

Information Report to Planning & Development Committee

Report Number: 10-20 **Date:** August 10, 2020

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 & 46, Plan 316 and Part of Lot 20, Concession 1 (1640 Kingston Road, 1964 and 1970 Guild Road)

1. Purpose of this Report

The purpose of this report is to provide preliminary information regarding revised 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 revised 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 three properties, municipally known as 1640 Kingston Road, and 1964 and 1970 Guild Road. The lands have a total area of approximately 1.88 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 94 metres of frontage along Guild Road. The subject lands were previously used for commercial purposes, but are currently vacant.

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. Background

In 2018, Highmark (Pickering) Inc. submitted applications for an Official Plan Amendment and a Zoning By-law Amendment to facilitate 2 apartment buildings having heights of 12 and 8-storeys containing 236 units and 64 back-to-back stacked townhouse units (see Original Conceptual Site Plan, Attachment #3). A public open house meeting was held on January 10, 2019, and a statutory public meeting was held on February 4, 2019. The following is a list of key concerns and comments that were expressed by the area residents regarding the previous proposal:

- commented that the proposed density and population increase on the site will result in negative traffic impacts at the intersection of Kingston Road and Guild Road;
- 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 established character and built form along Guild Road, which is characterized by detached dwellings on large lots;
- questioned if the intersection of Kingston Road and Guild Road would be signalized; and
- 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.

In addition to the above-noted comments, a petition, signed by 42 area residents was also submitted, which expressed concerns related to the negative traffic implications that the proposed development would have on Kingston Road, Guild Road and Finch Avenue.

4. Applicant's Revised Proposal

On May 6, 2020 Highmark (Pickering) Inc. submitted revised applications for an Official Plan Amendment and a Zoning By-law Amendment to facilitate 2 apartment buildings having heights of 18 and 14-storeys containing 346 units, which will be connected by a 6-storey podium (see Revised Conceptual Site Plan and Revised Conceptual Elevation Plan, Attachments #4 and #5). The applicant is also proposing a daycare facility, which will occupy approximately 566 square metres on the ground floor.

The applicant is proposing two separate blocks to facilitate the development. Block 1 will contain the apartment buildings, daycare facility, and associated at grade and underground parking. Block 2, which includes the lands that are subject to an easement in favour of Hydro One and are partially occupied by the hydro towers and overhead wires, are proposed to be conveyed to the City to be used as parkland and satisfy the applicant's parkland dedication requirements. Block 2 also includes the parcel of land at 1970 Guild Road.

The applicant and City staff have had preliminary discussions with Hydro One and Infrastructure Ontario (IO) regarding the opportunity to use the lands within the hydro corridor for public park purposes. Hydro One and IO were generally supportive of leasing their lands within the hydro corridor to the City provided that the uses within the hydro corridor met their requirements. The applicant has provided a conceptual park design plan illustrating how the lands within the hydro corridor could be used for recreation purposes (see Conceptual Park Design Plan, Attachment #7). Some potential recreational uses located within the hydro corridor could include soccer fields, a basketball court, a skateboard park, community gardens, trails and vehicular parking areas with access from Kingston Road and Finch Avenue.

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 14-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 progressively from 14 to 6-storeys along the east façade and at the most northerly portion of the building. The 18-storey building (Building B) will front Kingston Road (see Revised Conceptual Rendering, Attachment #6). The 2 apartment towers will be connected by a 6-storey podium, which will accommodate indoor amenity areas and a rooftop outdoor amenity area.

The proposed daycare facility will be located on the ground floor in the most westerly section of the building. The facility will have an independent exterior access and have a drop-off area immediately adjacent to the front entrance. The facility will have a dedicated outdoor amenity area, which will be located immediately west of the building.

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 the daycare drop off area, a 2-level underground parking garage, surface parking areas and a loading space.

