

PLANNING JUSTIFICATION REPORT

1755 Pickering Parkway, Pickering

Proposed Mixed Use Development

PREPARED FOR

Bayfield Realty Advisors

PREPARED BY



ZELINKA PRIAMO LTD

A Professional Planning Practice

June 3, 2022

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1.0 INTRODUCTION AND SUMMARY

1.1 BACKGROUND

On behalf of Bayfield Realty Advisors and Pickering Ridge Lands Inc. (“Bayfield”), Zelinka Priamo Ltd. has submitted an application to the City of Pickering for an Official Plan Amendment and Zoning By-law Amendment related to the proposed redevelopment of the lands at 1755 Pickering Parkway in the City of Pickering (the subject lands). The subject lands are an existing commercial plaza “Shops at Pickering Ridge”.

The proposed amendments would establish a future vision for the lands to permit the phased redevelopment of the subject lands for a mix of uses, comprised of a proposed 7 phases and 7 new buildings. The proposed buildings at build out range in height from 20 to 43 storeys (as well as podiums between 5-7 storeys) and will introduce approximately 5,225 dwelling units to the community. The development proposes a mix of uses, including active at grade uses and a mixed use office building, for a total of 26,693 sq.m GFA of non-residential use. The redevelopment achieves a Floor Space Index of approximately 3.58 upon full build out.

The applicant is intending to proceed with the first phase of redevelopment, which is subject to the Zoning By-law Amendment, while establishing the vision for future phases that is reflective of the City’s intensification strategy for the area.

The purpose of the following land use assessment is to provide planning justification for the proposed Official Plan Amendment and Zoning By-law Amendment for the subject lands. A future Site Plan Approval application will be submitted to the City to facilitate the proposed development. This report evaluates the proposed development within the context of applicable land use policies and regulations, including:

- Provincial Policy Statement;
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe;
- Durham Region Official Plan;
- City of Pickering Official Plan;
- City of Pickering Zoning By-law;
- Draft OPA 38: Kingston Road Corridor and Brock Mixed Use Node; and

- Kingston Road Corridor and Brock Mixed Use Node Urban Design Guidelines.

1.2 PRE-CONSULTATION

An application for Pre-consultation was submitted to the City, following which a Summary of Comments dated September 18, 2020 was provided to the applicant, confirming that an Official Plan Amendment, Zoning By-law Amendment, and Site Plan Approval applications would be required to facilitate the proposed development. The Summary of Comments presented a list of departmental and agency comments, as well as identified a list of materials required to support the applications.

1.3 SUMMARY

The report concludes that the proposed development and associated Official Plan and Zoning By-law Amendments are appropriate and desirable for the following reasons:

- The proposed Official Plan Amendment and implementing Zoning By-law Amendment, are consistent with the Provincial Policy Statement, Growth Plan, and Region of Durham Official Plan;
- It is appropriate and good planning to consider an amendment to the Pickering Official Plan, in the context of and to implement the direction for growth provided for by the Council endorsed Kingston Road Corridor and Specialty Retailing Node: Intensification Plan;
- The proposed Zoning By-law Amendment is consistent with the City of Pickering Official Plan, following amendment;
- The proposed Official Plan Amendment establishes a vision and framework to guide comprehensive redevelopment of the subject lands;
- The vision for the lands is for a phased high density, mixed use community that introduces tall buildings on site. The redevelopment is intended to shift the site from an auto oriented commercial plaza, to a person focused community with opportunities to live in a variety of market based housing sizes, and with numerous opportunities for local recreation and work opportunities as a result of the mixed use format that introduces additional greenspace on site. By intensifying the lands, the node is more supportive of existing transit, and is encouraging of alternative forms of transportation to the private automobile;

- The site is intended to retain the commercial function while redevelopment occurs gradually in a phased manner. The proposed policy context is reflective of this intent in the inherent flexibility that is afforded for future phases, while also ensuring the existing use is considered through redevelopment;
- The proposed development provides a high-quality form that will urbanize the streetscape and contribute to creating a strong pedestrian realm in an area that has historically been dominated by the private automobile;
- The proposed development will be appropriately transitioned from surrounding land uses;
- The technical submission materials prepared in relation to the Official Plan Amendment and Zoning By-law Amendment support the development as proposed; and
- Future Site Plan Approval applications will be required to facilitate the various phases of development, which will have further consideration of detailed site design matters.

2.0 BUILT CONTEXT

2.1 DESCRIPTION OF THE SUBJECT LANDS

The subject lands are comprised of an irregularly shaped parcel, bounded in part to the north by Pickering Parkway, to the west by Brock Road, to the east by the future Notion Road extension, and to the south by Highway 401 (see Figure 1). The subject lands are municipally known as 1755 Pickering Parkway.

The subject lands have an area of approximately 9.48 ha. The subject lands are an existing developed parcel, and are largely flat in nature. There are no known natural heritage features on site.

The subject lands have frontage along Brock Road to the west and Pickering Parkway to the north. There is an existing right-in and right-out only access to Brock Road. There are three existing all turns access points to Pickering Parkway, including dedicated left turn lanes. There are no existing signalized intersections to the subject lands.

Figure 1
Locational Setting – 1755 Pickering Parkway



Location and boundaries are approximate

The subject lands are developed as an existing commercial plaza referred to as “The Shops at Pickering Ridge”. There are four existing, single storey, commercial buildings on the subject lands, totalling approximately 26,585.96 sq. m GFA of commercial space that accommodate a range of commercial unit sizes. There are a range of existing commercial type uses located on site.

Surface parking areas and a number of access aisles are located throughout the site.

2.1.1 Phase 1 Lands

The lands towards the westernmost portion of the site are proposed as the first phase of redevelopment (“Phase 1 Lands”), and are the subject of the proposed Zoning By-law Amendment. The Phase 1 Lands have frontage along Brock Road where there is existing vehicular access, and encompass an area of approximately 11,814 sq. m. Portions of an existing commercial building extend onto the Phase 1 Lands. The extent of the Phase 1 Lands is depicted in Figure 2.

Figure 2
Locational Setting – Phase 1 Lands

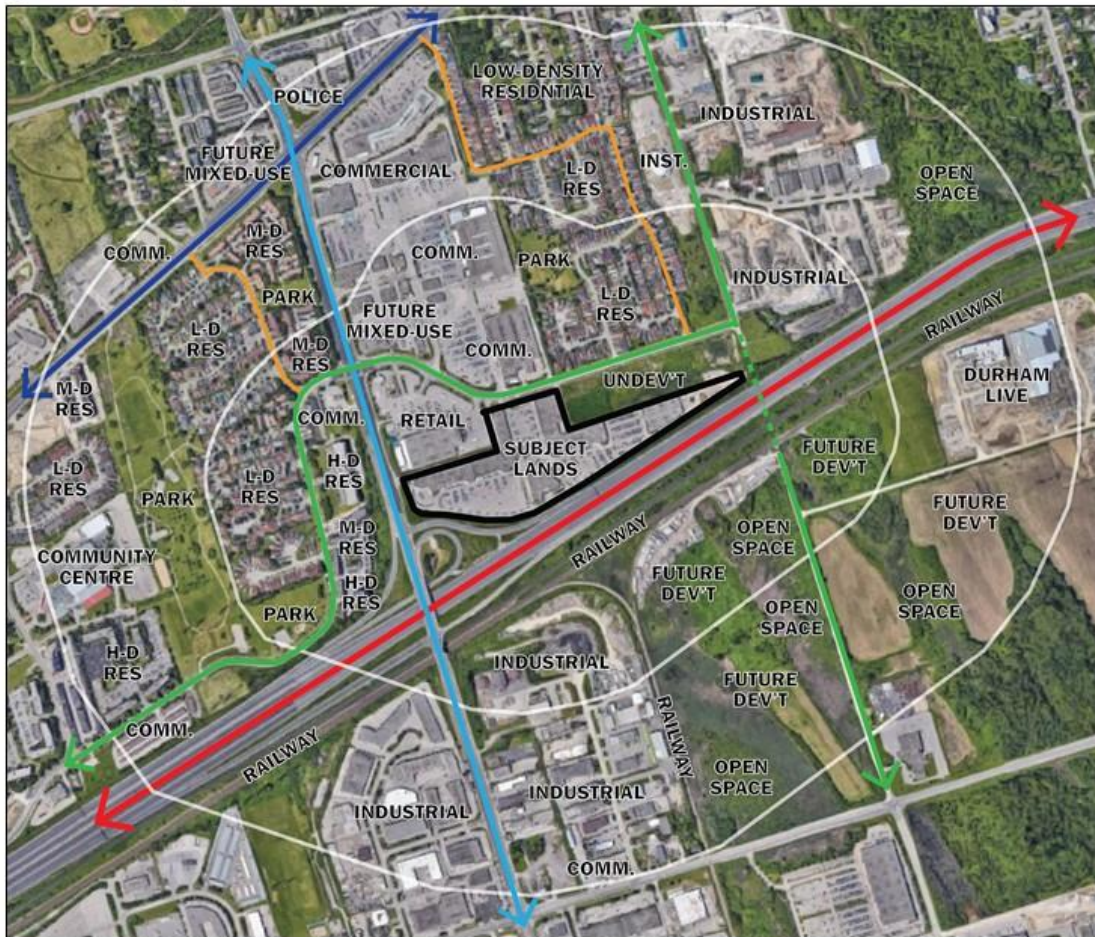


Location and boundaries are approximate

2.2 SPATIAL ANALYSIS AND NEIGHBOURHOOD CHARACTER

Figure 3 shows the subject lands, notable features, and land uses with 400m and 800m radii. The two radii represent walking distances of approximately 5 and 10 minutes, respectively, although due to sidewalk networks and other barriers, the radii may not represent true walking times.

Figure 3
Spatial Analysis



Location and boundaries are approximate

The following section will review the context of the surrounding lands.

2.2.1 Spatial Analysis: Circulation

Roads identified under the Official Plan (Schedule II) are coloured as follows:

- “Freeways” are shown as red arrows;
- “Type A Arterial Roads” are shown as dark blue arrows;
- “Type B Arterial Roads” are shown as light blue arrows;
- “Type C Arterial Roads” are shown as green arrows, with future extensions shown in the dashed line; and
- “Collector Roads” are shown as orange arrows.

The subject lands have frontage along Brock Road to the west, and Pickering Parkway to the north, both being Arterial Roads as identified by the Official Plan. Under current conditions, the subject lands have existing vehicular access to both Brock Road and Pickering Parkway. Brock Road is a north-south road with a six lane cross section proximate to the subject lands, under the jurisdiction of the Region of Durham. Pickering Parkway is an east-west road with a two-lane cross section, under the jurisdiction of the City of Pickering.

Notion Road is located to the northeast of the subject lands, where it currently terminates at the intersection of Pickering Parkway. The City of Pickering, in partnership, completed a Municipal Class Environmental Assessment for a new Highway 401 crossing to connect Notion Road to Squires Beach Road. The preferred design is a bridge crossing of Highway 401 and the rail corridor, and includes a sidewalk and multi-use path. The roads are anticipated to undergo realignment to accommodate the road design, as is Pickering Parkway where it approaches Notion Road. The EA study was completed October 17, 2019. The completion of the overpass construction will improve the connectivity of the area immediately surrounding the subject lands, and provide additional opportunity to cross major infrastructure.

The subject lands are located along provincial Highway 401 to the south. There is existing access to the 401 at Brock Road, just southwest of the subject lands. The 401 represents a connection regionally to other municipalities and regions in the greater golden horseshoe and beyond. Highway 401 is under the jurisdiction of the Province of Ontario, and represents a prominent east-west connection throughout Ontario, connecting municipalities across the Province.

The subject lands are proximate to a range of transit options. Transit in the City of Pickering is provided by Durham Region Transit. As it relates to the subject lands, Route 291 provides service directly to the subject lands with service along Pickering Parkway. There are a number of additional routes with service that brings users to the intersection of Brock Road and Kingston Road, just north of the subject lands. These routes all connect with the Pickering Parkway Terminal, approximately 2 kilometres west of the subject lands. A summary of the transit routes in proximity to the subject lands are as follows:

- Eastbound/Westbound/Northbound stops at Kingston Road and Brock Road (approximately 700m north of the site)
 - Route 92 (Oshawa GO) – Operates 7 days a week, travelling from the Yorkdale Bus Terminal to the Oshawa GO station;
 - Route 900 (PULSE) – Operates 7 days a week, travelling from Centennial College Morningside Campus to Downtown Oshawa;
 - Route 916 – Operates 7 days a week, travelling from the Pickering Parkway Terminal to the Harmony Terminal; and
 - Route 920 – Operates 7 days a week, travelling from McCowan Station to Ontario Tech/Durham College North Campus.
- Westbound stop at 1738 Pickering Parkway (approximately 120m west of the site)
 - Route 291 – Operates 7 days a week on limited hours, travelling from Pickering Town Centre to Westney Eastbound at Harwood Avenue South.
- Eastbound/Westbound stops at 1755/1766 Pickering Parkway (north frontage of site)
 - Route 291 – Operates 7 days a week on limited hours, travelling from Pickering Town Centre to Westney Eastbound at Harwood Avenue South.

2.2.2 Spatial Analysis: 400m Radius

The lands within a 400m radius (5 minutes walking) of the subject lands are developed for a broad range of uses.

A range of commercial and retail uses are located immediately to the north of the subject lands, generally in a large, automobile oriented format. Immediately to the northwest of the subject lands is an existing Canadian Tire, which is generally an independently functioning site that does not share reciprocal access with the subject lands. North of Pickering Parkway and on the east side of Brock Road are additional large format retail/commercial uses, designed as an outdoor shopping plaza. The site is anchored by tenants that include Walmart, Lowes, LCBO, amongst numerous other uses. We understand that a portion of the commercial lands north of Pickering Parkway are subject to a redevelopment application for the first phase/block of the redevelopment of the site, and that the first phase is proposed generally at the northeast of the intersection of Brock Road and Pickering Parkway.

A range of predominantly residential uses are located on the west side of Pickering Parkway, north of Highway 401. Uses are generally separated from Brock Road by way of setbacks and landscape buffers, providing little animation or presence to the street. The exception to this condition is gas station located at the southwest of the intersection of Brock Road and Pickering Parkway. The mix of residential uses west of the subject lands includes several high and medium density residential uses, including apartment buildings and different forms of townhouse units. Those high and medium density uses are largely located on the east side of Pickering Parkway (where it turns southbound) and west of Brock Road. Beyond Pickering Parkway to the west are generally low density residential uses, in a broad range of formats that from single detached, semi detached, and traditional townhouse units. An existing public park is located on the south end of the residential community – Village East Park.

Northeast of the subject lands are currently vacant lands located on the south side of Pickering Parkway. We understand that the lands are proposed to be developed as a townhouse community with access to Pickering Parkway. Further to the north, beyond Pickering Parkway are existing low density residential uses, predominantly consisting of single detached dwellings. Within the residential community is an existing public park – Beechlawn Park.

Existing industrial lands are located to the east and south of the subject lands, generally separated by existing infrastructure. Highway 401 and the adjacent rail corridor act as a substantial buffer that separates the subject lands from the land uses located immediately south, including the industrial lands. While the industrial lands are located within the 400m radius of the subject lands, the actual travel distance is anticipated to be greater by way of the existing and future highway crossings.

2.2.3 Spatial Analysis: 800m Radius

The lands within an 800m radius of the subject lands are developed for a similar mix of uses as what is present in the 400m context, as described in the previous section.

The commercial uses forming part of the plaza to the north, continue to Kingston Road. Medium and low density residential uses continue to be located west of Brock Road, including a linear park along an existing hydro corridor. Low density residential uses and

industrial uses continue to be located to the northeast of the subject lands. Industrial uses continue to be the dominant type of land use to the south of the 401 along Brock Road.

Several institutional type uses are located with 800m of the subject lands. This includes a place of religious assembly along Brock Road to the east, as well as the Durham Regional Police station at Kingston Road and Brock Road. West of the subject lands is an existing community centre, being Chestnut Hill Recreational Complex, which offers a range of facilities and recreational opportunity.

Southeast of the subject lands is the location of the Durham Live, generally at northwest corner of Church Street and Bayly Street. Durham Live is described as an entertainment and tourism district, anchored by a casino resort and hotel. Also anticipated as part of the entertainment district include a convention centre, amphitheatre, restaurants, cinemas, an indoor water park, performance venues, an office tower, and film studios.

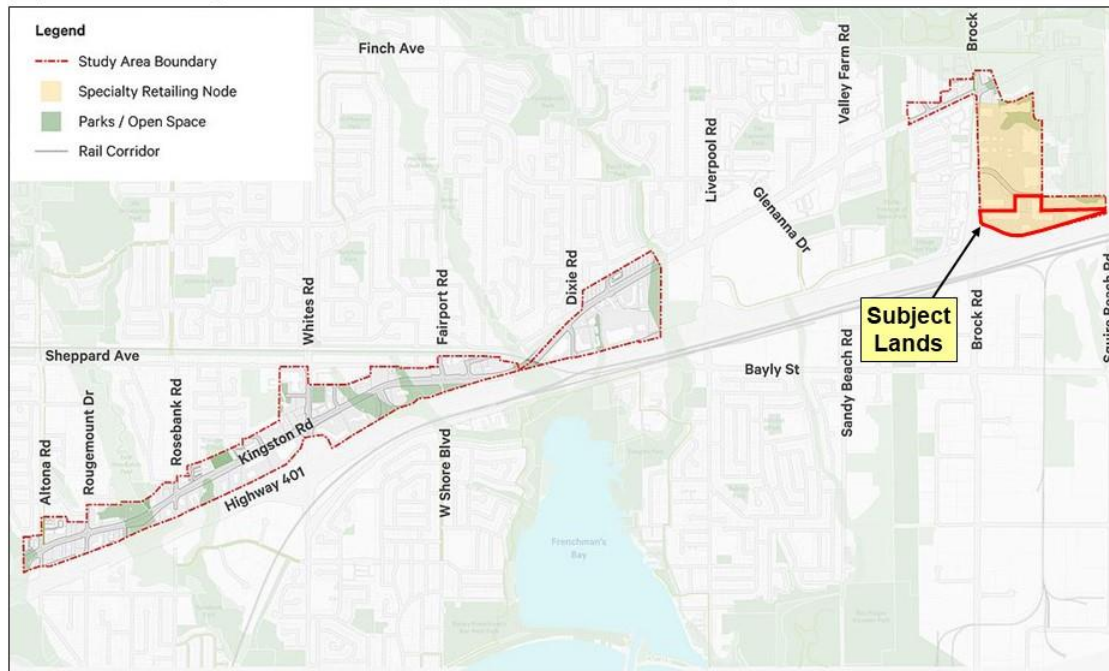
A number of areas southeast of the subject lands are currently used for open space or agricultural purposes.

