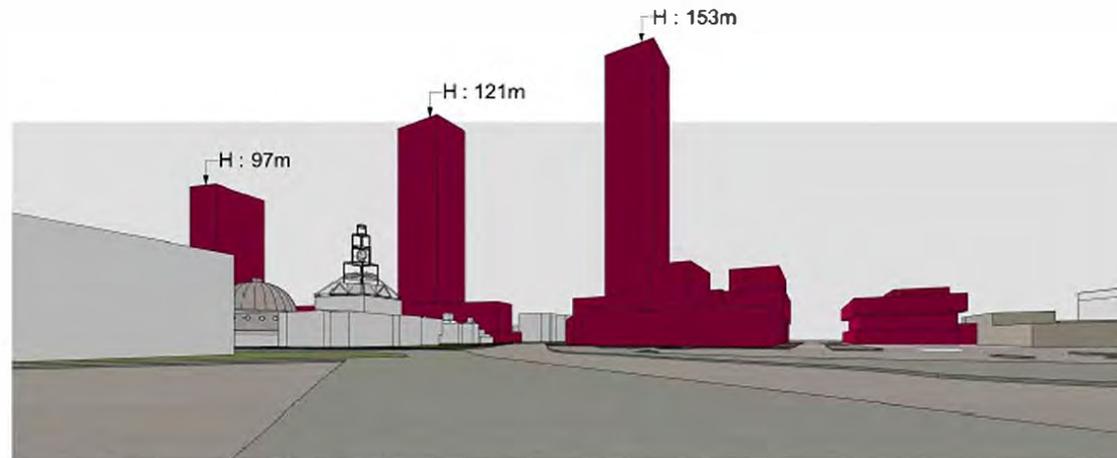


STREET VIEW FROM NORTH OF PICKERING CITY HALL ON GLENANNA ROAD

**PART 3 : PROPOSED DEVELOPMENT - PHASE 1**  
(INCL. BLOCK 1, SYC. PAC. LIBRARY, SOUTH BLOCK)



AERIAL VIEW FROM ROOF OF DISCOVERY PLACE CONDOMINIUM



STREET VIEW FROM NORTH OF PICKERING CITY HALL ON GLENANNA ROAD