	Original Proposal	Revised Proposal
Total Residential Gross Floor Area	Buildings A and B – 18,370 square metres (Apartments) Buildings C, D and E – 4,970 square metres (back-to-back townhouses)	Buildings A and B – 25,936 square metres (Apartments) Back-to-back townhouses have been eliminated
Total Commercial Gross Floor Area	N/A	Day Care Facility – 566 square metres

The table below summarizes the key details between the original and revised proposals:

	Original Proposal	Poviood Provocal
	Original Proposal	Revised Proposal
Total Number of Units	300 units (236 apartment units and 64 back-to-back stacked townhouse units)	346 apartment units
Density	304 units per net hectare	349 units per net hectare
Floor Space Index	2.34	2.68
Number of Storeys	Building A – Maximum 12-storeys Building B – Maximum 8-storeys Buildings C, D, and E – Maximum 3.5-storeys	Building A – Maximum 14-storeys Building B – Maximum 18-storeys
Unit Types	One-bedroom & One-bedroom with den: 159 Two-bedroom & Two-bedroom with den: 141	One-bedroom & One-bedroom with den: 233 Two-bedroom & Two-bedroom with den: 113
Vehicular Parking Ratio	Apartment Unit: 0.8 space per unit Stacked Townhouse Unit: 1.25 space per unit Visitor: 0.15 space per unit	Apartment Unit: 0.8 space per unit Visitor: 0.15 space per unit Daycare: 1 space per employee plus 3 spaces and 1 space per classroom
Vehicular Parking	Resident – 283 spaces Visitor – 45 spaces	Resident – 278 spaces Visitor – 52 spaces Day-Care – 27 spaces
Bicycle Parking	Internal – 140 spaces Surface – 46 spaces	Internal – 131 spaces Surface – 44 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	Residential Indoor – 707 square metres Residential Outdoor – 472 square metres (rooftop outdoor amenity) and 173 square metres as a central outdoor landscaped amenity area

The applicant has indicated that the development is proposed to be constructed in two phases. The first phase will include the construction of Building A, the shared lobby, the amenity area, and the underground parking garage. The second phase will include the construction of Building B and the daycare facility.

Total – 1,352 square metres

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

5. Policy Framework

5.1 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. Also, 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 corridors that are planned to provide dedicated transit lanes in most arterial road sections, and intersect with local transit. Development along transit spines shall provide for complementary higher density and mixed uses at an appropriate scale and context, buildings oriented towards the street to reduce walking distances, facilities which support non-auto modes of transportation, and limited surface parking and the potential redevelopment of surface parking. 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 conform to the policies and provisions of the Regional Official Plan.

5.2 Pickering Official Plan

The subject lands are located within the Village East Neighbourhood. The majority of Block 1 is designated "Mixed Use Areas – Mixed Corridors" while the lands at 1964 and 1970 Guild Road are 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.

The majority of 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 349 units per net hectare and a maximum FSI of 2.68.

5.3 Kingston Road Corridor and Specialty Retailing Node Intensification Plan and Draft Urban Design 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 key objectives are summarized in Attachment #8 to this Report. The Kingston Road Corridor Development Guidelines, which were adopted by Pickering Council in 1997, do not reflect the new vision for the Kingston Road Corridor established by the Council endorsed Draft Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines. The 1997 Development Guidelines are intended to be superseded by the new draft Urban Design Guidelines.

On December 2, 2019, the Planning & Development Committee endorsed in principle the Kingston Road Corridor and Specialty Retailing Node Intensification Plan (Intensification Plan) and the Kingston Road Corridor and Specialty Retailing Node Draft Urban Design Guidelines (Draft Urban Design Guidelines). The Intensification Plan and Draft Urban Design Guidelines were prepared as a result of the Kingston Road Corridor and Specialty Retailing Node Intensification Study, which represented the second phase of the South Pickering Intensification Study. The Intensification Plan contains a comprehensive framework for redevelopment and intensification along the Corridor and within the Retailing Node. The Draft Urban Design Guidelines articulate the vision set by the Intensification Plan and provide specific design considerations.