2.2.4 Spatial Analysis: Planned Context

The subject lands are in an area that is undergoing considerable redevelopment interest. As will be described further in Section 7.5, the subject lands are located within the boundary of the Kingston Road Corridor Intensification Area, which includes the Brock Node that the lands form a part of, and which will guide comprehensive redevelopment of the South Pickering Area, primarily along the Kingston Road Corridor. Within the surrounding neighbourhood and including areas subject to the Kingston Road Corridor Intensification Area, a number of planning applications have been received by the municipality for redevelopment. Applications are at various stages of review and redevelopment, and are for a range of uses generally at a higher density than what currently exists.

Official Plan Amendment 38 was approved by Council on January 24, 2022 (by By-law No. 7899/22), which allows for and anticipates redevelopment of the Kingston Road Corridor Intensification Area for a range of higher density uses. The boundaries of the area impacted by the Official Plan Amendment is shown in Figure 4.

Figure 4
City of Pickering South Pickering Intensification Study



Location and boundaries are approximate

What is evident is that the area within which the subject lands are located is undergoing significant change.

The following provides a summary of current development activity for the lands located in the Village East neighbourhood (current as of December 2021):

- Guild Road and Kingston Rd
 - Town File S04/21, Highmark Homes
 - 346 Total Apartment Dwelling Units
- Guild Road and Finch Av
 - Town File A026/03, S. Reagan
 - 12 Total Apartment Dwelling Units
- 1899 Brock Road
 - Town Files OPA20-003/P, A007/20, S06/20 SmartCentres
 - 737 Total Apartment Dwelling Units
- 1865 Pickering Parkway
 - Town Files CP2018-06, S11/18, Metropia

- 141 Total Townhouse Dwelling Units
- 1520 Brock Road
 - Town Files A010/17, SP2017-05
 - 9 Total Single Detached Dwelling Units

2.2.5 Spatial Analysis: Summary Overview

The subject lands are located in an area that has historically been characterized as an automobile oriented shopping node within the City of Pickering. Accordingly, the subject lands are surrounded by major road networks, which provide visibility to the lands and convenient vehicular access. This includes municipal arterial roads under both Regional and Local jurisdiction, as well as frontage along Provincial Highway 401, with access to this highway to the southeast of the subject lands. The subject lands are located just south of Kingston Road, which is a main east-west thoroughfare that extends through the City of Pickering, and provides connection to the City Centre.

The subject lands are surrounded in every direction by major roadways, as referenced above. The lands have frontage along Highway 401, which provides distinctive context for the lands. Highway 401 travels east-west through the entirety of the City of Pickering, connecting municipalities across Ontario. Highway 401 effectively bisects the City and limits the number of feasible connections in a north-south direction. As it relates to the subject lands, there is minimal interface or direct connection to the land uses immediately to the south, beyond the Highway. The 401 also represents an opportunity for the subject lands and potential redevelopment, as there is significant visibility and exposure to the subject lands from the travelling public. There is opportunity for the subject lands to act as a gateway to the City of Pickering, through landmark building placement and development.

The subject lands and other lands within the shopping plaza, are surrounded by a wide range and mix of uses. This includes a mix of low to high density residential uses in the surrounding area, institutional uses that support those residential land uses such as a community centre and place of religious assembly, as well as employment land uses primarily located to the south and east of the subject lands where they are separated by existing built infrastructure.

It is clear that the area in which the subject lands is located is undergoing significant growth and change. This is evidenced by the development applications being considered in the Village East Neighbourhood, which combined propose well over 1,000 additional dwelling units (amongst other matters). It is also evidenced by OPA 38, and the land use studies that intend to guide development of the area in the future. OPA 38 anticipates a mixed use community in the Brock node that the subject lands form a part of, as well as westward along Kingston Road. A high density, mix of uses is anticipated to replace the existing suburban shopping plaza over time, based on the proposed policy framework.

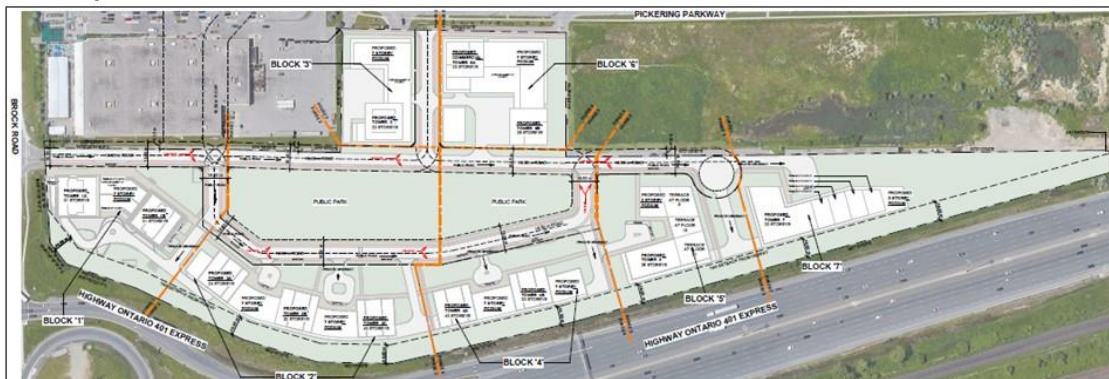
3.0 THE PROPOSAL

Bayfield is proposing the phased and comprehensive redevelopment of the subject lands for a mix of uses in a high density format, in accordance with the direction for growth endorsed by Council for the Brock Mixed Use Node. The following section provides a summary of the proposed development, including the master plan vision as well as details regarding the first phase of redevelopment at the westernmost part of the site. Detailed architectural materials have been prepared by Turner Fleischer Architect Inc.

3.1 CONCEPT MASTER PLAN VISION

Bayfield is proposing comprehensive redevelopment of the subject lands for a mix of uses, generally in a high density format as shown in Figure 5. The Master Plan has been developed generally in accordance with the Council endorsed Kingston Road Intensification Study for the type of redevelopment contemplated for the subject lands.

Figure 5
Concept Master Plan



Location and boundaries are approximate

The Master Plan establishes a block structure to help guide future redevelopment of the subject lands. A total of seven blocks have been identified as part of the Master Plan. While the phasing and overall structure is intended to retain flexibility, each block identified effectively represents a potential phase of redevelopment, and will assist in ensuring logical and orderly growth can be accommodated.

The block structure is oriented around a network of new private and public streets that contribute to fragmenting the existing large singular parcel, into more human scaled block sizes. New public streets are contemplated in both an east-west and north-south direction, providing connection to the existing public road network at Brock Road and Pickering Parkway. The new public roads are interconnected, and provide access to the various phases of redevelopment. Considering the phased nature of redevelopment, it is anticipated that roads will be designed to municipal standards and assumed by the municipality at an appropriate time. The public road network is intended to align with the future road network of lands to the north to create a new intersection along Pickering Parkway.

As illustrated in Figure 5, the redevelopment of the subject lands anticipates a complete community, generally consisting of the following elements:

- 7 buildings, with 12 towers that provide a variation in massing, ranging in height from approximately 20-43 storeys;
- Buildings are sited and massed so as to provide transition to surrounding areas, in particular to the east and to a lesser extent the west of the subject lands. Building towers are oriented so as to generally align with Highway 401 and create a focal point where the most prominent heights are anticipated;
- A mix of residential and non residential uses are contemplated in the proposed buildings, anticipating approximately 339,379 sq.m GFA of residential use, and 26,693 sq.m GFA of non-residential use, achieving a total Floor Space Index of approximately 3.58 and a total of approximately 5,225 dwelling units;
- The master plan identifies Active At-Grade Frontage areas, where active grade related uses are anticipated and encouraged, which will contribute to animating key public areas and help guide the orientation of the built form;
- The community is designed around a new centralized public park feature, providing amenity to future and existing residents; and

- Parking is intended to be predominantly located underground or as part of the structure, so as to have minimal impact to the public realm.

The Master Plan area is the subject of the Proposed Official Plan Amendment, which seeks to establish the vision for the subject lands to facilitate their coordinated and master planned growth. The proponent is seeking to proceed with a first phase of redevelopment, which is the subject of the proposed Zoning By-law Amendment, and is described further in the following section.

3.2 PHASE 1 DEVELOPMENT

The westernmost portion of the subject lands is proposed as the first phase of redevelopment. The phase 1 lands are partially occupied by an existing commercial building, as well as surface parking area, to be demolished in order to accommodate redevelopment. The phase 1 lands have frontage along Brock Road, where there is an existing vehicular access. The phase 1 lands are approximately 11,814 sq.m.

The phase 1 redevelopment is proposed within the context of the area wide master plan concept, as described previously.

The phase 1 redevelopment anticipates a modified “L” shaped building, consisting of two 31 storey towers atop a seven storey podium base that connects the towers. The building base is stepped back at upper floors. Figure 6 displays a conceptual massing of the proposed building as prepared by Turner Fleischer Architects Inc. The Concept Site Plan is included

Figure 6
Phase 1 Redevelopment – Concept Elevations



Location and boundaries are approximate

Phase 1 proposes a total gross floor area of approximately 55,999 sq.m, consisting of 54,330 sq.m residential GFA and 1,669 sq.m non-residential GFA. This equates to approximately 678 dwelling units total, and represents a total floor space index of approximately 4.75 for phase 1. A range of unit sizes are accommodated, including family sized (multi-bedroom units). The proposed unit mix is 5.5% studio, 49.6% one-bedroom, 32.4% two-bedroom, and 12.5% three-bedroom. The non-residential land use is located at the ground floor where the site has frontage on the new east-west road network.

The phase 1 redevelopment accommodates ample private amenity space, both indoor and outdoor, for residents. A total of approximately 2,589.55 sq.m of amenity space is proposed, which is at a rate of approximately 3.8 sq.m per dwelling unit. Approximately 1,538.04 sq.m of amenity space is located indoors, while the remaining 1,051.94 sq.m of amenity is located outdoors. The seventh storey of the building contains an expansive indoor and outdoor amenity opportunity, including indoor amenity for each tower, connected by an outdoor amenity space on the roof of the podium. Amenity is generally to be accommodated in usable, consolidated forms. Two outdoor landscape areas are

proposed at grade, to the northeast of the building, as well as to the south. Based on the preliminary landscape plans, the southernmost grade related landscape area is sufficiently sized so as to be used as a pet relief area, and the northeast landscape area is intended as an urban plaza style parkette. A range of programming opportunities are available within the functionality sized amenity locations.

Access to the phase 1 development is anticipated primarily from Brock Road to the west, where there is an existing right-in and right-out access. The development also accommodates access to and from the existing retail plaza to the east, with an ultimate connection to Pickering Parkway at the north.

Parking is predominantly located within four levels of structured underground parking. A total of approximately 659 parking spaces are accommodated, which is at a rate of approximately 0.88 per dwelling unit and 3.5 per sq.m of non-residential space.

Bicycle parking is also accommodated as part of the phase 1 redevelopment, including long term and short term parking space design. A total of 315 long-term bicycle parking spaces are provided, equaling approximately 0.46 per dwelling unit. Long-term bicycle parking is located internal to the building, primarily at the first floor. A total of 10 short term bicycle parking spaces are proposed at grade, generally to accommodate visitors or non-residential uses.

3.3 REDEVELOPMENT PHASING CONSIDERATIONS

There are a number of matters to consider when proceeding with phased redevelopment of existing developed lands, and in particular on such a large scale (geographically). The existing development continues to provide a function to the community as a destination for commercial uses. As described previously, the subject lands are currently developed as a retail plaza with approximately 26,585 sq.m GFA of retail/commercial GFA. This existing development is not only a destination for shopping for the community, but a place where businesses locate and people are employed.

Indeed, as the City of Toronto has seen a surge in proposals for the redevelopment of existing urban and suburban mall sites within their municipal boundary, they have prepared a set of principles (dated 2021) to assist in the long-term redevelopment of these expansive areas (there does not appear to be a City of Pickering equivalent

document). Of the five principles in the Guide, one of the principles relates specifically to phasing considerations. There is a recognition that redevelopment will often occur long-term, and be balanced by multiple factors that include the consideration of existing lease obligations, and the continued success and function of the mall site for its original intended purpose in the community, as well as other factors that include infrastructure.

3.3.1 Block Context Plan

One of the principles of the Mall Redevelopment guidelines is related to the preparation of a block context plan to guide phasing and redevelopment. The proposed redevelopment is contemplated in the context of a broader master concept plan for the full redevelopment of the lands (as described further in Section 3.1 of this Report). The master concept plan provides for the block structure and general layout for the comprehensive and phased redevelopment of the subject lands. In addition, several supporting figures have also been prepared, including a preliminary phasing strategy.

The phase one redevelopment is proposed within the context of the master concept plan for the area. Upon full development, the phase 1 redevelopment will fit harmoniously with the broader redevelopment. In the interim, phase 1 located to the west of the subject lands is proposed to proceed in the context of the existing commercial function of the lands, which will be retained in the short term.

The intent of the Block Context plan is, in part, to ensure redevelopment of such an expansive area is coordinated appropriately. A substantial element of the master plan and ensuring appropriate phasing, is to maintain adequate access for both the retained and redeveloped areas.

3.3.2 Access

The subject lands have existing access from two public roads, including Brock Road to the west and Pickering Parkway to the north. There are three existing access points to Pickering Parkway. The existing access at Brock Road is a controlled right-in and right-out access. The proposed redevelopment intends to maintain access to Brock Road and Pickering Parkway, while modifying the location and orientation of specific access points, where appropriate to do so, and reducing the overall number of access points to Pickering Parkway.

It is imperative that access throughout the site be maintained throughout redevelopment, to the greatest extent feasible. The redevelopment has been phased so as to maintain access to the existing mall site, and facilitate their continued viability and function. The first phase of redevelopment is proposed towards the west of the site, where it can generally be separated from the existing commercial function. The retained mall lands will continue to have existing access from Pickering Parkway, which will provide protected access to the existing commercial uses. While the details of construction are to be refined, upon full build out of the first phase of redevelopment, the mall lands are proposed to maintain access to Brock Road, as connections are to be coordinated within the phase 1 redevelopment.

3.3.3 Public Realm Considerations

It is appropriate for the public realm elements of the plan to be introduced in phases, as development proceeds. The proposed centralized park is in the location of existing commercial businesses. It is not the intent of the applications to displace these existing places of business as part of the first phase of redevelopment, in order to accommodate the centralized park.. The centralized park feature is intended to be introduced in future phases of redevelopment, so as to allow for the continued function of the site as a commercial destination.

As part of the first phase of redevelopment, certain outdoor amenity spaces are intended to be introduced. This includes landscaped areas to the south of the existing building, as well as an urban plaza to the northeast of the phase one area, where ultimately it will interface with the public park.

3.3.4 Tenant Relocation Strategy

A principle of the redevelopment of the subject lands is to facilitate the continuation of existing retail function of the site, and maintain their viability. Accordingly, the phased redevelopment is done so as to replace the existing retail in an incremental manner.

The proposed redevelopment seeks to proceed with the first phase of redevelopment, where it can be accommodated at the westernmost portion of the site. One of the existing buildings is proposed for partial demolition. We understand that the landowner has been in discussion with tenants impacted by the first phase of redevelopment for

their relocation elsewhere on site or in the resulting commercial space that phase 1 proposes. Future phases will be proceed based on a number of factors, including what existing lease obligations allow and to balance retained commercial GFA with proposed redevelopment, in an efficient manner.

We understand that all tenants on site, including those in future phases (not directly displaced by the proposed applications), will where possible either be accommodated elsewhere on the site as the phased development progresses or be part of the future redevelopment.

Future phases are anticipated to proceed in concert with tenants' existing lease obligations, amongst other factors.

4.0 PROPOSED OFFICIAL PLAN AMENDMENT

The subject lands are positioned in an existing node that is suitable to accommodate a significant and comprehensively planned redevelopment within the City. This is reflected by the City's efforts to advance the South Pickering Intensification Study that identifies the subject lands as part of the Brock Mixed Use Node, where intensification is to be directed.

It is appropriate to establish a site specific policy context for the lands that will establish a vision to guide redevelopment; in particular, to ensure that appropriate phasing is considered, and allow for flexibility to respond to site constraints that are inherent in an existing developed site of the size. The principles of the OPA allow for redevelopment in any phasing order, so long as the applicant demonstrates an overall vision for the area so as to promote and not to preclude the achievement of the objectives of the node. Similarly, the OPA ensures that the existing commercial function of the site is considered as phases proceed.

The draft Official Plan Amendment would implement the South Pickering Intensification Study as it relates to the subject lands by recognizing on a site specific basis a new maximum density and height for the subject lands, and allowing for a broader range of uses. New policy will permit high density, mixed use redevelopment of the subject lands and guide their future redevelopment.

5.0 PROPOSED ZONING BY-LAW AMENDMENT

The applicant is seeking to proceed with the first phase of the proposed redevelopment. Future phases are conceptual at this stage. A zoning by-law amendment is proposed on the first phase of redevelopment.

A draft Zoning By-law Amendment for the subject lands is attached to this Report at Appendix C.

The proposed Zoning By-law Amendment for the subject lands entails amendments to the existing site specific development standards in order to accommodate the proposed mixed use development. The amendment seeks to incorporate zoning provisions and definitions captured by the Centre City Zoning By-law. The site specific development standards include matters related to parking (vehicular and bicycle); tower floorplate; amenity area; height; and establishing a building envelope, amongst other matters.

The site specific development standards are to be confirmed and refined subject to a review of the application by Staff through the approvals process.

6.0 SUPPORTING SUBMISSION MATERIALS

This planning justification report relies, in part, on the supporting submission materials as outlined below. The supporting submission materials meet to the submission requirements as identified in the September 18, 2020 Summary of Comments.

6.1 TREE INVENTORY AND PRESERVATION PLAN

Kuntz Forestry Consulting Inc. prepared a Tree Inventory and Preservation Plan as it relates to the proposed redevelopment of the subject lands. The Report describes existing trees on site as landscape trees, totaling 75 trees on or within 6 m of the subject lands. A total of 9 trees are anticipated to be removed in order to accommodate the proposed development, and that the remaining trees can be retained (subject to tree preservation measures). The Report notes that the tree preservation may be subject to change through detailed site design, as refinements to the plan are undertaken.

6.2 FUNCTIONAL SERVICING REPORT

A Functional Servicing Report was prepared by Odan Detech Group, dated April 20, 2022, as it relates to the proposed Zoning By-law Amendment for the Phase 1 redevelopment. The Report concludes that the site is serviceable following the proposed added density, with respect to sanitary, water, and stormwater management, through connections to existing infrastructure that surrounds the subject lands. The Report makes a number of recommendations for modified servicing to accommodate phased redevelopment, including that the sizing of infrastructure be based on full build out of the surrounding lands and for interim phasing considerations, until such time as upgrades to Regional infrastructure is undertaken.

6.3 TRAFFIC IMPACT STUDY

A Traffic Impact Study was prepared by RV Anderson Associates Limited, dated April 25, 2022, as it relates to the proposed Zoning By-law Amendment for the Phase 1 redevelopment. The Report finds that the site generated traffic is not expected to result in any new capacity, delay, or queuing concerns that would require mitigation. Accordingly, the Report does not make recommendations for geometric improvements for the study area intersections as a result of the proposed redevelopment.

The Report acknowledges a significant level of intensification occurring in the surrounding area, and it is expected that the study area road network will require capacity improvements to accommodate the forecasted traffic growth while maintaining an acceptable level of service at intersections, but not as a result of the proposed development.

6.4 NOISE AND VIBRATION

A Noise Feasibility Study dated March 22, 2022 was prepared by HGC Engineering as it relates to the proposed Official Plan Amendment and Zoning By-law Amendment applications. The report finds that, with suitable noise control measures integrate into the building design, that it is feasible to achieve acceptable sound levels. The report offers recommendations for mitigation of sound levels, including centralized air condition and upgraded glazing construction of buildings. Warning clauses are also recommended by the report as a way of informing future residents of the existing sound levels from

surrounding traffic and commercial uses. Detailed noise studies are recommended as phases proceed through detailed design, wherein specific measures can be captured.

6.5 PEDESTRIAN LEVEL WIND STUDY

Gradient Wind prepared a Pedestrian Level Wind Study dated March 25, 2022 as it relates to the proposed Official Plan Amendment and Zoning By-law Amendment applications. The Study is completed using computer simulations related to the proposed development in the context of the surrounding lands (including existing / proposed redevelopment). The study finds that due to the high rise development in a low rise area, wind conditions are anticipated to increase at grade, which is expected. Conditions at surrounding sidewalks are predicted to be mostly suitable or better for walking throughout the year; when accounting for surrounding developments, conditions on sidewalks are anticipated to become windier. Considering the intent for intensification of the area, the resulting wind conditions at sidewalk level may be considered acceptable.

Specific pedestrian areas of the phase 1 development as currently designed, have been evaluated from a wind comfort perspective, design considerations are recommended where needed. For example, this includes a suggestion for recessing the pedestrian entrance by 1.5m at the north façade. Conditions at the private driveway and drop-off areas are considered acceptable. Some mitigation measures may be warranted for the public park to the east of the phase 1 development, as well as for the proposed private outdoor amenity areas, in order to improve conditions during certain period where wind conditions may be greater as a result of the development. The report offers suggestions for buffering measures, which are recommended to be further evaluated through detailed design (Site Plan Control).

6.6 GEOTECHNICAL INVESTIGATION

Geotechnical Reports were prepared by Terraprobe Inc. as it relates to the proposed redevelopment. A Report dated March 24, 2022 was prepared for the phase 1 redevelopment area, as well as a Report dated March 24, 2022 related to the future phase area. The Reports provide a summary of subsurface conditions based on a borehole investigation of soil samples. The Reports then proceed to offer

recommendations as to preliminary geotechnical engineering design, pavement design, and design considerations for constructability.

7.0 PLANNING DOCUMENTS AND ANALYSIS

7.1 PROVINCIAL POLICY STATEMENT

The 2020 Provincial Policy Statement (PPS), issued under the authority of Section 3 of the *Planning Act*, “provides policy direction on matters of provincial interest related to land use planning and development” in order to ensure efficient, cost-effective development and the protection of resources. The PPS requires that decisions affecting planning matters “shall be consistent with” the policy direction established by the Plan.

The following PPS policies are of particular relevance to the development of the subject lands:

- *Policy 1.1.1 states that healthy, liveable and safe communities are sustained by:*
 - *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
 - *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
 - *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- *Policy 1.1.3.1 states that Settlement areas shall be the focus of growth and development;*
- *Policy 1.1.3.2 states that land use patterns within settlement areas shall 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, and avoid the need for their unjustified and/or uneconomical expansion;*
- *Support active transportation; and*
- *Are transit supportive, where transit is planned, exists or may be developed;*
- *Policy 1.1.3.2 further states that land use patterns within settlement areas shall also be based on a range of uses and opportunities for intensification and redevelopment in accordance with the criteria in policy 1.1.3.3, where this can be accommodated;*
- *Policy 1.1.3.3 states that planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs;*
- *Policy 1.1.3.4 states that appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety;*
- *Policy 1.2.6.1 states that major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures;*
- *Policy 1.4.3 states that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market area by:*
 - *permitting and facilitating:*
 - *all housing options required to meet the social, health, economic and well-being requirements of current and future*

residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and

- *all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3*

- *directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;*
- *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and*
- *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety*
- *Policy 1.6.7.4 states that a land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support current and future use of transit and active transportation.*

7.1.1 Planning Analysis

The proposed Official Plan Amendment and Zoning By-law Amendment are consistent with the Provincial Policy Statement for reasons including:

- The proposal will assist in achieving the Province's policy direction of promoting efficient development and land use patterns that sustain the financial well-being of the Province and the City of Pickering over the long-term (Policy 1.1.1.a);
- The proposal will assist the City of Pickering in meeting the long-term needs for residential uses, including an appropriate market based range of unit types and sizes (Policy 1.1.1.b);
- The proposal promotes cost-effective development, minimizes land consumption and reduce servicing costs as it is within the urban boundary, within the built-up area, and the lands are serviced by municipal infrastructure including proximity to existing transit (Policy 1.1.1.e);

- The subject lands are located within the City of Pickering, which is a settlement area where growth and development is generally to be focused (Policy 1.1.3.1);
- The density and uses proposed as part of the proposal contribute to a land use pattern that is an efficient use of land, resources, and existing infrastructure, and that are supportive of transit and active transportation (Policy 1.1.3.2). The proposal represents the introduction of residential uses, immediately proximate to a range of commercial opportunities, and anticipates the realization of a mixed use community upon full build-out. The synergistic relationship of the proposed mix of uses to be permitted, can translate to a reduction in the length and number of vehicle trips generated (Policy 1.6.7.4);
- The subject lands are an appropriate location of growth and development as they are located within an area that has been targeted by the municipality for growth and intensification within a settlement area (Policy 1.1.3.3);
- The proposed applications would introduce development standards that will facilitate a compact form of intensification and mix of uses to the area, and represents a density that allows for the efficient use of land, existing infrastructure and public service facilities in an area targeted and appropriate for intensification (Policies 1.1.3.4 and 1.4.3); and
- The proposed development would introduce a sensitive land use along a major road within the municipality, and accordingly a noise study has been prepared that offers recommendations to mitigate/minimize the impact of potential noise sources on future residents, as described further in Section 6.4 of this Report (Policy 1.2.6.1).

7.2 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) was approved and modified by the Province, coming into effect May 16, 2019. Amendment 1 to the Growth Plan took effect August 28, 2020. All decisions that affect a planning matter will conform to the Growth Plan.

According to Schedule 2: A Place to Grow Concept, the subject lands are within the Built-Up Area – Conceptual (see Figure 7). In addition, the subject lands are to the north of Highway 401, identified as an Existing Major Highway, as well as to the north of the

GO Transit Lakeshore East Rail Line, identified as a Priority Transit Corridor and Existing Higher Order Transit.

The subject lands are shown under the Growth Plan Schedules as proximate to an Urban Growth Centre. However, as more specifically delineated by the local municipality, the subject lands are not located within the Downtown Pickering Urban Growth Centre.

Figure 7
Growth Plan for the Greater Golden Horseshoe, Schedule 2 – A Place to Grow Concept



Location and boundaries are approximate

Relevant managing growth policies include:

- *The vast majority of growth will be directed to settlement areas that: i. have a delineated built boundary; ii. have existing or planned municipal water and wastewater systems; and iii. can support the achievement of complete communities (2.2.1.2.a);*
- *Within settlement areas, growth will be focused in: i. delineated built-up areas; ii. strategic growth areas; iii. locations with existing or planned transit, with a priority*

- on higher order transit where it exists or is planned; and iv. areas with existing or planned public service facilities (2.2.1.2.c);*
- *Applying the policies of this Plan will support the achievement of complete communities that (2.2.1.4):*
 - *feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;*
 - *provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;*
 - *Expand convenient access to: i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation; ii. public service facilities, co-located and integrated in community hubs; and iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and*
 - *provide for a more compact built form and a vibrant public realm, including public open spaces.*

By the time the next municipal comprehensive review is approved and in effect, and for each year thereafter, the applicable minimum intensification target is as follows: a) A minimum of 50 per cent of all residential development occurring annually within the Region of Durham will be within the delineated built-up area (2.2.2.1).

All municipalities will develop a strategy to achieve the minimum intensification target and intensification throughout delineated built-up areas, which will (2.2.2.3):

- a) *identify strategic growth areas to support achievement of the intensification target and recognize them as a key focus for development;*
- b) *identify the appropriate type and scale of development in strategic growth areas and transition of built form to adjacent areas;*
- c) *encourage intensification generally throughout the delineated built-up area;*
- d) *ensure lands are zoned and development is designed in a manner that supports the achievement of complete communities;*

- e) *prioritize planning and investment in infrastructure and public service facilities that will support intensification; and*
- f) *be implemented through official plan policies and designations, updated zoning and other supporting documents.*

Policy 2.2.5.3 states that retail and office uses will be directed to locations that support active transportation and have existing or planned transit.

Section 2.2.5.15 states that the retail sector will be supported by promoting compact built form and intensification of retail and service uses and areas and encouraging the integration of those uses with other land uses to support the achievement of complete communities.

7.2.1 Planning Analysis

The proposed Official Plan Amendment and Zoning By-law Amendment conforms with the Growth Plan and the goal to build compact, vibrant and complete communities for reasons including:

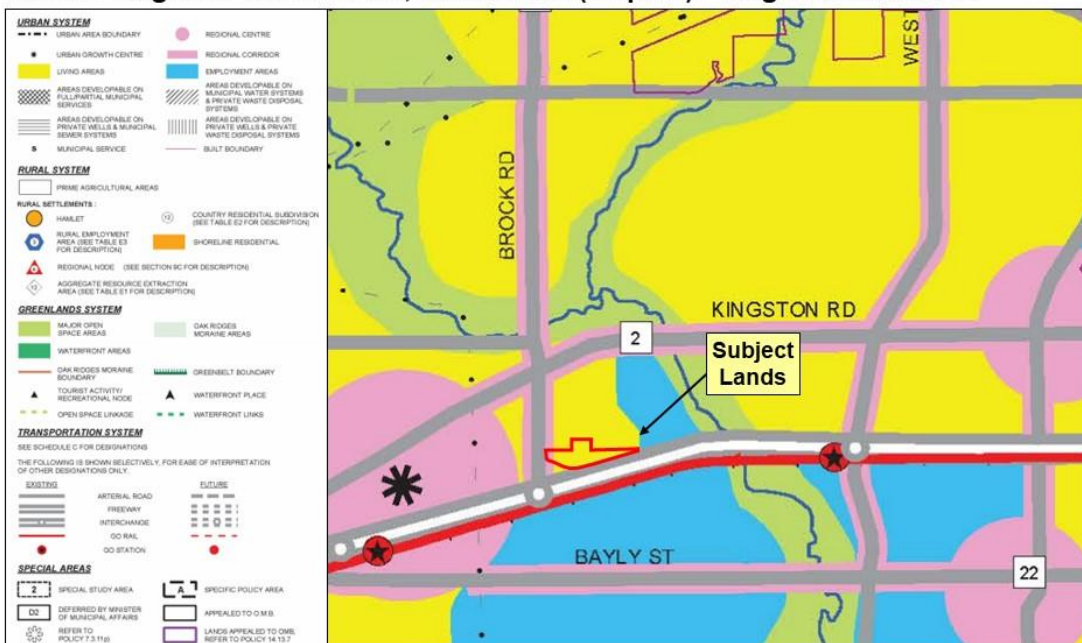
- The proposal provides new residential uses within the Pickering settlement area on lands that have access to existing municipal water and wastewater systems. The introduction and proposed scale of new residential uses within this existing community, and the manner in which the proposal supports active transportation and street activity, is supportive of the achievement of complete communities (Policy 2.2.1.2.a)
- The subject lands are located within a delineated built up area, within the Brock Node intensification area, and is in proximity to existing local transit services (Policy 2.2.1.2.c);
- The proposed built form, in considering the existing and planned context, will assist in achieving the overall policy direction of encouraging cities to develop as complete communities with: a diverse mix of land uses; a range and mix of housing options; convenient access to services a range of transit options; and a high quality, compact built form and an attractive public realm (Policy 2.2.1.4);
- The proposed development will contribute to Pickering meeting Provincial growth targets (Policy 2.2.2.1);

- The applications will establish municipal policy framework that will facilitate an appropriate degree of intensification to achieve a complete community, in an area that is intended as a strategic growth area where development is anticipated to be directed (Policy 2.2.2.3); and
- The proposed development would introduce residential uses to the subject lands, proximate to the existing retail and commercial uses. It is intended that the subject lands upon full build-out will achieve a mix of uses reflective of their positioning as a strategic growth node. The synergistic relationship between the proposed mix of uses (including residential and commercial uses), and their location that can be supportive of active transportation upon full build-out, will support the retail sector (Policies 2.2.5.15 and 2.2.5.3).

7.3 DURHAM REGION OFFICIAL PLAN

According to Schedule A (Map A4), Regional Structure, the subject lands are located within the “Urban System” designation, and are primarily within the “Living Areas”. Brock Road, where the subject lands have frontage along, is identified as a “Regional Corridor”. See Figure 8.

Figure 8
Durham Regional Official Plan, Schedule A (Map A4) – Regional Structure



Location and boundaries are approximate

The Durham Region Official Plan establishes an Urban Structure to guide development patterns within the Region, which includes an Urban System, as the subject lands are considered. We note the following policies as they relate to the Urban Structure:

- *7.3.9 Urban Areas shall be planned to achieve the following growth management objectives on a Region-wide basis:*
 - *a) by 2015, and each year thereafter, accommodate a minimum 40% of all residential development occurring annually through intensification within built-up areas in accordance with Schedule 'E' – Table 'E9';*
- *7.3.17 Area municipal intensification strategies shall be based on the following:*
 - *a) the growth management objectives of Policy 7.3.9;*
 - *b) intensification in appropriate locations throughout the built-up area;*
 - *c) the identification of intensification areas;*
 - *d) the recognition of Urban Growth Centres, Regional and Local Centres, Corridors, Waterfront Places and Transportation Hubs and Commuter Stations as the key focus for intensification;*
 - *e) the identification of the appropriate scale of development in intensification areas;*
 - *f) the provision of a range and mix of housing, taking into account affordable housing needs;*
 - *g) the permission of secondary suites; and*
 - *h) the provision of a diverse and compatible mix of land uses, to support vibrant neighbourhoods, providing high quality public open spaces with site design and urban design standards that create attractive and vibrant places, support transit, walking and cycling and achieve an appropriate transition to adjacent areas. Despite the intensification objectives herein, new or intensified development shall only be permitted in accordance with approved Floodplain Special Policy Area provisions in an area municipal official plan.*

The proposed redevelopment represents intensification within the existing built boundary, and will contribute positively towards the Region's growth targets for the Urban Area. The growth is located in an area where intensification potential has been identified, and where growth is appropriate to occur.

7.3.1 Urban System

The subject lands are located within the Urban System component of the Regional Structure. As described by Policy 8.3.1, the Urban System components include Urban Growth Centres, Regional Centres, Corridors, Living Areas and Employment Areas. The subject lands are classified as Living Area, and are located along a Regional Corridor (Brock Road).

We note the following relevant policies applicable to the Urban Areas:

- *Urban Areas shall be planned and developed with regard for the principles of adaptability over time, sustainable development, harmony with nature and diversity and integration of structures and functions. In addition, the planning and development of Urban Areas shall be based on the following principles (Policy 8.2.1):*
 - *a) a more compact urban form which promotes transit-supportive Urban Areas and accommodates the population and employment forecasts in Policy 7.3.3;*
 - *b) a mixture of uses in appropriate locations, with particular consideration given to Centres and Corridors;*
 - *c) intensification, with particular regard to Policies 4.3.2, 7.3.9 and 8B.2.4 d);*
 - *d) good urban design principles;*
 - *e) increased public transit usage;*
 - *f) linkages for pedestrians and cyclists which link communities internally and externally and to the public transit system;*
 - *g) a grid system of arterial roads, and collector roads, where necessary, to provide for a transit-supportive road pattern while recognizing environmental constraints; and*
- *Urban Areas shall be developed on the basis of full municipal services unless otherwise specified in this Plan (Policy 8.2.2);*
- *Commercial uses shall be concentrated in locations that are supportive of the function of Regional and Local Centres and Corridors, in accordance with the policies of this Plan (Policy 8.3.6);*

- *Existing shopping centres shall be encouraged to redevelop with a full array of compatible uses, particularly residential uses, in accordance with any other relevant provisions of this Plan (Policy 8.3.7);*
- *In the preparation of area municipal official plans, Councils of the area municipalities shall ensure the inclusion of (Policy 8.3.10):*
 - *a) policies and designations to implement the intent of this Plan and the provisions of this Section, and particularly Policy 8.2.1;*
 - *b) a variety of mixed uses and intensification;*
 - *c) urban design guidelines and solutions; and*
 - *d) policies to promote transit-supportive development forms and patterns*

A number of policies are applicable specifically to the Regional Corridor, which the subject lands have frontage along. According to Policy 8A.2.8, Regional Corridors are designated as an overlay of the underlying land-use designation on Schedule 'A'. We note the following Regional Corridor Policies:

- *8A.1.4 Corridors form the key connections between Centres and are considered the main arteries of the Region's urban structure. They provide for the movement of people and goods between the Centres to support their vitality (Policy 8A.1.4);*
- *Corridors shall be developed in accordance with the principles contained in Policy 8.2.1 and the following (Policy 8A.1.5):*
 - *a) promoting public transit ridership through well designed development, having a mix of uses at higher densities;*
 - *b) sensitive urban design that orients development to the corridor, complemented by the consolidation of access points;*
 - *c) maintaining and enhancing historical main streets by integrating new forms of development with existing development; and*
 - *d) preserving and enhancing cultural heritage resources.*
- *Regional Corridors shall be planned and developed in accordance with Policy 8A.1.5 and the relevant Policies of the underlying land-use designation, as higher density mixed-use areas, supporting higher order transit services and pedestrian oriented development. The Regional Corridors shall provide efficient transportation links to the Urban Growth Centres and Regional Centres as well as other centres in adjacent municipalities. Portions of Regional Corridors with an*

underlying Living Area designation, which are identified as appropriate for higher density mixed-use development in area municipal official plans, shall support an overall, long-term density target of at least 60 residential units per gross hectare and a floor space index of 2.5. The built form should be a wide variety of building forms, generally mid-rise in height, with some higher buildings, as detailed in area municipal official plans (Policy 8A.2.9).

The Regional Official Plan identifies centres on Schedule A, including the Urban Growth Centres and Regional Centres. As detailed by Policy 8A.2.1, local official plans are to specifically delineate the boundaries of the centres, and may establish local centres:

Urban Growth Centres and Regional Centres are designated on Schedule 'A'. The detailed boundaries of Urban Growth Centres and the Regional Centres shall be designated in area municipal official plans. Local centres, consisting of Urban Centres, Community Centres and Neighbourhood Centres, may be designated in area municipal official plans, within the Living Areas in accordance with the provisions of this Plan (Policy 8A.2.1).