The subject lands are located in the Brock Precinct within the Intensification Plan. The recommended land use for the subject lands within the Intensification Plan is Residential. The policy recommendations of the Plan outline that residential areas are encouraged to achieve a broad diversity of housing by form, location, size, tenure, and cost to meet the housing needs of existing and future residents as they evolve over time and that built form such as apartment dwellings of various heights, townhouses and live-work units are encouraged. Office and retail uses may also be permitted but should be limited to live-work units on the ground floor of residential buildings. The Plan also provides the following policy recommendations relevant to the proposed development:

- residential development should support the City's affordable housing targets which encourage a minimum 25 percent of new residential construction to be of forms that would be affordable to households of low or moderate-income;
- transitions between buildings and appropriate transitions in height, mass and scale must be established in response to stable residential neighbourhoods to the north and east;

- tall buildings should be located to minimize shadow impacts and wind tunnel effects on proximate parks, open spaces, primary frontage sidewalks and existing low-rise residential areas;
- buildings fronting Kingston Road should be setback 5.0 metres from the front property line and should be setback a minimum of 3.0 metres from parks and open spaces;
- a 2-metre wide raised cycle track with an enhanced treed and landscaped planting area is recommended on both sides of Kingston Road;
- off-street parking and cycling infrastructure are encouraged to be provided within structured or underground parking within private properties to facilitate connectivity and minimize the heat island effect created by large surface parking; and
- reduced minimum parking standards are encouraged to reflect the area's compact, high-density urban form and shift towards a pedestrian and transit-oriented environment.

The Draft Urban Design Guidelines support the goals, objectives, and vision for the area as set out in the Intensification Plan and establish design priorities and principles related to built form, placemaking, and connectivity. The following key priorities of the Guidelines are relevant to the proposed development:

- new buildings should be massed and scaled to establish compatible heights to adjacent streets and open spaces;
- entrances should be highly visible, front onto the public street, and connect to pedestrian walkways or sidewalks;
- a minimum separation distance of 15 metres shall be provided between facing buildings on sites with multiple buildings;
- vehicular entrances and access points should have minimal impact on walkways;
- vehicular access from Kingston Road should be minimized;
- surface parking is discouraged adjacent to at-grade residential areas;
- landscape shall be an integral piece of the site design and be developed to unify and enhance the overall architecture of a development;
- sustainable and Low Impact Development (LID) measures are encouraged for all development to reduce stormwater run-off; and
- natural heritage assets should be connected and made accessible through sidewalks and trails.

The City is in the process of preparing an Official Plan Amendment and Zoning By-law Amendment to implement the Intensification Plan. The applications will be assessed against the framework and policy recommendations of the Intensification Plan and the design priorities of the Draft Urban Design Guidelines.

5.4 Zoning By-law 3036

The majority of the subject lands are currently zoned "C2" – General Commercial Zone within Zoning By-law 3036, as amended by By-law 3692/69 and By-law 3920/70, which permits the use of the subject lands for a food market and complimentary retail stores. The parcels of land at 1964 and 1970 Guild Road are 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. Block 1 will be rezoned to an appropriate mixed-used residential zone category with site-specific performance standards to facilitate the proposed apartment buildings and daycare facility. Block 2 will be rezoned to an open space zone category to permit the lands to be used for public recreational uses.

6. Comments Received

6.1 Public comments on the revised proposal

The City has received written comments from 2 area residents in regards to the revised proposal, expressing the following concerns:

- commented that the revised proposal does not address the previous concerns outlined in the submitted petition signed by 42 residents related to the proposed site access on Guild Road and negative traffic impacts on Kingston Road, Guild Road and Finch Avenue; and
- commented the proposed density increase will result in negative traffic impacts at the intersections of Kingston Road and Guild Road and Guild Road and Finch Avenue.

6.2 Agency Comments

6.2.1 Region of Durham

• No comments received at the time of writing.

6.2.2 Hydro One Networks Inc. (HONI)

• No comments received at the time of writing.

6.2.3 Durham District School Board

- no objections to the approval of the proposed development; and
- students from this development will attend existing neighbourhood schools.

6.2.4 Durham Catholic School Board

• No comments received at the time of writing.

6.3 City Department Comments

6.3.1 Engineering Services Department

• No comments received at the time of writing.