Policy 8A.2.2c) describes the function of Local Centres as follows:

- *Local Centres designated in area municipal official plans shall be planned and developed in accordance with the following:*
 - *i) Urban Centres shall be planned and developed similar to, but generally smaller in scale than, the Regional Centres in order to serve large segments of Urban Areas through the provision of uses which complement those offered within the Regional Centres. Urban Centres shall support an overall, long-term density target of at least 30 residential units per gross hectare and a floor space index of 2.0. The built form should be a wide variety, generally mid-rise in height, with some lower and higher buildings, as determined by area municipalities;*

The subject lands are identified as being within the Living Areas, which are described by Section 8B.1.1 as follows:

Living Areas shall be comprised of communities with boundaries which shall be defined within area municipal official plans. Each community shall be developed

to incorporate the widest possible variety of housing types, sizes and tenure to provide living accommodations that address various socioeconomic factors.

We note the following Living Areas policies:

- *Living Areas shall be developed in a compact form through higher densities and by intensifying and redeveloping existing areas, particularly along arterial roads (Policy 8B.1.2);*
- *Living Areas shall be developed with particular consideration for supporting and providing access to public transit (Policy 8B.1.3);*
- *Living Areas, as designated on Schedule 'A', shall be used predominantly for housing purposes, including group homes. In addition, the following may be permitted (Policy 8B.2.1):*
 - *a) certain home occupations and convenience stores which are compatible with their surroundings, and certain public and recreational uses which are compatible with their surroundings; and*
 - *b) limited office development and limited retailing of goods and services, in appropriate locations, as components of mixed use developments, provided that Local Centres are designated in the area municipal official plan, and the functions and characteristics of such Centres are not adversely affected.*
- *8B.2.2 Subject to the inclusion of appropriate provisions and designations in the area municipal official plan, the following uses may also be permitted in Living Areas (Policy 8B.2.2):*
 - *a) Local Centres and Corridors, in accordance with the provisions of SubSection 8A;*
- *8B.2.3 In the consideration of development applications in Living Areas, regard shall be had for the following (Policy 8B.2.3):*
 - *a) the intent of this Plan to achieve a compact urban form, including intensive residential, office, retail and service and mixed uses along arterial roads and in conjunction with present and potential transit facilities;*
 - *b) the use of good urban design principles including, but not limited to, the following:*

- *i) the concentration of commercial uses into Centres and Corridors, with particular emphasis on common internal traffic circulation and restricted access to arterial roads by means of service or collector roads, wherever possible;*
- *ii) the attenuation of noise through measures other than fences, such as innovative designs, berms and the orientation of higher density developments; and*
- *iii) the orientation and design of buildings to maximize the exposure to direct sunlight;*
- *c) the provision of convenient pedestrian access to public transit, educational facilities and parks;*

The proposed redevelopment of the subject lands is anticipated to exceed the minimum density targets established by the Regional Official Plan, which is for a minimum of 2.5 Floor Space Index and 60 residential units per gross hectare along Regional Corridors. The redevelopment of the subject lands is done so in a compact form and with a mix of uses, as guided by the Regional Official Plan.

The Regional Official Plan encourages the comprehensive redevelopment and intensification of existing shopping centres (Policy 8.3.7) as proposed for the subject lands. In accordance with Policy 8A.1.5, the subject lands are proposed to be redeveloped to accommodate transit supportive densities and an appropriate mix of uses.

7.3.2 Housing

Section 4 of the Region of Durham Official Plan outlines housing policies to guide development within the Region, with the overarching goal: “To provide a wide diversity of residential dwellings by type, size and tenure in Urban Areas to satisfy the social and economic needs of present and future residents of the Region” (Policy 4.1.1). We note the following Regional Housing policies:

- *In the consideration of development applications, Regional Council shall, in conjunction with the respective area municipality, ensure that a wide range of housing is provided in Urban Areas. In areas outside of Urban Areas, housing*

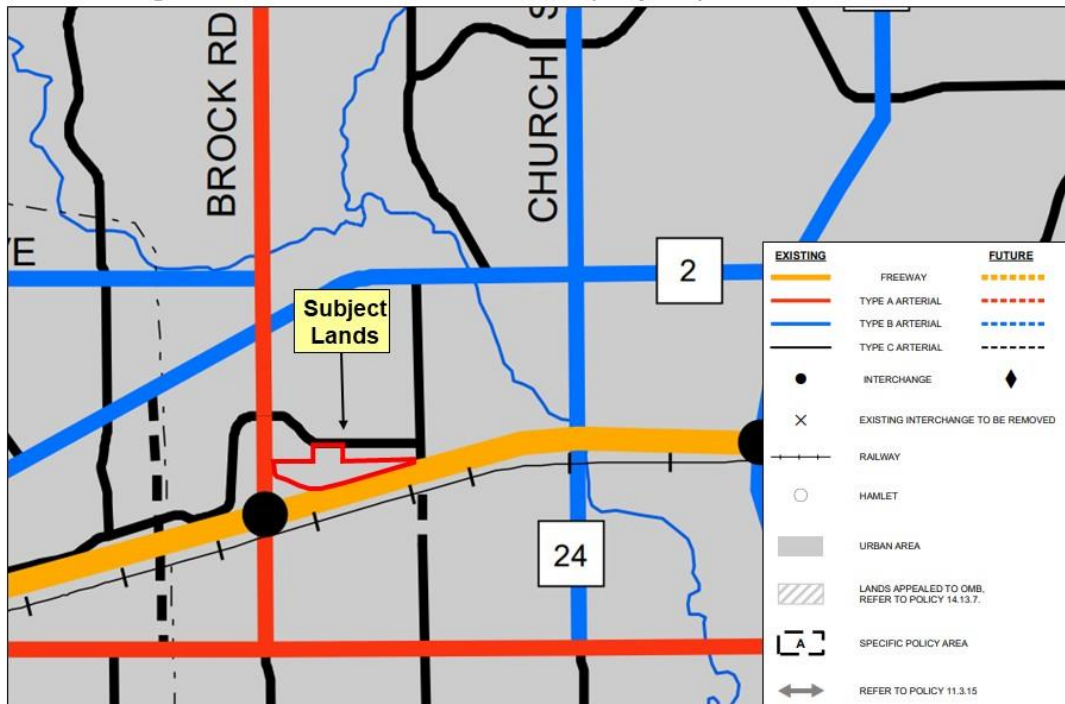
- choice shall largely be limited to single detached dwellings, consistent with the character of the area (Policy 4.3.1); and*
- *Regional Council shall support opportunities to increase the supply of housing in Urban Areas through intensification, taking into account the adequacy of municipal services and the physical potential of the housing stock. Housing intensification shall include, but not be limited to, the following (Policy 4.3.2):*
 - *b) the conversion of industrial or commercial buildings, or portions thereof, into residential units, in accordance with Policy 8C.2.16 and other objectives of this Plan;*
 - *c) the creation of new residential units on vacant or underdeveloped lands through infilling in Urban Areas; and*
 - *d) the creation of residential units above commercial uses, with preference being given to development located adjacent to arterial roads and/or in close proximity to transit routes.*

The proposed redevelopment of the subject lands will contribute to the housing supply within the Region, in an appropriate form that is proximate to existing transit, with frontage on arterial roads, and which is in conjunction with non-residential (commercial) uses.

7.3.3 Road and Transit Network

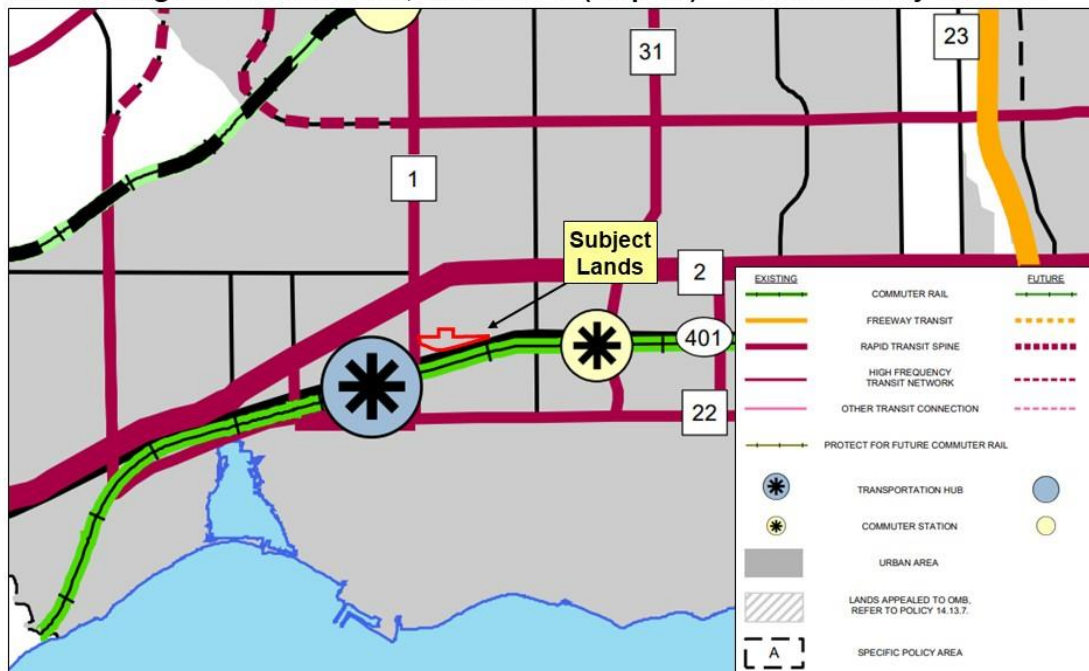
The subject lands have frontage along Brock Road and Pickering Parkway. As shown on Schedule C Map C2, Brock Road is identified as a Type A Arterial and Pickering Parkway is identified as a Type C Arterial (see Figure 9). On Schedule C Map C3, Brock Road is identified as a Rapid Transit Spine (see Figure 10).

Figure 9
Durham Regional Official Plan, Schedule C (Map C2) – Road Network



Location and boundaries are approximate

Figure 10
Durham Regional Official Plan, Schedule C (Map C3) – Transit Priority Network



Location and boundaries are approximate

The Region of Durham Official Plan directs that:

- *In support of existing and future transit services, development adjacent to a Transportation Hub, Commuter Station, Rapid Transit Spine and the High Frequency Transit Network designated on Schedule 'C' – Map 'C3', Transit Priority Network, shall provide for (Policy 11.3.19):*
 - *complementary higher density and mixed uses at an appropriate scale and context in accordance with Policy 8A.2.2 for Transportation Hubs and Commuter Stations and Policy 8A.2.9, where a Rapid Transit Spine or the High Frequency Transit Network is within Regional Corridors;*
 - *buildings oriented towards the street, to reduce walking distances to transit facilities;*
 - *facilities which support non-auto modes including: drop off facilities, bus bays, bus loops, bus shelters, walkways, trails and other pedestrian and cycling facilities; and*
 - *limited surface parking and the potential redevelopment of existing surface parking.*

The proposed redevelopment is located along Brock Road, which is identified as a Rapid Transit Spine. The redevelopment of the subject lands has been proposed so as to accommodate phase one along Brock Road, which will improve the site's interface with this main corridor. The redevelopment is intended to limit surface parking areas and locate a majority of parking underground. The introduction of additional dwelling units along the rapid transit spine will help make more efficient use of the existing infrastructure.

7.3.4 Planning Analysis

The proposed Zoning By-law Amendment conforms with the Region of Durham Official Plan for reasons that include:

- The redevelopment of the subject lands represents intensification of existing developed lands, in an area intended for such intensification. The Regional Official Plan encourages the comprehensive redevelopment of existing shopping plazas (Policy 8.3.7);

- The subject lands are in an area identified by the Region for growth, being along a Regional Corridor (Brock Road). Further, the Region allows for municipalities to identify local centres where growth is to be directed. The proposed redevelopment is consistent with the direction for growth in the area, exceeding the minimum floor space and dwelling unit per hectare requirements;
- The proposed redevelopment will create new local roads, which will provide ultimate connection to the surrounding arterial road system, therefore limiting the amount of private access points to arterial roads;
- The redevelopment will be transit supportive, and make efficient use of existing and future transit infrastructure; and
- The proposed redevelopment of the subject lands will contribute to the housing supply within the Region, in an appropriate form that is proximate to existing transit, with frontage on arterial roads, and which is in conjunction with non-residential (commercial) uses, consistent with the housing policies of Section 4 of the Regional Official Plan.

7.4 CITY OF PICKERING OFFICIAL PLAN

The City of Pickering Official Plan was adopted by Council 1997, and since this time has been subject to a number of amendments. Edition 8 of the Pickering Official Plan is dated October 2018, and contains all amendments to this date; since this time, six additional amendments have been made to the Official Plan.

7.4.1 Pickering's Urban System

The lands are located within the South Pickering Urban Area Urban System as shown on Map 2. The South Pickering Urban Area is divided into 15 urban neighbourhoods. The subject lands are located within the Village East Neighbourhood, the policies for which are discussed further in Section 7.4.3 of this Report.

The following policies are relevant for consideration for the Urban System:

- *2.7 City Council shall:*
 - *(a) encourage a variety of uses in close proximity to one another through a well designed, compact urban form;*

- *(b) make efficient use of infrastructure, land and services, and facilitate local economic and social interactions between people;*
- *(c) increase overall the number and variety of housing, employment, educational, cultural, recreational, and other opportunities and experiences within the urban area;*
- *(d) direct new residents, jobs and activities to areas where adequate amenities, services and facilities either exist or will be provided;*
- *(e) encourage the integration of people of varied backgrounds, cultures and lifestyles into the urban system;*
- *(f) encourage alternatives to the private automobile for moving around and through the urban area; and*
- *(g) improve the physical design of neighbourhoods, streets and the public realm, making them safer, more attractive, more comfortable, more human in scale, and more respectful of cultural and natural heritage.*
- **2.9 City Council:**
 - *(a) recognizes neighbourhoods as the fundamental building blocks of its urban system; and*
 - *(b) shall endeavour to maintain the different identities and characters of its neighbourhoods as they evolve over time.*
- **2.10 City Council:**
 - *(a) adopts a population target for the South Pickering Urban Area of 100,500 people for the year 2016; and*
 - *(b) shall endeavour to accommodate this population over the time frame of the Plan generally as set out in Table 1;*
 - *(c) despite Sections 2.10(a) and (b), adopts a population target for the City Centre of 13,500 people for the year 2031.*

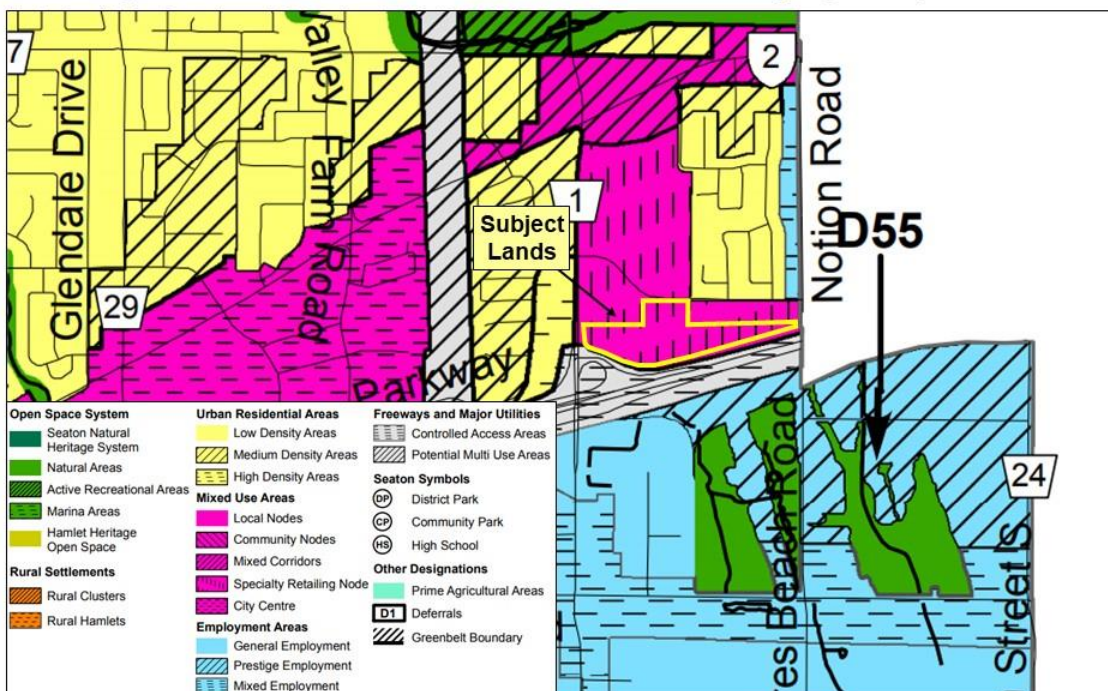
The proposed applications and development confirm to the Urban System policies and goals. The Official Plan recognizes that neighbourhoods will change over time, and the applications represent such change in an appropriate location. The development represents a more efficient use of the subject lands, and in a high density format that integrates different residential and non-residential uses. The Official Plan supports this form of development by encouraging a variety of uses within close proximity, which make efficient use of existing infrastructure, while adding to the housing supply and

assisting the Municipality in achieving growth targets. The form of development and block structure results in a built form that is less reliant on the private automobile, consistent with direction of the Official Plan.

7.4.2 Designated Specialty Retailing Node

The subject lands are designated as Mixed Use Areas, which is the primary land use category applicable (see Figure 11). There are various sub-categories identified, which includes the Specialty Retail Node, as the subject lands are considered.

Figure 11
 Pickering Official Plan, Schedule I – Land Use Structure (July, 2018)



Location and boundaries are approximate

The Official Plan outlines the overall land use objectives for the Municipality, including the following:

- 3.2 City Council shall:
 - (d) promote a land use pattern in urban areas in support of compact urban form, active transportation, placemaking, public transit and energy conservation; and

- *(e) while maintaining the character of stable residential neighbourhoods, increase the variety and intensity of land uses and activities in the urban area, particularly on lands designated Mixed Use Areas, and Employment Areas.*

As it relates to Mixed Use Areas as the subject lands are considered, the following policies are relevant for consideration:

- **3.6 City Council:**
 - *(a) shall recognize as Mixed Use Areas on Schedule I, lands that have or are intended to have the widest variety of uses and highest levels of activities in the City;*
 - *(b) may zone lands designated Mixed Use Areas for one or more purposes as set out in Table 5, and in so doing will apply appropriate performance standards, restrictions and provisions, including those set out in Table 6;*
 - *(c) in establishing performance standards, restrictions and provisions for Mixed Use Areas, shall have particular regard to the following: (i) encouraging development in an integrated manner for a wide variety of uses and purposes; and (ii) encouraging intensification over time, up to the maximum net residential densities and maximum floorspace indices;*
 - *(d) despite Section 3.6(c)(ii) and Table 6, may limit net residential densities, floorspace indices, and gross leasable floorspace for the retailing of goods and services below the maximums set out in the Table:*
 - *(i) to address concerns related to such matters as design, compatibility and scale of development; and*
 - *(ii) in response to provisions specified in a Part 3 Neighbourhood Plan (Chapter 12);*
 - *(f) shall ensure Mixed Use Areas are designed and developed consistent with the community design provisions of this Plan (Chapters 9 and 14), and any development guidelines that may be established in a Part 3 Neighbourhood Plan (Chapter 12);*
 - *(g) within the Specialty Retailing Node:*

- (i) prior to zoning for significant retail floor space, shall require the submission of a retail impact study justifying, to the City's satisfaction in consultation with the Region of Durham, that the addition of such floor space will not adversely affect the planned function of the City Centre, the Community Nodes, and nearby Main Central Areas in other municipalities in the Region;
- (ii) for lands north of Pickering Parkway, shall establish a minimum gross leasable floor area of 500 square metres for any permitted individual retail unit, except that up to an aggregate of 1,400 square metres of gross leasable floor area may be devoted for any permitted individual retail unit of less than 500 square metres of gross leasable floor area, but not less than 300 square metres of gross leasable floor area;
- (iii) for lands north of Pickering Parkway, shall establish a maximum aggregate gross leasable floor area of 55,000 square metres for all special purpose commercial uses permitted by Table 5;
- (iv) shall not permit an enclosed shopping centre or pedestrian mall;

Table 5 of the Official Plan provides the uses permitted for lands designated Mixed Use Areas. Those uses permitted for the Specialty Retailing Node include:

Hotels; Special Purpose Commercial uses such as: large format retailers (including large format food stores and large format discount stores); retail warehouses; membership clubs; theme and/or specialty retailers; automotive uses; and, ancillary retailing of other goods and services including restaurants; Limited offices; Community, cultural and recreational uses; Community gardens; Farmers' markets; Limited residential development at higher densities as an integral part of an overall development scheme.

Policy 3.6(h) notes that for the purposes of Table 5, "large format discount stores" shall be defined to include a discount department store as defined by Statistics Canada, such as but not limited to Zellers and Walmart, engaged in general merchandising of a wide range of commodities and services which may include, but is not limited to, apparel,

hardware and household goods, garden supplies, automotive supplies, leisure, pet and drug items and toys, but shall not include a major department store as defined by Statistics Canada, such as but not limited to, Eatons, Sears, and The Bay

Table 6 of the Official Plan provides direction for the Specialty Retailing Node as it relates to the scale and form of development, as follows:

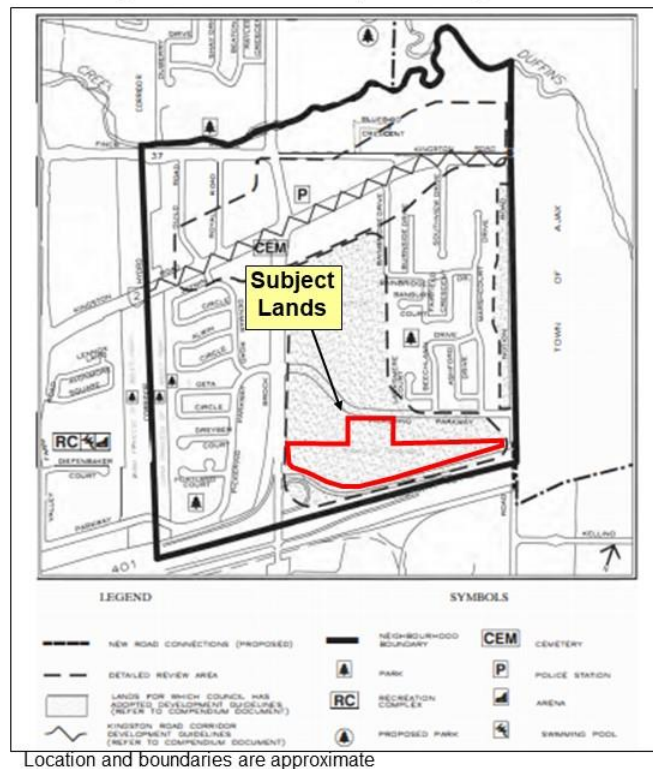
- Maximum and Minimum Net Residential Density (in dwellings per hectare) = e over 80 and up to and including 180
- Maximum Gross Leasable Floorspace for the Retailing of Goods and Services (in square metres) = determined by site-specific zoning
- Maximum Floorspace Index (total building floorspace divided by total lot area) = up to and including 2.5 FSI

The subject lands are within the Mixed Use Areas designation, which are recognized as areas intended to contain a wide range of uses at high density. The development represents a more efficient use of the subject lands than currently contemplated by the designation, however is done so in accordance with endorsed municipal direction. The development represents appropriate growth in a mixed use format, generally within the intent of the underlying land use designation. An Official Plan Amendment is proposed, which will permit the scale of development as contemplated on a site specific basis, in recognition of the opportunity for growth.

7.4.3 Village East

The Official Plan identifies a number of Neighbourhoods and Settlement Areas, where area-specific policies are established and are applicable. The subject lands are located within Village East, as identified by Map 19 of the Official Plan (see Figure 12). Within Village East, the subject lands are identified as part of a “Detailed Review Area”.

Figure 12
Pickering Official Plan Map 19: Neighbourhood 9 Village East



As it relates to the proposed redevelopment, the following area-specific policy is applicable to Village East, noting that City Council Shall (Policy 12.11):

- (d) despite Section 12.2(a) of this Plan, shall require the completion of development guidelines for the Detailed Review Area east of Brock Road at Pickering Parkway prior to permitting residential development within these lands;
- (g) in order to ensure that development within the Mixed Employment Area on the west side of Notion Road is compatible with residential lands in Pickering and industrial lands in Ajax, require that the following design criteria be met in the development or redevelopment of properties:
 - (i) consider protection for pedestrian pathways to the satisfaction of the City, to connect Marshcourt Drive to Notion Road at Beechlawn Drive and Bainbridge Drive, as a condition of development for abutting properties on the west side of Notion Road;

- (ii) provision of a continuous landscaped strip along the west property lines to contain fencing, plantings and/or berms in order to provide adequate visual screening for the existing residential dwellings;
- (iii) provision of loading and service areas at the side of buildings, not in the rear yards, unless suitable acoustical buffering and/or screening is provided for the existing residential dwellings;
- (iv) prohibition of outside operations or storage;
- (v) provision of a landscaped treatment along Notion Road to screen parking areas, loading areas and service areas from Notion Road in order to establish an attractive Notion Road streetscape; and
- (vi) provision of screening for rooftop mechanical equipment so that it is not visible from residential dwellings to the west or from Notion Road.

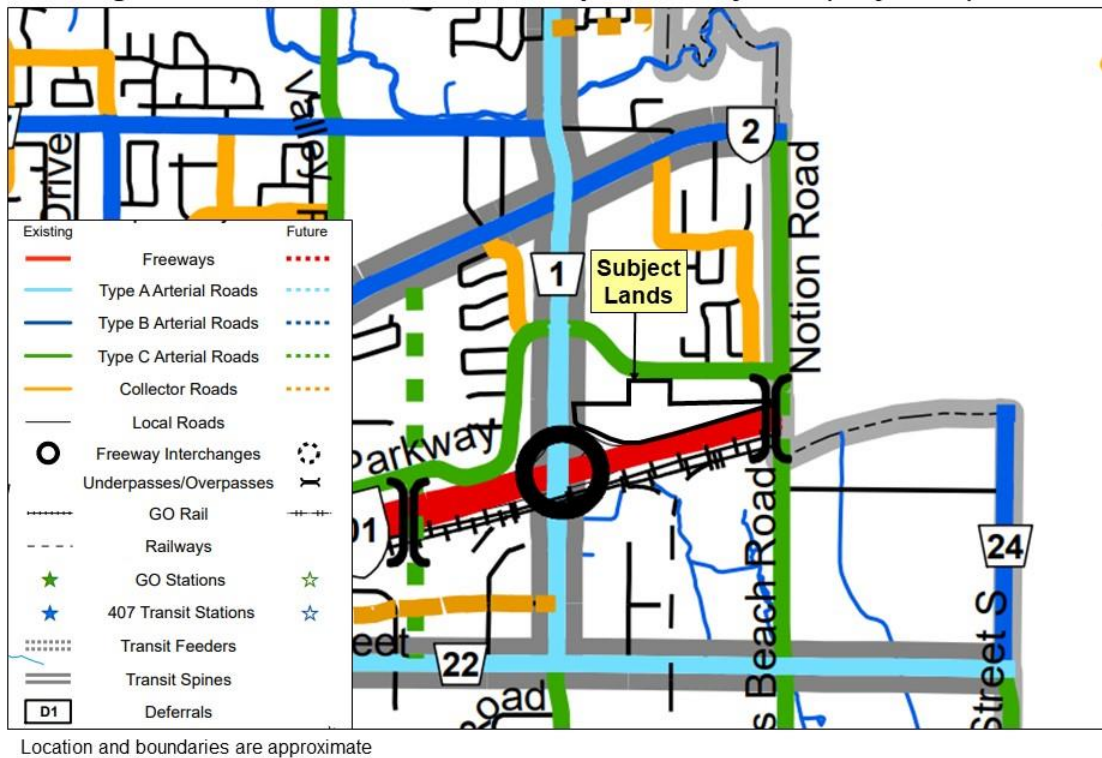
The proposed development has appropriate regard for the policies applicable to the Village East neighbourhood, including those related to specific design matters applicable to this neighbourhood. The specific design matters will be considered in more detail during the site plan approval process.

7.4.4 Transportation

Schedule II of the Pickering Official Plan identifies the Transportation System. In proximity to the subject lands, we note the following (see Figure 13):

- Highway 401 is identified as “Freeways”;
- Brock Road is identified as “Type A Arterial Roads” ;
- Pickering Parkway and Notion Road are identified as “Type C Arterial Roads”;
- and
- McIntosh Drive is identified as “Collector Roads”.

Figure 13
Pickering Official Plan, Schedule II – Transportation System (July, 2018)



The direction for the Transportation System is included in Section 4 of the Official Plan. The following policies are noted for consideration:

- **4.2 City Council shall:**
 - (b) use existing and future transportation infrastructure efficiently;
 - (c) balance the need to accommodate private automobiles with the need to accommodate pedestrians, cyclists, the disabled, public transit, taxis, and the movement of goods and services;
 - (d) find ways of reducing the amount of commuting from and through the City, while maintaining an appropriate grid of roads and transit connections to adjacent municipalities;
- **4.3 City Council shall:** (a) ensure transportation, land use and community design plans and actions complement each other;
- **4.10 City Council shall:**
 - (b) recognize Type A, Type B and Type C Arterial Roads as described in the Durham Regional Official Plan, wherein:

- (i) *Type A Arterial Roads: are the highest order arterial road; are designed to carry large volumes of traffic at moderate to high speeds, over relatively long distances; have access restrictions; and generally have a right-of-way width ranging from 36 to 50 metres;and*
- (iii) *Type C Arterial Roads: are designed to carry lower volumes of traffic, at slower speeds; provide access to properties; and generally have a right-of-way width ranging from 26 to 30 metres;*
- (c) *recognize the following municipal road categories, wherein:*
 - (i) *Collector Roads: generally provide access to individual properties, to local roads, to other collector roads and to Type C arterial roads; carry greater volumes of traffic than local roads, including automobiles, pedestrians, bicycles and transit; and generally have a right-of-way width ranging from 20 to 22 metres; and*
 - (ii) *Local Roads: generally provide access to individual properties, to other local roads and to collector roads; carry local traffic; and generally have a right-of-way of up to 20 metres, with the exception of local roads serving industrial properties which may have a right-of-way width of up to 23 metres.*

The redevelopment of the subject lands, as proposed, represents efficient use of the transportation system. The Master Planned community will introduce new municipal roads as development proceeds, designed to municipal standards and to connect individual properties to the broader higher capacity (arterial) road network that surrounds the subject lands. The proposed mix of uses are complimentary, and anticipated to capture trip generation internal to the site itself, resulting in fewer automobile trips generated per household. Further, the intensification of the subject lands is also anticipated to facilitate and encourage a broader modal split, including pedestrian, transit, and bicycle modes, as a result of numerous factors that include a finer grained road network, higher density development, and mix of uses including commercial use and greenspace.

7.4.5 Housing

Housing in the City is guided by Section 6 of the Official Plan. Policy 6.1 notes that “City Council shall encourage a broad diversity of housing by form, location, size, tenure, and cost within the neighbourhoods and villages of the City, so that the housing needs of existing and future residents can be met as they evolve over time.”

Relevant policies include:

- 6.2 City Council shall:
 - (a) encourage housing opportunities that respond to the existing and future needs and characteristics of the population;
 - (b) ensure that a sufficient supply of designated and serviceable residential land is available to meet the existing and future housing needs of the City;
 - (c) encourage the provision of an adequate range of housing and tenure types to be available and integrated within the City’s neighbourhoods and villages to meet the needs of existing and future populations; and
 - (d) encourage the provision of an adequate supply of housing throughout the City in terms of quantity, quality and diversity, including the provision of an adequate supply of affordable, rental, assisted and special needs housing
- 6.3 City Council shall promote an adequate supply and mix of housing by:
 - (c) encouraging the production of new residential dwelling units in accordance with housing targets for average annual production, unit mix, and location, as established in Appendix I - Quality of Life Indicators and Performance Targets; and
 - (d) obtaining the following distribution of housing forms throughout the municipality during the timeframe of this Plan:
 - (i) 57 percent single detached homes;
 - (ii) 12 percent semi-detached homes;
 - (iii) 19 percent attached homes; and
 - (iv) 12 percent apartments.
- 6.5 City Council shall maximize the efficiency of existing infrastructure and minimize the consumption of vacant land by establishing a target of

approximately 11,500 additional residential units within the South Pickering Urban Area by the year 2016, accommodated by encouraging:

- a. major intensification in Mixed Use Areas as designated on Schedule I;*
- b. infill development of vacant or under utilized blocks of land;*
- c. in Mixed Use Areas and Residential Areas, redevelopment and conversion of non-residential uses to residential uses, including the addition of residential uses in mixed use forms; and*
- d. methods for the provision of compact housing form, with regard to housing type, architectural design and cost-effective development standards, where technically feasible.*

The proposed redevelopment anticipates the phased introduction of thousands of new dwelling units within the community, to be market driven to accommodate the size of housing in demand by the community. The first phase of redevelopment introduces a range of unit sizes, from bachelor to 3+ bedroom units. The form of housing, being apartments, are appropriate to consider based on the existing site context and to make efficient use of the subject lands. Apartment dwellings represent a generally more affordable home ownership or rental opportunity than traditional greenfield type development that is common in the area (i.e. low density housing), and will add to the overall supply of housing.

7.4.6 Community Design

Community Design is guided by Section 9 of the City of Pickering Official Plan. The various policies outline design goals/objectives for development to consider. Policy 9.2 states:

- To achieve the community design goal, City Council shall:*
 - (a) encourage the creation of an overall physical form for Pickering that is related to the scale and pace of pedestrians;*
 - (b) encourage private and public developments that offer pedestrians and users a high level of comfort, enjoyment and personal protection;*
 - (c) encourage private and public developments that provide an integrated mix of uses, activities and experiences;*

- *(d) encourage the design of road patterns, buildings and the spaces between them in a manner that supports an efficient public transit system and makes it easy for both pedestrians and vehicles to move about in a variety of directions;*
- *(e) encourage developments that are designed to fit their contexts by considering the mix of uses, and the massing, height, scale, architectural style and details of existing, adjacent buildings;*
- *(f) encourage developments that create spaces between and along buildings that are of high architectural and landscape quality, and contribute to and enhance the overall quality of Pickering's public realm;*
- *(g) encourage, where appropriate, the creation of landmarks and other distinctive elements including buildings, open spaces, landscapes and natural features that make it easy for people to understand where they are, and how they get to the various places, amenities and facilities they require;*
- *(h) encourage the design of buildings and places that can be used for a variety of purposes, and are capable of adapting over time to changing circumstances and opportunities;*
- *(i) encourage the use of colour, decoration and variation in material to create buildings, and the spaces around buildings, that are attractive for people to look at and use; and*
- *(j) encourage developments that establish appropriate relationships between built and natural environments, that ensure sensitive natural systems are protected and where possible enhanced, and celebrate significant aspects of the natural and cultural landscape.*

Section 9 of this Report discusses the Urban Design direction for the proposed development, which has appropriate regard for the City's urban design direction.

7.4.7 Planning Analysis

The Official Plan Amendment is generally consistent with the intent and principles of the in-effect Official Plan. The OPA and related applications seek to permit comprehensive redevelopment of the subject lands, which have been identified by the municipality for significant intensification. The existing Official Plan recognizes Mixed Use Areas, as the

subject lands are considered, as areas that have or are intended to have the widest variety of uses and highest levels of activities in the City. As will be described in Section 7.5, the City has proposed an amendment to the Official Plan (OPA 38), which would establish the subject lands as a node for growth. The purpose of the OPA is to allow for a scale of development that appropriately reflects the unique growth potential of the subject lands, consistent with the City's Intensification Study. The OPA will implement new land use categories and redesignate the subject lands to implement the Intensification Study, (detailed further in Section 4). The proposed Official Plan Amendment is appropriate for the subject lands.

The redevelopment of the subject lands and the proposed Zoning By-law Amendment conforms to the City of Pickering Official Plan, as amended, and is appropriate for reasons that include:

- An amendment to the zoning by-law amendment is necessary to facilitate the comprehensive and phased redevelopment of the subject lands, in a compact mixed-use format, in accordance with the Municipal direction for the area as per the Intensification Study;
- The proposed mix of land uses is appropriate to consider for the subject lands, and the amendment would facilitate active uses at the ground floor of a mixed use building;
- The redevelopment of the subject lands contemplates a new public road network, which provides for connections to the surrounding arterial road network so as to limit individual connections to the higher order road network;
- The redevelopment of the subject lands will introduce a significant number of new dwelling units into the community, contributing positively towards the Municipality's housing supply. A mix of dwelling sizes are accommodated in the first phase of redevelopment, including 44.9% (305) multi-bedroom units, in order to accommodate a range of community and household needs;
- The redevelopment has appropriate regard for the community design direction of the Official Plan, and the Zoning By-law Amendment application will facilitate appropriate zoning standards to facilitate and accommodate the first phase of redevelopment.

7.5 DRAFT PICKERING OFFICIAL PLAN AMENDMENT 38

On December 19, 2020, Pickering City Council endorsed the Kingston Road Corridor and Specialty Retailing Node Intensification Plan (“Intensification Plan”). The Intensification Plan provided direction for specific growth areas within the City, and included recommendations for the implementation of the land use direction through planning policy. The Intensification Plan provides direction for the Brock Mixed Use Node, which the subject lands form a part of.