6.3.2 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 before a final recommendation report to Planning & Development Committee:

- ensuring conformity with all applicable statutory policies of the Provincial Policy Statement (2020), 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 Council Kingston Road Corridor and the Specialty Retailing Node Intensification Plan and Draft Urban Design Guidelines;
- 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;
- assessing the appropriateness and suitability of the proposed parking ratios;
- evaluating the desirability of accepting the proposed park block as parkland dedication; and
- continuing to work with Hydro One and Infrastructure Ontario to determine the types of recreational and community uses that could be permitted within the Hydro Corridor.

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 submitted in support of the revised applications are listed below and available for viewing on the City's website at pickering.ca/devapp or in person by appointment at the office of the City of Pickering, City Development Department:

- Site Plan and Site Statistics, prepared by Kohn Partnership Architects Inc., dated April 24, 2020
- Conceptual Floor Plan and Elevations, prepared by Kohn Partnership Architects, dated April 24, 2020
- Traffic Impact Study, prepared by The Municipal Infrastructure Group Ltd., dated April 2020
- Functional Servicing Report, prepared by Valdor Engineering Inc., dated April 2020
- Preliminary Site Servicing Plan, prepared by Valdor Engineering Inc., dated March 19, 2020
- Preliminary Grading Plan, prepared by Valdor Engineering Inc., dated March 19, 2020
- Sun/Shadow Study Report, prepared by Kohn Partnership Architects, dated January 30, 2020
- Hydrogeological Assessment, prepared by Soil Engineers Ltd., dated June 2020
- Conceptual Landscape Plan, prepared by Marton Smith Landscape Architects, dated March 13, 2020

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 Electronic Statutory Public 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 application is determined to be locally significant, and do not exhibit matters of Regional and/or Provincial interest
- the Region has not yet advised if the revised application for Official Plan Amendment 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. Original Conceptual Site Plan
- 4. Revised Conceptual Site Plan
- 5. Revised Conceptual Elevation Plan
- 6. Revised Conceptual Rendering
- 7. Conceptual Park Design Plan
- 8. Kingston Road Corridor Development Guidelines

Prepared By:

Cody Morrison Planner II

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

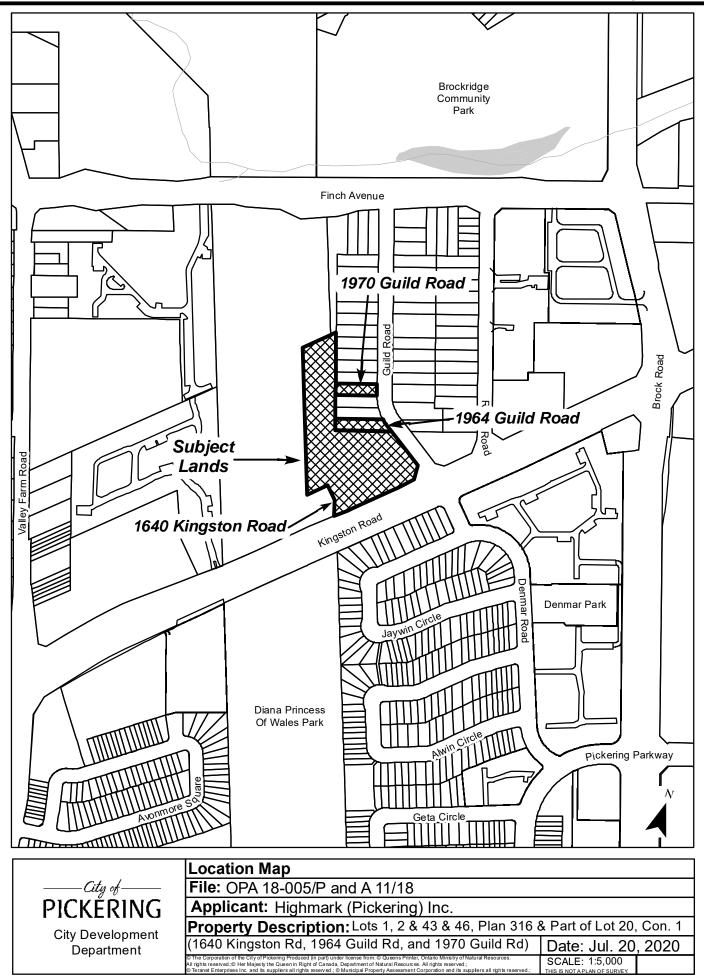
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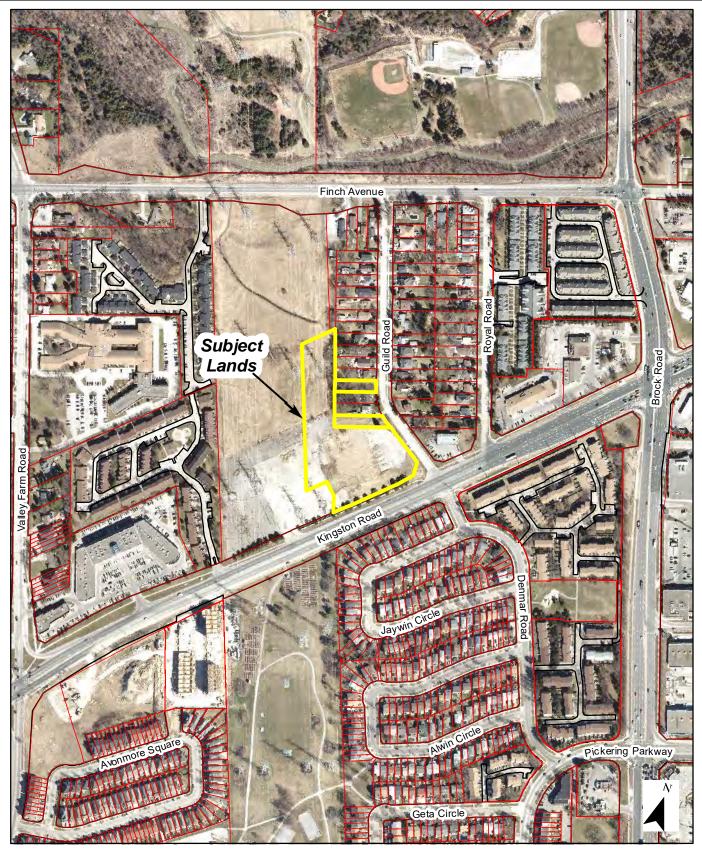
Date of Report: July 21, 2020

Approved/Endorsed By:

Catherine Rose, MCIP, RPP Chief Planner

Attachment #1 to Information Report 10-20

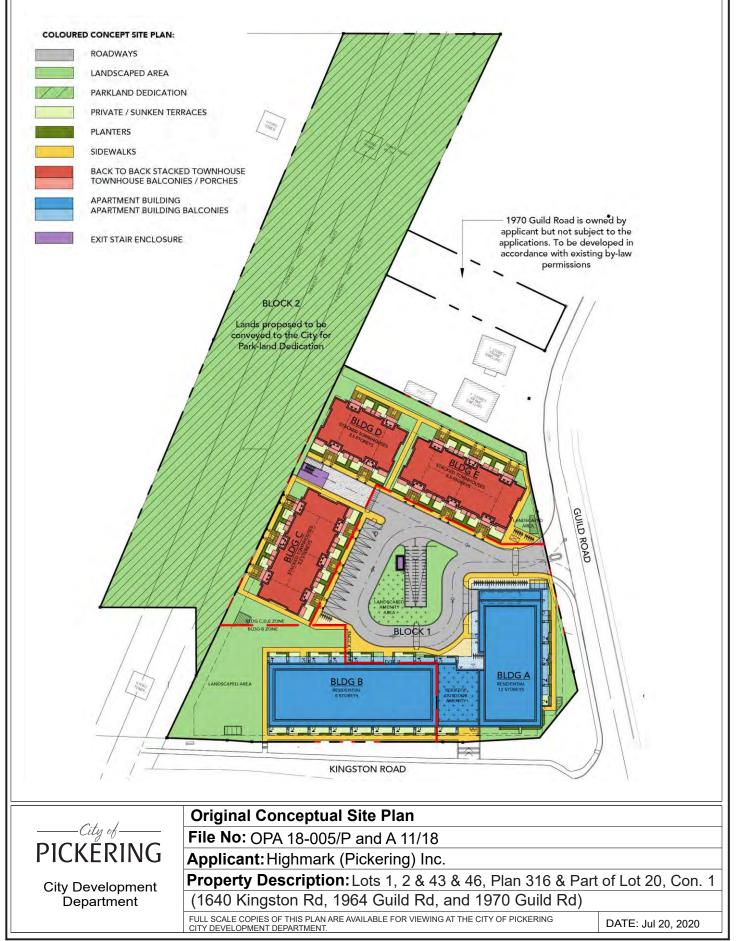




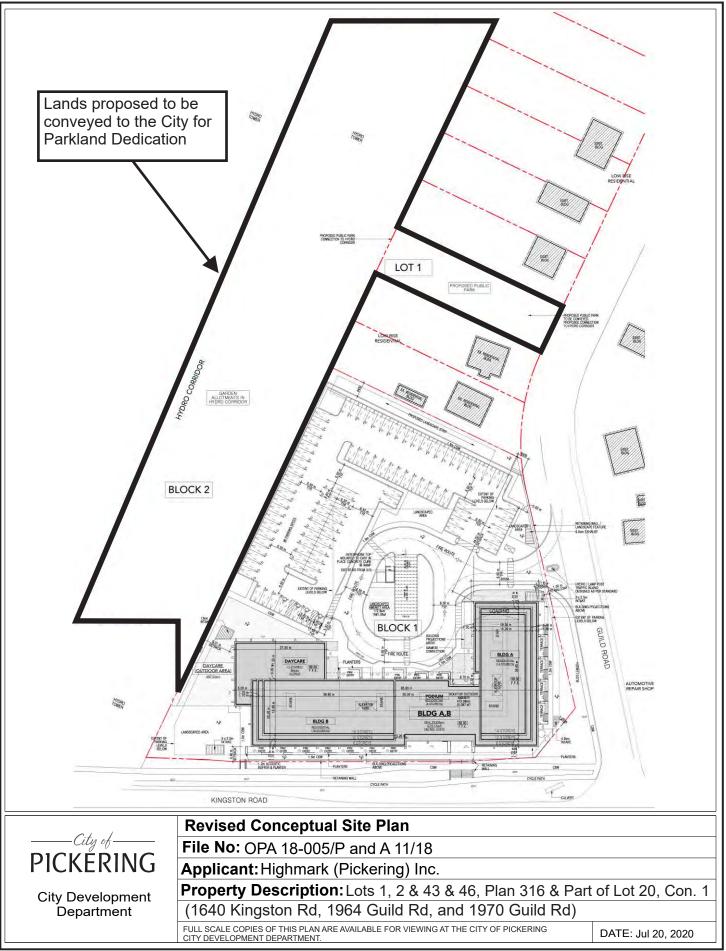


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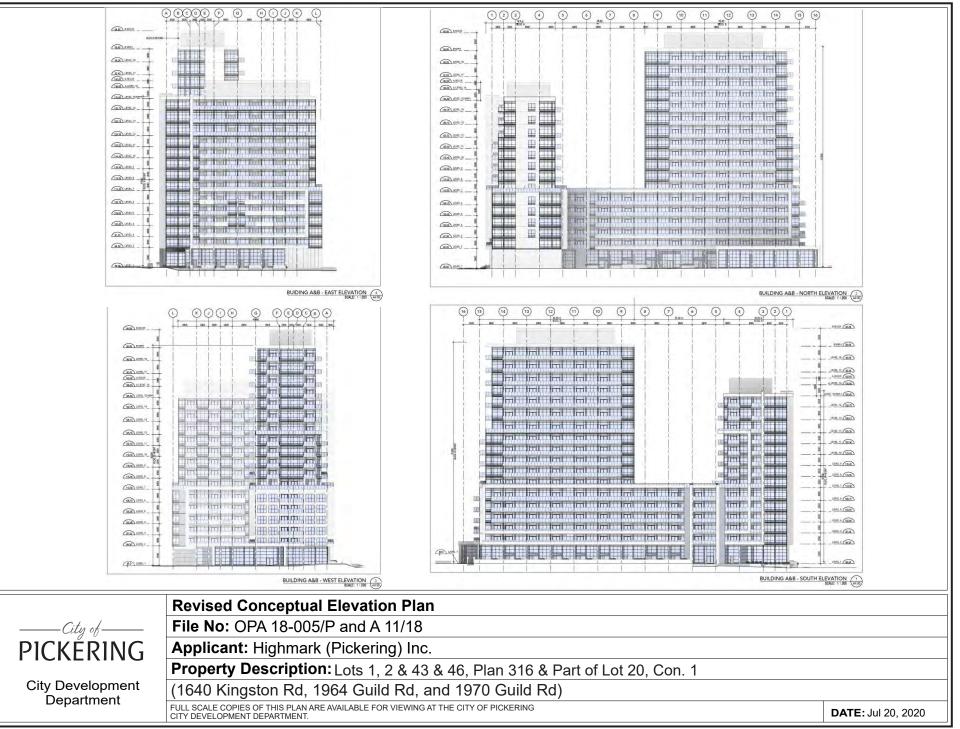
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File: OPA 18-005/P and A 11/18			
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(1640 Kingston Rd, 1964 Guild Rd, and 1970 Guild Rd)	Date: Jul. 20,	2020	
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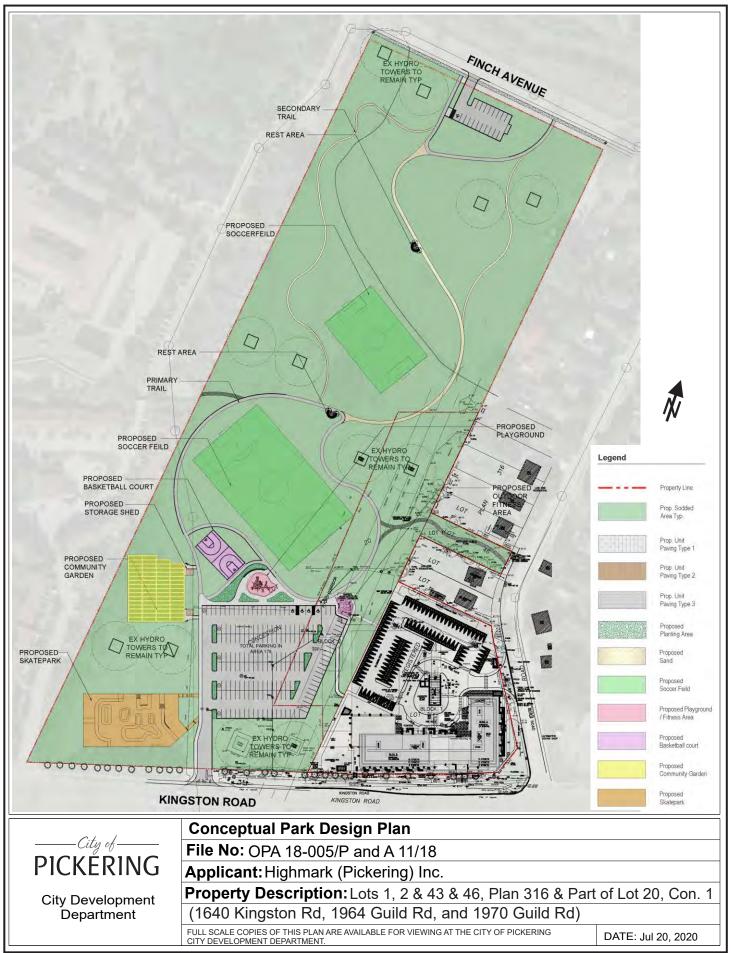




Attachment #5 to Information Report 10-20







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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 Kingston Road Corridor Development Guidelines, which were adopted by Pickering Council in 1997 do not reflect the new vision for the Kingston Road Corridor established by the Council endorsed Draft Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines. The 1997 Development Guidelines are intended to superseded by the new draft Urban Design Guidelines.