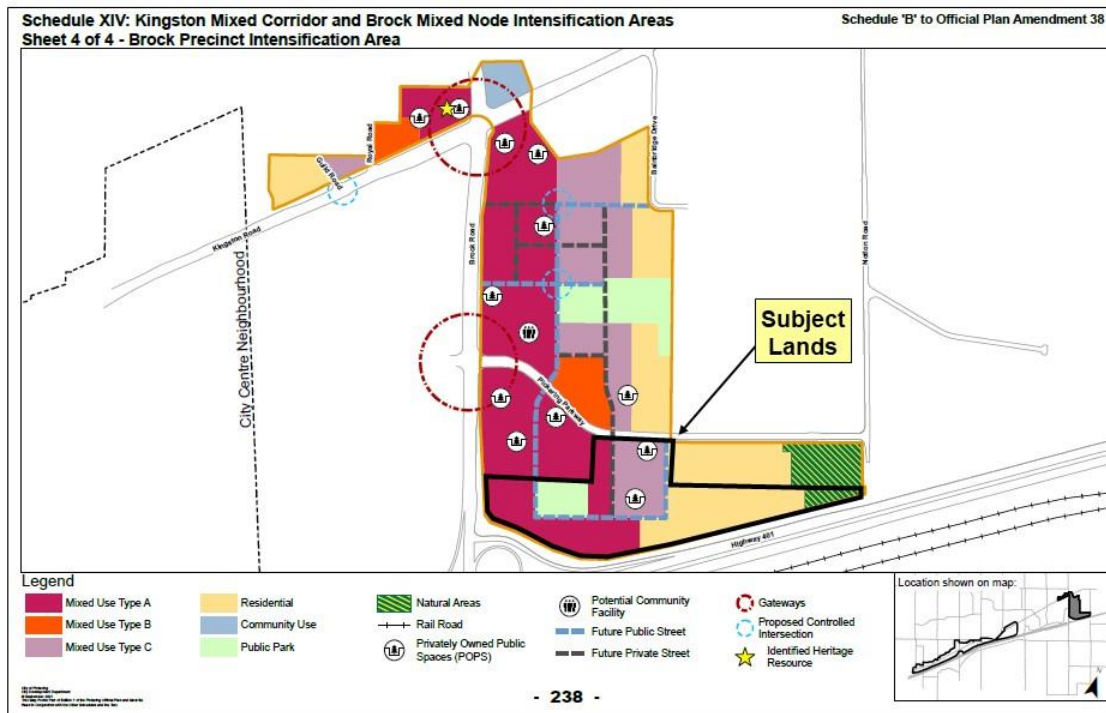
Official Plan Amendment 38 (“OPA 38”) represents the implementation of the Intensification Plan, area wide, and was approved by Pickering City Council in early 2022. At the time of the applications, we understand that Region of Durham has not yet approved OPA 38, and so the policy is informative but not determinative.

OPA 38 represents substantial shift in land use direction for the subject lands in accordance with the Intensification Plan. OPA 38 anticipates a broad mix of uses, including residential uses, in a high density form.

The subject lands are identified as follows under the proposed land use schedules of Draft OPA 38 (see Figure 14):

- A majority of the subject lands, primarily towards the west and central areas, are identified as Mixed Use Type A;
- Portions of the subject lands are identified as Mixed Use Type C;
- The eastern portion of the subject lands are identified as Residential;
- Natural Areas are identified to the east of the subject lands;
- A Public Park is identified central to the subject lands;
- A number of Privately Owned Public Spaces (POPS) are identified throughout the subject lands; and
- New Future Public and Private Streets are identified through the subject lands.

Figure 14
Draft OPA 38 – Brock Precinct Intensification Area



Location and boundaries are approximate

We note the following as it relates to Draft OPA 38:

- Policies 2.10 and 2.11 are amended by adding new subsections, which establishes a population target of 22,000 people and employment target of 8,100 jobs for the Kingston Road Corridor and Brock Mixed Node;
- New policy 3,6(f) as follows:
 - despite Section 3.6(c)(ii) and Table 6, for the Kingston Mixed Corridor and Brock Mixed Node Intensification Areas, may permit, in certain circumstances, floor space indices (FSI) beyond 2.5, up to and including 5.0, where appropriate, through a site-specific zoning by-law amendment and subject to the following criteria:
 - (i) that the site is generally located in an appropriate gateway location and/or adjacent to Highway 401;
 - (ii) that the proposal is compatible with adjacent land uses, particularly stable residential neighbourhoods, in terms of massing, height, scale and transition;

- (iii) that the applicant demonstrate the proposed development would not preclude other properties within the precinct from developing or redeveloping to their planned potential; and,
 - (iv) that the proposal meets the general intent of the policies of Chapter 11A of this Plan.
- The “Specialty Retailing Node” is replaced with the “Brock Mixed Use Node” in Table 5, and the permitted uses are modified to include the following:
 - Medium density residential;
 - High density residential;
 - Retailing of goods and services;
 - Offices and restaurants;
 - Hotels
 - Community, cultural and recreational uses;
 - Community gardens;
 - Farmers’ markets
- Table 6 is amended by removing a maximum residential density, and requiring a minimum of 0.75 FSI
- *“11A.1 The design of compatible and attractive built forms, streetscapes and sites will be promoted within the intensification areas. Accordingly, City Council shall require development to have regard to the following:*
 - *(a) creation of a distinct character for the Corridor and Node while also providing for variation based on the unique conditions within each precinct in accordance with the specific precinct policies outlined in Sections 11A.3 – 11A.6, as well as, a strong sense of community, a context for healthy lifestyles, and a high quality of life;*
 - *(b) encourage the transformation of the areas into more liveable, walkable and human-scaled neighbourhoods with inviting public spaces such as parks, squares and streets;*
 - *(c) location and integration of commercial uses such as cafes and bistros into development adjacent to the public realm to create social gathering places and vibrant street life;*
 - *(d) development of streetscapes, public spaces and pedestrian routes that are inclusive, safe and comfortable for all, and accessible and easy to navigate regardless of physical ability;*

- (e) encourage the transformation of existing strip-commercial development and lots with single-detached dwellings into mixed use transit-supportive areas;
- (f) prioritize placemaking opportunities on public lands including existing parks and community facilities within and adjacent to the intensification areas for capital funding, and seek opportunities to partner with the private sector to incorporate designs that advance the placemaking opportunities in development plans on private lands; and
- (g) the Detailed Design Considerations of this Plan and the applicable urban design guidelines
- 11A.6 City Council shall require development within the Brock Precinct, as identified on Schedule XIV, Sheet 4 of 4, to be in accordance with the following:
 - (a) the greatest densities and building heights shall be directed to the intersection of Brock Road and Pickering Parkway, with additional concentrations south of Pickering Parkway, along Highway 401;
 - (b) development on the north side of Kingston Road shall generally be limited to mid-rise buildings to ensure compatibility and implement appropriate transition in relation to the stable residential neighbourhoods to the north;
 - (c) the greatest mix of uses within the precinct will be encouraged to be located along the east side of Brock Road,, and at the Brock Road and Pickering Parkway intersection, in particular, the development of office and Major Office uses is encouraged in these locations;
 - (d) support the development of the Brock Precinct as a complete community with transit-supportive densities, and a distinct community character and significant public amenities and facilities;
 - (e) transportation improvements will be prioritized to provide greater multi-modal connectivity, break up large parcels, create more routes of circulation off Brock Road and Pickering Parkway, and create more opportunities for the development of buildings with street frontages;
 - (f) consideration shall be given to the interface of retail and office with residential uses and the provision of appropriate transitions between buildings and in height, mass and scale to ensure compatibility with established residential neighbourhoods;

- (g) the establishment of primary and secondary frontages oriented toward Brock Road, Kingston Road, and the new public street east of Brock Road will be encouraged;
- (h) where development or redevelopment of the lands on the northwest corner of Kingston Road and Brock Road, or adjacent lands, is proposed, seek the preservation of and incorporation of the Post Manor, a designated heritage building governed by the Ontario Heritage Act, to strengthen and complement the property's heritage attributes;
- (i) where development or redevelopment of the lands at the northeast corner of Pickering Parkway and Brock Road is proposed, secure the provision of a linear greenspace or enhanced green boulevard along the proposed east-west public street to provide a green connection from Brock Road to the public parkland to the east; and
- (j) where development or redevelopment is proposed on lands south of Pickering Parkway, north of Highway 401, consideration shall be given through block planning and a transportation study to the provision of an additional private street access to Brock Road.
- 11A.9 The following policies are intended to apply to all development within the intensification areas. Accordingly, City Council shall:
 - (a) promote the integration of residential and office uses in conjunction with retail, commercial and institutional uses in support of developing complete communities;
 - (b) ensure the function of the intensification areas as key retail shopping destinations within the City, supporting various sizes and types of retail uses, is maintained and that expansion and establishment of new office and commercial uses is encouraged;
 - (c) further to 11A.9 (b), where redevelopment of properties with existing businesses is proposed:
 - (i) encourage early and on-going communication between the proponent and existing tenants;
 - (ii) seek on-site retention of existing businesses, wherever possible, as part of the redevelopment through measures including provision of similar unit sizes and phasing, where

- feasible and appropriate, to allow the opportunity for businesses to relocate on-site; and*
- *(iii) seek to assist affected business owners in finding opportunities for relocation within the community where retention on-site is not possible or desired.*
 - *(d) promote higher intensity employment and residential uses, within close proximity to higher order transit stops;*
 - *(e) where multi-residential development is proposed, support the inclusion of on-site community gardens;*
 - *(f) promote and encourage the establishment of community services and facilities including educational, cultural, recreational, health and emergency services, in preferred locations as identified conceptually on Schedule XIV, as well as other locations throughout the intensification areas to serve community needs. Accordingly:*
 - *(i) establish and secure locations for community facilities through detailed block planning in accordance with Policy 11A.14(a);*
 - *(ii) where appropriate, encourage community facilities to be integrated into multi-storey, mixed use developments;*
 - *(iii) where a need has been determined, require new community facilities or enhancements to existing facilities, be delivered in a timely manner, concurrent with development, to support growth; and*
 - *(iv) encourage development to accommodate temporary community facilities until such time as permanent community facilities are constructed and/or outfitted.*
 - *(g) in accordance with the policies of Sections 7.11 and 7.12 of this Plan, require all development to be designed to provide, where feasible, for the implementation of leading edge technologies and robust Information and Communication Technology infrastructure;*
 - *(h) support the establishment of physical and visual connections with natural areas and greenspaces wherever appropriate;*
 - *(i) encourage lot consolidation, particularly for smaller lots within the intensification areas; and*

- (j) ensure through development and re-development that the overall arrangement of streets, blocks, open spaces and buildings is achieved and that sites are designed and developed in a manner that anticipates change over time.
- 11A.9.2 The following policies apply to the Mixed Use Type A land use designation as shown on Schedule XIV. Within these areas, City Council:
 - (a) shall require areas designated as Mixed Use Type A on Schedule XIV to have the greatest density and represent the highest intensity uses within the intensification areas with a combination of higher density residential, commercial and retail uses including those which serve a broader area, and office uses in mixed use buildings, or in separate buildings on mixed use sites;
 - (b) encourages office uses, particularly Major Office uses and major community (institutional) uses, to be located in Mixed Use Type A Areas. Accordingly:
 - (i) these uses should be predominantly directed to major intersections or gateways where access to existing and planned transportation infrastructure is greatest, including higher order transit facilities;
 - (ii) Council will seek the accommodation of office space as part of developments within Mixed Use Type A Areas;
 - (iii) protection for future office space may be met through demonstrating phasing and/or including building types that can be easily converted to office uses over time; and
 - (iv) in addition to the complete application requirements in Section 16 of this Plan, Council may require the submission of an office demand study, where Major Office uses are not being proposed at major gateway locations.
- 11A.9.4 The following policies apply to the Mixed Use Type C land use designation as shown on Schedule XIV. Within these areas, City Council:
 - (a) shall require areas designated as Mixed Use Type C on Schedule XIV to be developed predominantly as residential areas with limited retail uses;

- *(b) supports retail and commercial uses within these areas which are neighbourhood-oriented, smaller in scale, and complementary to residential uses. These uses shall be primarily located on the ground floor of buildings; and*
 - *(c) may permit limited office uses within these areas, in conjunction with residential, neighbourhood retail and commercial uses.*
- *11A.9.5 The following policies apply to the Residential land use designation as shown on Schedule XIV. Within these areas, City Council:*
 - *(a) shall require Residential areas, as shown on Schedule XIV, to be developed with higher density residential housing types, consisting primarily of apartment dwellings; and*
 - *(b) may allow consideration of the location of compatible retail and offices within these areas, however, will require them to be limited to the ground-floor of residential buildings;*
- *11A.10 City Council shall require built form within the intensification areas to reflect the following principles:*
 - *(a) promote higher-density residential and mixed use development which respects the character and scale of established neighbourhoods through proper transitioning, which may include, limiting building heights, implementing angular planes, applying appropriate building setbacks, landscaping, and other design elements, as appropriate, to ensure compatibility with adjacent development;*
 - *(b) through the design of buildings, enforce a coherent, harmonious and well-designed streetscape, enhancing the experience of users in terms of visibility, animation, comfort, safety, and accessibility.*
 - *(c) taller buildings should appropriately transition in height to minimize adverse impacts and create a more human-scaled pedestrian environment, particularly where mid- rise or high-rise development is directly adjacent or in close proximity to existing low-rise neighbourhoods;*
 - *(d) new development shall be designed, located and massed in such a way that it limits shadowing on adjacent residential land uses, the public realm, parks and public spaces, and protects and buffers the pedestrian realm from prevailing winds, in order to achieve adequate sunlight and comfort in the public realm through all four seasons; and*

- (e) all urban design matters regarding built form should have regard for the applicable policies of Chapters 9 and 14 of this Plan, the implementing zoning by-law, and the applicable urban design guidelines.
- 11A.10.1 City Council shall,
 - (a) direct high-rise buildings, consisting of buildings 13 storeys to a maximum of 35 storeys in height, to generally be located within appropriate major gateway locations at the intersection of transit spines and major arterials, along Highway 401, and proximate to highway interchanges;
 - (b) encourage the development of mid-rise buildings, consisting of buildings 5 storeys to 12 storeys in height, where appropriate, throughout the intensification areas;
 - (c) consider in the review of development applications for mid-rise and high-rise development, the following performance criteria:
 - (i) that buildings be massed in response to the scale of surrounding buildings, nearby streets and public open spaces;
 - (ii) that upper levels of buildings be set back or a podium and point tower form be introduced to help create a human scale at street level;
 - (iii) that shadowing impacts on surrounding development, publicly accessible open spaces and sidewalks be mitigated/minimized;
 - (iv) that sufficient spacing be provided between the building face of building towers to provide views, privacy for residents and to minimize any shadowing and wind tunnel impacts on surrounding development, streets and public spaces;
 - (v) that buildings be oriented to optimize sunlight and amenity for dwellings, private open spaces, adjoining public open spaces and sidewalks;
 - (vi) that living areas, windows and private open spaces be located to minimize the potential for overlooking adjoining residential properties;
 - (vii) that informal or passive surveillance of streets and other public open spaces be maximized by providing windows to overlook street and public spaces and using level changes, floor

- and balcony spaces elevated above the street level to allow views from residential units into adjacent public spaces whilst controlling views into these units; and*
- *(viii) that protection be provided for pedestrians in public and private spaces from wind down drafts;*
 - *(d) despite Section 11A.10.1(a), limit the maximum building heights to:*
 - *(i) a maximum of 20 storeys in the Rougemount Precinct on the south side of Kingston Road, along Highway 401 to reflect the precinct character; and*
 - *(ii) low and mid-rise buildings, up to a maximum of 12 storeys, where appropriate, for sites located immediately adjacent to existing low-rise residential areas to ensure adequate transition;*
 - *(e) despite Sections 3.6(d) and 3.6(e) and Table 6, require all new buildings in the Intensification Area to be at least 3 functional storeys except for community facilities and in the Open Space System – Natural Areas designation;*
 - *(f) despite Section 11A.10.1(f), permit expansions or additions to existing buildings in the intensification areas to be less than 3 functional storeys, if it can be demonstrated to the City’s satisfaction that the design, site layout, blocking, and/or phasing of the project can be intensified over time to achieve at least the minimum levels of intensity set out in Table 6 of this Plan; and*
 - *(g) consider, where appropriate, flexibility in massing and height, if the general intent of the Plan is met.*
 - *11A.10.2 City Council shall,*
 - *(a) encourage front yard setbacks to be kept a minimum, in accordance with the applicable urban design guidelines, so that an urban streetwall condition can be achieved along all streets; and*
 - *(b) despite 10A.10.2(a), encourage the accommodation of patios, displays, waiting areas, public landscape elements or elements that provide screening and privacy for grade-related residential units, within setback areas as appropriate. On larger development or infill sites, phasing plans should indicate how infill development can be accommodated over time to achieve this condition.*

- 11A.10.3 City Council shall,
 - (a) encourage the development of buildings with active frontages at grade in appropriate locations to promote a vibrant and safe street life;
 - (b) require development to have regard for the relevant guidelines pertaining to active frontages contained within the applicable urban design guidelines;
 - (c) encourage primary frontages to be developed with the highest levels of active uses such as retail that generates pedestrian activity; and
 - (d) encourage secondary frontages, to be developed to support high levels of public realm animation and pedestrian activity, but with less of a focus on retail activity.
- 11A.11 City Council shall,
 - (a) recognize parks, green spaces, privately-owned publically accessible spaces (POPS), boulevards, and connections as interconnected components of the public realm in the intensification areas;
 - (b) encourage all residences and places of employment to be within a 5 minute walk (400 metres) of existing and planned public parks and privately-owned publically accessible spaces such as an urban square, courtyard, parkette, green space, or community garden;
 - (c) prioritize connectivity between public spaces within the intensification areas as well as improved access to and enhancement of existing public spaces, including Public Parks, within a 10 minute walk (800 metres);
 - (d) require the provision of high quality indoor and outdoor amenity spaces as a component of all development within the intensification areas with a prioritization of spaces which are accessible to the public;
 - (e) further to Policy 11A.11(d), encourage the provision of green roofs as a component of private outdoor amenity space for all high density residential development;
 - (f) encourage the provision of public access points to the Internet and infrastructure that supports this access in public spaces throughout the intensification areas and at Transit Stop locations, where possible;
 - (g) encourage the provision of amenities for pedestrians such as seating areas, digital kiosks, play structures, fountains or feature benches in the public realm, as appropriate;

- *(h) in accordance with the public art policies of Section 14.13, encourage opportunities for public art contributions and/or the integration of public art with development and infrastructure;*
- *(i) prioritize municipal capital projects within the intensification areas that contribute to the public realm;*
- *(j) in consultation with the Toronto and Region Conservation Authority and/or Parks Canada, require the proponents of new development adjacent to creeks to enhance natural heritage features and incorporate passive recreational uses such as walking paths and seating areas, where appropriate;*
- *(k) in consultation with the Durham District School Board, investigate opportunities for community access and use of nearby school properties outside of school hours for active and passive community recreational needs; and*
- *(l) in addition to the complete application requirements in Section 16 of this Plan, may require the submission of a facility fit plan for proposals within the intensification areas to support the provision of suitable amenity spaces.*
- *11A.11.1 City Council shall,*
 - *(a) prioritize the enhancement of existing public parks within the intensification areas, and within a 10 minute walk (800 metres), to accommodate an increase service levels, as well as improve access and connectivity;*
 - *(b) require the provision of Public Parks as shown on Schedule XIV. All new Public Parks are intended to be developed as Neighbourhood Parks, with the exception of the new park in Brock Precinct, adjacent to the existing Beechlawn Park, which together is intended to be redeveloped into a Community Park;*
 - *(c) require all Public Parks to have at least one frontage on a Public Street;*
 - *(d) consider minor modifications to Public Parks as shown on Schedule XIV through detailed block planning, as long as the general intent of these spaces meet the City's requirements; and*

- (e) encourage the development of Public Parks in accordance with the City's Parks and Recreation Master Plan and the applicable urban design guidelines.
- 11A.11.2 City Council supports the development of Privately-Owned Publicly Accessible Spaces (POPS) throughout the intensification areas, including spaces such as urban squares, gateway plazas, parkettes, linear parks, and green spaces. These spaces are privately owned and maintained, however, are accessible to the general public. Accordingly,
 - (a) the preferred location of POPS have been identified conceptually on Schedule XIV. However, POPS are encouraged as a component of all new development within the intensification areas, particularly in Gateways and near Transit Stops;
 - (b) the exact size, location and design of POPS, including appropriate amenities, will be addressed through detailed block planning in accordance with Section 11A.14(a), the facility fit plan in accordance with Section 11A.11(k), and in accordance with the applicable urban design guidelines; and
 - (c) POPS adjacent to the Heritage Path within the Rougemount Precinct shall be integrated with the Heritage Path in accordance with Section 11A.3.1.
- 11A.11.4 City Council shall,
 - (a) require the provision of Public Parks through measures including in-kind contributions through development, municipal partnership, community philanthropy, land acquisition and in accordance with Section 16.29 of this Plan; and
 - (b) prioritize the acquisition of parkland through land dedication to provide active and passive recreation opportunities within the Intensification Area to serve the needs of the new community, as well as, the surrounding established neighbourhoods.
- 11A.12 City Council supports the following key mobility principles for the intensification areas:
 - (a) higher density, transit-supportive development with a mix of uses and activities;
 - (b) the design of all streets as complete streets;

- (c) improved access management and connectivity for all transportation modes;
- (d) prioritization of measures to improve pedestrian safety, reduce traffic collisions, and reduce traffic-related impacts to adjacent neighbourhoods;
- (e) promotion of transportation demand management measures in accordance with Policy 4.5(b) of this Plan, including mobility as a service, where appropriate; and
- (f) prioritization of minimizing surface parking, and the development of active transportation networks.
- 11A.12.1 City Council shall,
 - (a) require the provision of pedestrian paths, cycling facilities, and multi-use paths in accordance with the City's Integrated Transportation Master Plan, and where appropriate, in consultation with the Region of Durham;
 - (b) encourage the provision of additional pedestrian and cycling infrastructure and connections, where opportunity arises, to support the City's active transportation network; and
 - (c) require pedestrian and cycling facilities to be developed in accordance with the applicable urban design guidelines, best practices, and the prioritization of the safety of pedestrians and cyclists.
- 11A.12.3 City Council shall,
 - (a) in accordance with the policies of Section 4.11, require the design of new streets and the design and extension of streets identified on Schedule XIV to be connected to existing streets, and have block lengths generally no longer than 150 metres and block depths generally not less than 60 metres to provide to provide a finer grid of walkable and interconnected development blocks over time;
 - (b) require all new or re-designed streets, as appropriate, to be complete streets with public amenities including sidewalks, enhanced paving in busy pedestrian areas, cycle paths or multiuse paths, and landscape and furniture zones;
 - (c) through the redevelopment of larger blocks of land, require new public and private streets in locations generally as shown on Schedule XIV;
 - (d) allow the exact alignment of new streets to be determined through block planning, provided the overall block pattern is achieved, the

- achievement of minimum and maximum block sizes on the development site and adjacent sites is not compromised, and appropriate intersection spacing is maintained;*
- *(e) require the provision of trees along streets to enhance the urban forest canopy and provide shade for pedestrians, particularly along Kingston Road, Whites Road, and Brock Road;*
 - *(f) encourage all streets to be designed in accordance with the applicable urban design guidelines, with consideration given to integration and continuity of street design elements where streets intersect, and construction of public streets to public street design standards; and*
 - *(g) collaborate with the Region of Durham to implement, where possible, new signalized intersections as shown on Schedule XIV, in order to provide opportunities for efficient transportation and safe pedestrian movement.*
- **11A.12.4 City Council shall,**
 - *(a) require development proponents to demonstrate the provision of an adequate supply of parking to meet site requirements while balancing broader mobility objectives to decrease reliance on private vehicle use;*
 - *(b) consider in the review of development applications, the following performance criteria with regard to on-site parking and access drives/aisles,*
 - *(i) that the primary parking format be structured or below grade parking to facilitate connectivity and minimize the heat island effect created by large surface parking;*
 - *(ii) in phased development, that surface parking may be permitted if the proponent has demonstrated how parking will be accommodated in structures at full build out; and*
 - *(iii) that shared parking be encouraged in mixed use areas to minimize land devoted to parking;*
 - *(c) consider a reduction in the number of required car parking spaces and/or other means of providing for parking such as cash-in-lieu, where bicycle parking facilities or transportation demand management measures are provided to reflect the compact, high-density urban form of the*

- intensification areas and shift toward an increase of active modes of transportation and transit; and*
- *(d) consider shared on-site parking areas for two or more uses where the maximum demand of such parking areas by the individual uses occurs at different periods of the day;*
 - *11A.14 City Council shall,*
 - *(a) require development applications on larger sites, identified through the implementing zoning by-law, to provide a block development plan to demonstrate the full build out of new streets and blocks within the site, potential connections to adjacent sites, redevelopment within all future blocks, and the provision of supporting open spaces and community infrastructure as required. The block development plans shall be accompanied by supporting technical studies that provide a level of information sufficient to assess the ultimate infrastructure and other requirements of full build out;*
 - *(b) require the expansion of the street network into a finer grid of streets and connections to occur incrementally with development, with new public streets being secured through the development application process and/or through cost-sharing by benefitting landowners, to the satisfaction of the City;*
 - *(c) where appropriate and necessitated by timing considerations, require financial front-ending agreements to expedite infrastructure delivery. Agreements for cost-sharing will be implemented where appropriate to facilitate the provision of infrastructure and allocate the related costs of development amongst local landowners; and*
 - *(d) support the use of the Holding provisions in the Planning Act and require where necessary, proponents to enter into agreements with the City, Region, other agencies, and adjacent landowners as appropriate, respecting various development related matters including but not limited to:*
 - *(i) servicing or relocation of infrastructure including any required studies;*
 - *(ii) requiring a multi-modal transportation study for proposed developments that are anticipated to generate 75 or more vehicle*

peak hour trips (two-way), or where site and design characteristics may result in traffic or transportation concerns, to assess the impact on the transportation system and the timing and need for future improvements;

- *(iii) entering into cost-sharing and front ending agreements;*
- *(iv) ensuring that development shall not take place on lands within the defined Creek corridors;*
- *(v) providing or exchanging easements over lands where necessary;*
- *(vi) providing contributions to the cost of rehabilitating the Creek corridors, if necessary;*
- *(vii) requiring a comprehensive functional servicing and stormwater management plan that addresses stormwater management on a site-by-site basis; and (viii) requiring a block development plan.*

The proposed site specific Official Plan Amendment seeks to establish the policy direction to guide development of the subject lands, and to implement the Kingston Road Corridor and Specialty Retailing Node Intensification Plan. This is the same objective as OPA 38, as described above. As demonstrated throughout this Report, the Official Plan Amendment application is consistent with the overall policy direction that is proposed to be established by OPA 38.

7.6 KINGSTON ROAD CORRIDOR URBAN DESIGN GUIDELIENES

On December 19, 2019, Council endorsed, in principle, the Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines (“Urban Design Guidelines”). The Urban Design Guidelines provides design direction for the redevelopment of the intensification area, which includes the Brock Node that the lands form a part of. The overall vision for the area, as outlined by the Urban Design Guidelines, will be:

- *A sustainable place that embraces its significant natural heritage assets, connecting to the valleys and creeks that the corridor crosses, mitigating greenhouse gas emissions and adapting to climate change, and building communities centred on new public open spaces in both the corridor and node;*

- *A walkable place in all four precincts, with safe, comfortable and green sidewalks and pedestrian connections on both sides of Kingston Road, and within larger parcels that are likely to redevelop with an internal street network, particularly within the node;*
- *An urban, livable, transit-supportive community, with a higher density mix of uses, located in buildings that are pedestrian oriented, and that transition in height and mass to the scale of adjacent established neighborhoods, particularly to the north of the corridor and to the east of the node;*
- *A place that continues to serve as both a destination for shopping and a place of employment, with retail, commercial services and offices within mixed use buildings or on mixed use sites, and generally fronting directly onto Kingston Road, Whites Road and onto new internal streets on larger parcels, to provide active uses at grade that encourage pedestrian traffic; and*
- *A regional and local multi-modal connector, with regional gateways at Altona Road and Brock Road, and with gateways to the neighborhoods north and south of the corridor at Rougemount Drive, Whites Road, Fairport Road, Brock Road and Pickering Parkway.*

A number of goals and objectives are also outlined by the Urban Design Guidelines, as follows:

- *Advance the concept of place-making and create complete communities;*
- *Promote sustainability in the design and full lifecycle of the streetscape, open spaces and buildings;*
- *Stimulate economic growth and vitality;*
- *Promote mixed used development with an emphasis on higher density residential and employment uses integrated within a building or site;*
- *Design all public roads and private connections to be complete streets and emphasize transit and pedestrian oriented development;*
- *Improve access management and connectivity for all transportation modes;*
- *Encourage the optimization of infrastructure;*
- *Enhance and restore natural heritage features and functions; and*
- *Support implementation by considering phasing, flexibility and intermediate interventions.*

The proposed redevelopment of the subject lands is consistent with and will facilitate the implementation of the goals and objectives of the Council endorsed Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines. The proposed applications will facilitate implementation of the complete community for the subject lands, will make efficient use of the subject lands and existing infrastructure. The form of development and mix of uses will assist in achieving sustainability goals, and as existing developed lands there is limited natural heritage that would be impacted by redevelopment.

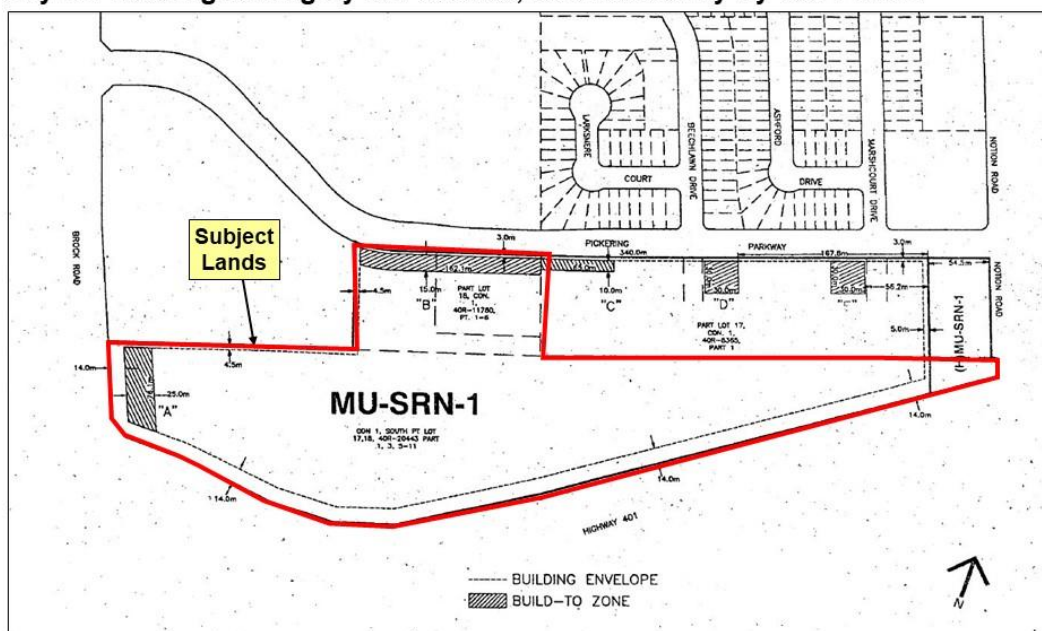
The Urban Design Direction for the proposed redevelopment is outlined further in Section 9, of this report. The principles for redevelopment are directly inspired by the City's Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines

7.7 CITY OF PICKERING ZONING BY-LAW 3036, AS AMENDED

7.7.1 Existing Zoning

According to the City of Pickering Zoning By-law 3036, as amended by By-law No. 7176/11, the subject lands are zoned MU-SRN-1 and (H)MU-SRN-1 (see Figure 15).

Figure 15
City of Pickering Zoning By-law 6549-05, as amended by By-law 7176/11



Location and boundaries are approximate

The MU-SRN-1 Zone permits the following uses:

- Assembly hall;
- Business office;
- Commercial club;
- Commercial-recreational establishment;
- Discount department store;
- Drug store, as an accessory use;
- Dry cleaning depot, as an accessory use;
- Duplicating shop, as an accessory use;
- Financial institution;
- Food store;
- Home design centre;
- Home improvement centre;
- Hotel;
- Place of amusement or entertainment;
- Professional office;
- Retail store;
- Restaurant – Type A; and
- Spa.

A number of built form provisions are applicable to the MU-SRN-1 zone, including:

- No building or part of a building shall be erected outside of the building envelope illustrated in Figure 6. The building envelope includes:
 - Minimum setback of 14.0 m along the south lot line (Highway 401 frontage);
 - Minimum setback of 14.0 m along the west lot line (Brock Road frontage);
 - Minimum setback of 3.0 m along the north lot line (Pickering Parkway frontage); and
 - Minimum setback of 4.5 m along the interior lot line (northwest portion of the lands).
- A minimum built-to zone is also illustrated in Figure 6:
 - Minimum build-to zone of 25.0 m along the Brock Road frontage. No building shall be erected within 40 m of the Brock Road right-of-way

unless a minimum of 40% of the length of the build-to zone is occupied by part of a building or buildings, or if a minimum of 50% of the length of the build-to zone contains a building or part of a building; and

- Minimum build-to zone of 15.0 m along the Pickering Parkway frontage. No building shall be erected within 40 m of the Pickering Parkway right-of-way unless a minimum of 40% of the length of the build-to zone is occupied by part of a building or buildings, or if a minimum of 80% of the length and depth of the build-to zone contains a building or part of a building.
- Maximum building height of 22.0 m; and
- Minimum building height of 6.0 m.
- Floor area limitations:
 - Maximum aggregate floor area for all uses of 35,820 sq. m;
 - Maximum aggregate floor area for all business and professional offices of 6,000 sq. m;
 - Maximum aggregate floor area for all restaurants – Type A shall be 3,000 sq. m;
 - Maximum floor area for a discount department store shall be 7,450 sq. m;
 - Minimum unit size for a retail store shall be 929 sq. m;
 - For retail stores, a maximum aggregate floor area of 7,000 sq. m shall be permitted for retail stores between 100 sq. m and 929 sq. m, of which a maximum of five retail stores can have floor areas between 100 sq. m and 300 sq. m;
 - Minimum floor area for a spa shall be 150 sq. m; and
 - Minimum floor area for a food store shall be 4,515 sq. m.

Portions of the subject lands are identified with a holding provision, with applicable provisions as follows:

- Until such time as the “(H)” Holding Provision is lifted, the lands shall not be used for any purpose other than stormwater management;
- The “(H)” Holding Provision shall not be removed until completion of the following:

- Appropriate arrangements have been made to the satisfaction of the City of Pickering for the conveyance of lands to the City, free and clear of all encumbrance for the purposes of widening Notion Road for the construction of a Highway 401 overpass; and
- Appropriate arrangements have been made to the satisfaction of the Toronto and Region Conservation Authority and the City for the future management of the Regional Storm flood volumes in the absence of a stormwater facility.

Additional regulations are included in the Zoning By-law but have not been summarized in detail within this Report.

7.7.2 Zoning By-law Review

The City of Pickering is undertaking a comprehensive review of the six existing Zoning By-laws that remain in-force throughout the municipality. The Zoning By-law review is intended to create one consolidated zoning by-law to apply to the municipality, as well as update the zoning by-law to reflect Official Plan policies and associated guideline materials.

As of the date of this Report, the consolidated Zoning By-law is under development and no draft provisions are available for consideration.

7.7.3 Planning Analysis

An amendment to the City of Pickering Zoning By-law 3036 is proposed, which will accommodate the redevelopment of the first phase of redevelopment. The rezoning of the subject lands and implement the policies of the City of Pickering Official Plan, as amended. The amendment is described in detail in Section 5 of this Report. The amendment will expand the permitted uses for phase 1 lands to include residential uses, and will allow for increased height and density permissions, while also including specific built form regulations to guide development.

The future phases are not subject to the proposed Zoning By-law Amendment. The in-effect zoning will continue to apply, and will allow the subject lands to continue to operate in accordance with the existing zoning provisions, including

expansions/renovations, should those be considered in the interim. It is anticipated that the future phases will be rezoned at the time of redevelopment, and/or as part of the City's comprehensive zoning review.

8.0 SUSTAINABLE DEVELOPMENT

The Pickering Sustainable Development Guidelines ("Sustainable Guidelines") provide a series of standards and targets for new development in an effort to promote sustainable communities. The Sustainable Guidelines speak to the intersection of the economic, social and environmental needs of the community, and set out a series of design criteria for consideration on a site specific basis. This section will review the Sustainable Guidelines in the context of the proposed redevelopment of the subject lands.

8.1 PRE CONSULTATION AND ON-GOING CONSULTATION

A formal pre-consultation request was submitted for the City's consideration, and staff provided circulation comments dated September 18, 2020. The pre-consultation comments discussed sustainability as it relates to the proposed redevelopment. The applicant team had ongoing dialogue with City Staff related to the preparation of OPA 38, as well as a meeting on January 26, 2022 with Staff to discuss the updated master plan for the site.

8.2 ENVIRONMENTAL PROTECTION

The subject lands are an existing developed site. As such, there are no significant environmental features present on the subject lands. Further, the subject lands are located outside of the areas subject to the Greenbelt Plan and/or Oak Ridges Moraine Conservation Plan.

A Master Servicing Strategy has been prepared by Odan Detech Group as it relates to the subject lands to help guide the long term redevelopment of the lands, including future phases. A Functional Servicing Report was prepared by Odan Detech Group, further outlining, amongst other matters, the control of stormwater quality and quantity as it relates to the first phase of redevelopment. An Environmental Site Assessment was prepared by DS consultants for the redevelopment of the subject lands, including the submission of a Record of Site Condition.

The proposed development conforms with the Provincial Policy Statement and Growth Plan as described in Sections 7.1 and 7.2 of this Report.

The redevelopment of the subject lands is anticipated to introduce more permeable surfaces than currently exist as part of the current function of the lands. This includes the introduction of outdoor amenity features and possible green roof areas, as well as a large, centrally located public park. Additional landscaped space is anticipated, and will further the objectives and opportunity for introducing more naturalized and native species to this area. Details are anticipated to be further refined through future detailed design applications.

8.3 LOCATION OF DEVELOPMENT / SELECTION OF LANDS

The subject lands are located within the City's established built boundary, and are existing developed lands. The proposed redevelopment of the subject lands makes more efficient use of the area by introducing high density mixed uses. The subject lands are an appropriate location for intensification, as guided by the Municipality through the

8.4 DESIGN OF DEVELOPMENT – LAND USE DISTRIBUTION

The Growth Plan provides direction for the creation of the Complete Community, which are areas that:

“support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities”.

A full range of uses are anticipated by the proposed development, contributing to a complete community. Phase 1 of the redevelopment anticipates 678 residential dwellings, and 1,669 sq. m GFA of commercial space, located at grade. Future phases similarly anticipate significant residential and non-residential GFA to be introduced in strategic locations. As part of this, new recreational spaces are anticipated, including a central public park feature, as well as amenity areas for each phase of redevelopment. The introduction of these land uses will be appropriately phased so as to avoid unnecessary displacement of the existing users of the site, which continue to provide a

function for the community. The phased introduction of higher density uses is appropriate.

The introduction of residential apartment dwellings contributes to a range of housing options for the community, which has historically been dominated by low-rise building typologies. A range of dwelling unit sizes are anticipated in order to accommodate the full range of needs for the community.

As noted, the redevelopment anticipates the replacement of the existing commercial GFA with a number of non-residential spaces located at the ground floor of mixed-use buildings. The intent is to create areas of street activity at the pedestrian realm, and provide opportunities to live, work and access daily needs in this area. A range of non-residential spaces are anticipated through the various phases, including a range of unit sizes to accommodate the needs of possible tenants and community, to be determined based on market demand.

8.5 DESIGN OF DEVELOPMENT – DENSITY AND COMPACT BUILT FORM

The proposed redevelopment anticipates an efficient use of the subject lands, in an area intended and appropriate for accommodating significant growth. The redevelopment introduces tall buildings that vary in height, up to 43 storeys in targeted locations. The redevelopment anticipates to increase the Floor Space Index from approximately 0.28, to 3.58 at full redevelopment. A mix of residential and non-residential uses are anticipated to contribute to the proposed density. A compact built form is achieved through the design, contributing to the creation of a complete community.

8.6 DESIGN OF DEVELOPMENT – CONNECTIONS

The redevelopment of the subject lands anticipates the phased introduction of new connections throughout the area. The connections anticipated are generally consistent with the overall intent of what has been considered by the City of Pickering through OPA 38 (see Figure 14). The network of new connections anticipates a mix of new future public roads and private roads/drive aisles, which are anticipated to include pedestrian facilities and possible cycling infrastructure, where appropriate. The effect of the new connections is the fragmentation of the existing expansive commercial area, to allow for a finer grained network that is more supportive of pedestrian function and shorter trips.

The new public/private connections are interconnected throughout the site, and connect to the broader street network including Brock Road and Pickering Parkway. The site has existing connections to these existing public road networks, and intends to maintain and improve upon those connections. We understand that redevelopment is also contemplated on the lands to the north of the site across Pickering Parkway. The intent is to align the new road network for a new north-south connection in this location, consistent with the City's intent as outlined by OPA 38. The phased introduction of public/private streets is essential in order to maintain existing functionality of the site, and fragment the connections of the site when appropriate to do so, as a means of supporting existing businesses.

The proposed redevelopment anticipates parking to be largely located underground, whereas it is currently at surface level. In addition, areas of loading and servicing are intended to be screened from public view. In combination with site layout, by framing the street network with buildings, where appropriate, the intent is to create a more welcoming environment for pedestrians. Detailed design matters will be further considered through future site plan applications.

8.7 DESIGN OF DEVELOPMENT – PEDESTRIAN ORIENTED COMMUNITY

The redevelopment of the subject lands anticipates a transition of this area from a largely car dominated landscape, to one that is supportive of the pedestrian. As largely described in Section 8.6 above, there is a rethinking to the connectivity throughout the redevelopment area, with particular consideration for the pedestrian. This includes a mix of uses that are oriented towards the street, and in a high density format that fosters street level pedestrian activity. In combination with a fragmented road network, parking and loading facilities that are strategically located, and new open space areas, the intent is a community that prioritizes the pedestrian experience.

8.8 RESOURCE EFFICIENCY

The proposed redevelopment is a higher density use than what is existing on the subject lands currently. The redevelopment represents a more efficient use of existing resources and City infrastructure.

9.0 URBAN DESIGN BRIEF

The proposed applications contemplate and provide the framework for the comprehensive and phased redevelopment of the subject lands. The redevelopment proposal as outlined in this report, is an appropriate change in direction. The City of Pickering and Region of Durham have recognized the need for intentional and contemporary urban design principles to be established to help guide development within the community, for the creation of high quality built environments. This is evidenced by the Official Plan policy that addresses design matters. As it relates to the subject lands, City Council has endorsed the Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines, as described in Section 7.6 of this Report. The Urban Design Direction for the redevelopment of the subject lands is largely influenced by and adapted from the Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines.

The following Urban Design Brief describes the nine core design principles, which inform the redevelopment of the subject lands. It will also expand upon the core principles to describe how development achieves the core design principles.

1. Advance place-making on the subject lands

- The redevelopment is based on modern design principles at all scales, including encouraging an appropriate mix of uses, as well as in site and building design.
- The subject lands share a lot line with Highway 401, which provides opportunity to visually respond to this substantial infrastructure, which carries significant volumes of traffic through the region. The development intends to establish the subject lands and area as a regional gateway at the east end of the City of Pickering, and will do so by responding to Highway 401. Prominent towers with heights up to 43 storeys are located along Highway 401.
- The master concept plan establishes a number of appropriately sized blocks for redevelopment of the subject lands, oriented around a new public road network. The master concept plan will help guide future redevelopment to ensure the structure is logical.

- Each block for redevelopment will be subject to Site Plan Approval, at which time it would be appropriate to ensure specific design related matters are adequately considered at the block and building level.

2. Facilitate the creation of a Complete Community

- The redevelopment of the subject lands proposes a range and mix of complimentary land uses, including residential and non-residential space.
- The proposed mix of uses will help meet the daily needs of the community within the area, including opportunity for housing, recreation, work, and access to goods and services.
- The redevelopment is proposed in a compact and efficient urban form, which concentrates a number of people and jobs on the subject lands.
- The complete community is supportive of and provides for a range of mobility options. The redevelopment is of an efficient scale that will be supportive of existing transit. Further, the new road network and block structure will be more accommodating for pedestrian and cycling use than the current layout. The lands will maintain immediate access to the public road network, including access to and from Highway 401, providing convenient connection throughout the region.

3. Support and improve economic competitiveness

- Residential and commercial uses are complimentary uses in a number of ways, and as proposed will support existing and future business through an increase of residents within the catchment area.
- The redevelopment of the subject lands is proposed in a phased manner that has regard for the impact to existing tenants/businesses. The use of the subject lands as a retail node will continue and be phased in consideration of lease obligations. The future redevelopment blocks will permit non-residential use, and can accommodate existing or new tenants.
- The applications have identified active frontage areas, based on the block and road structure. These areas have been identified as locations where active grade related uses (i.e. commercial/retail use) may be appropriate to locate, to be determined through future site plan design.

4. Promote sustainable development standards

- The densification of the subject lands helps to meet growth targets, and is appropriate for the subject lands. A more sustainable form of development is achieved by concentrated growth to key areas in the municipality, rather than through urban sprawl.
- Densification makes more efficient use of existing and future infrastructure, and helps to avoid unnecessary expansion.
- Densification makes transit a more viable option by introducing a number of people and jobs in certain locations, and therefore providing more ridership in a concentrated area. The redevelopment of the subject lands is anticipated to contribute positively towards encouraging alternatives to the private automobile, which in turn can reduce greenhouse gas emissions.
- By mixing commercial and residential land uses in close proximity, internal trips can be captured, and reduce the overall vehicle miles travelled by private automobile.
- The redevelopment anticipates a significant increase to the amount of permeable surfaces and natural vegetation, from what currently exists on the subject lands.
- Redevelopment of the subject lands has the opportunity to introduce green infrastructure, and should be considered through detailed design exercises. This includes, for example, potential solar infrastructure, green roofs, or permeable pavers.

5. Establish logical and efficient circulation and mobility patterns

- The redevelopment of the subject lands anticipates a network of new public and private streets that connect to the abutting arterial roads. The road network provides access to individual redevelopment blocks, which avoids the need for direct site access to the arterial road network.
- Roads are anticipated to be designed to public standards.
- The site proposes to maintain and where appropriate, improve connections to Brock Road and Pickering Parkway.

6. Prioritize the pedestrian experience

- The redevelopment of the subject lands seeks to prioritize the pedestrian experience.
- The block structure and road network, combined are anticipated to contribute to a more walkable and interconnected site.
- A network of public and private open space areas are anticipated to provide recreational and respite opportunity for pedestrians.
- The redevelopment of the subject lands seeks to screen functional site operations, including loading and servicing, from public areas.
- The redevelopment of the subject lands seeks to minimize surface parking areas, and locating parking in structure/underground parking facilities.
- The design of buildings are intended to create a pedestrian scale, including the use of podiums and setbacks/stepbacks. Details of building design are to be refined through detailed design at the Site Plan Approval stage.

7. Make optimal use of existing and planned infrastructure

- Efficient use will be made of existing and future infrastructure through a more compact form of redevelopment, including civil servicing, transit, and transportation infrastructure.
- Notion Road, located to the east of the subject lands, is proposed to be extended to cross Highway 401. Redevelopment of the subject lands will contribute to making efficient use of this substantial infrastructure upgrade.

8. Introduce high-quality and consolidated public spaces

- The redevelopment of the subject lands anticipates a substantial new centralized public park.
- Redevelopment blocks have opportunity to introduce privately owned, but publically accessible private amenity spaces (“POPS”). The first phase of redevelopment anticipates a landscape feature, currently contemplated in an urban square format, where the block interfaces with the future public park and street network. POPS are encouraged to be included within the redevelopment of the subject lands.

- Active grade related uses are anticipated to help animate the street, and in particular areas facing internal to the public park.

9. Be guided by a logical phasing strategy

- The master plan establishes key redevelopment parameters, including a network of blocks and new road infrastructure.
- The phasing is intended to be flexible to allow for a number of future considerations, including responding to market factors and in support of existing lease obligations and businesses.
- Appropriate phasing of the redevelopment will contribute to supporting the continued function of existing places of business.

10.0 PUBLIC CONSULTATION STRATEGY

In accordance with the requirements of the *Planning Act*, the applicant and its consulting team are committed to ensuring that the public and other stakeholder groups are meaningfully engaged throughout the review process of the Official Plan Amendment and Zoning Bylaw Amendment applications.

The following Public Consultation Strategy is proposed in order to ensure the public and stakeholder groups are provided sufficient opportunity to make meaningful representation in relation to the proposed applications.

The proposed Public Consultation Strategy is as follows:

- Posting of the Notice of Proposed Development Application and Public Meeting Sign on the Subject Lands;
- City Planning Staff will organize a Public Meeting to take place during a regularly scheduled Planning and Development Committee Meeting and in accordance with the requirements of the *Planning Act*;
- Following the Public Meeting, the applicant and the consultant team will participate in informal and formal meeting(s) and/or correspondence with individual stakeholders or groups as determined necessary;
- The applicant and the consultant team will review all comments received by the public and stakeholders; and

- Reviewing all comments received during the circulation period, the applicant and the consultant team may modify the proposed applications, and may further engage stakeholders, as determined appropriate.

11.0 ADDITIONAL PLANNING ANALYSIS

This report has identified and addressed the relevant current planning policy and regulatory framework in Section 7. A number of key themes and major points have emerged in the planning assessment of the proposed redevelopment of the subject lands.

11.1 CONTRIBUTING TO INTENSIFICATION TARGETS AND STRATEGIES

The current policy framework gives priority to intensification as a means of accommodating new growth. The Provincial Policy Statement requires that planning authorities identify and promote opportunities for intensification (Policy 1.1.3.3) and the Provincial Growth Plan identifies that a minimum of 50 per cent of all residential development occurring annually within the Region of Durham will be within the delineated built-up area. The Region of Durham Official Plan provides growth targets for Population and Employment in the City of Pickering, to the year 2031 (Section 7.3). The Durham Official Plan directs that by 2015, a minimum of 40% of all residential development will be within the built-up area (Policy 7.3.9). The Durham Region Official Plan further establishes specific areas where growth is to be concentrated, including to Regional Corridors (such as Brock Road is considered). The Region establishes minimum density targets for lands identified for growth, including a minimum of 60 residents per hectare and 2.5 FSI for Regional Corridors.

In order to meet targets for residential intensification, the Pickering Official Plan has identified areas where growth is intended to be directed, including the Mixed Use Areas. Further, the Pickering Official Plan establishes a population target for the South Pickering Urban Area of 100,500 people for the year 2016.

The proposed redevelopment represents intensification of an underutilized lot within the built boundary, in an area targeted for intensification, and is anticipated to contribute positively to growth targets (and exceed the minimum requirements).

11.2 ACCOMMODATING INTENSIFICATION APPROPRIATELY

In addition to targets for intensification, the applicable planning policy and regulatory framework identifies criteria/requirements for intensification and redevelopment, including the policies in the Growth Plan relating to managing growth, and Policy 7.3.17 of the Region of Durham Official Plan. The City of Pickering Official Plan provides specific guidance for the redevelopment of the Urban Area, in part via Policy 2.7, and provides further direction for development in the Mixed Use Areas via Policy 3.6, amongst others. The City of Pickering approved OPA 38, which provides comprehensive direction for the redevelopment of the subject lands at a higher intensity than currently exists. The following points summarize how the various Provincial, Regional, and Local criteria/requirements for intensification and redevelopment are met by the proposed development:

- **Compatibility:** The subject lands are within an existing commercial plaza that has been identified for intensification. The phased redevelopment of the subject lands is appropriate to consider, and the mix of non-residential and residential uses are compatible and mutually beneficial.

The subject lands are generally surrounded on all four sides by public roads that are generally designed to carry large volumes of traffic, including Highway 401 to the south. Not only do these public roads help to provide transition to the surrounding lands, but the relationship of the site to Highway 401 provides opportunity for concentrating significant building height. This is reflected by the City's direction for the area, which notes that the tallest buildings are anticipated where there is a direct relationship to Highway 401.

The subject lands are generally buffered from existing low-rise residential areas by existing built features that provide separation of these uses (i.e. public roadways). A transition in height is contemplated where the redevelopment of the subject lands approaches existing (or future) low-rise residential uses. An appropriate transition in scale will be achieved to the surrounding lands.

A number of technical studies have been prepared to inform the redevelopment of the subject lands from a compatibility perspective, including a noise study,

shadow study, and wind study. The technical studies offer recommendations for the redevelopment of the subject lands, which can be further implemented and refined through detailed design to ensure the scale of development is compatible with surrounding land uses.

- **Urban Design/Built Form:** The proposed built form and site design is influenced and informed by the Council endorsed Kingston Road Corridor and Specialty Retailing Node Urban Design Guidelines. The development will be subject to a future Site Plan Approval application that will ensure specific design elements meet the City's desired direction.
- **Transit and Connections:** The location of the subject lands will offer new residents access to a variety of transportation options, including alternative transportation modes. The proposal is transit supportive, providing additional user base for existing transit. The subject lands are in proximity to a number of existing transit routes, which provide direct access to the Pickering City Centre and other areas of the City. The proposed development offers abundant secure bicycle parking that will be encouraging of alternatives modes of transportation.
- **Infrastructure and Public Service Facilities:** The subject lands are located within an area where appropriate levels of infrastructure and public service facilities are available. Where required, existing services and/or infrastructure is being extended or improved upon to accommodate the significant growth in this node. The expansion to those services is anticipated to accommodate the growth occurring in this area to support projected needs.
- **Complete Communities:** The proposal assists in creating a complete community. A range of dwelling unit sizes are anticipated in the first phase of redevelopment, and in future phases of redevelopment, in response to market demand to accommodate a range of lifestyles in this community. The proposed residential apartment dwellings are generally a more affordable housing option than typical greenfield development. The redevelopment also seeks to preserve the commercial function of the area by accommodating non-residential use at appropriate locations throughout the redevelopment area, including at grade of proposed buildings. The redevelopment also contemplates appropriate new

community services/amenities, including a centralized public park and new public roads. In the interim, prior to comprehensive redevelopment, development of phases also supports the vitality of existing commercial functions in the area by providing additional clientele base within walking/cycling distance.

- **Encourage Phased Growth:** The proposed development represents the first redevelopment proposal in this commercial block (which has been identified for intensification). The redevelopment of the commercial block should be phased to appropriately accommodate growth.

A master concept plan was prepared for the area, detailing the intended long-term redevelopment of the subject lands in accordance with the proposed policy framework. The proposed redevelopment respects the future intensification of the surrounding lands, including those owned by the applicant. A phased approach to redevelopment is appropriate.

11.3 EFFICIENTLY USING INFRASTRUCTURE AND COMMUNITY FACILITIES

The proposed new residential infill community represents a more efficient and intensive use of the subject lands; however, the planning policy and regulatory framework is also designed to ensure more efficient use of existing infrastructure and public service facilities. The proposed redevelopment will contribute to ensuring efficient, cost effective development by making more efficient use of existing infrastructure and public service facilities prior to developing new works/facilities in the City.

New and/or improved infrastructure is anticipated to accommodate the redevelopment of the subject lands as a means of supplementing what currently exists in the area. This includes improvements to existing civil infrastructure to accommodate the intensification of the subject lands. Further, given the size of the subject lands, new public roads are appropriate to consider, which will create additional permeability and connectivity within the area. A proposed new public park will provide recreational opportunity for the community.

We note the planned extension of Notion Road to the east of the subject lands, which is anticipated to provide further connectivity for the subject lands. The proposed development will make efficient use of the new road infrastructure upon full build out.

11.4 SUSTAINABLE DEVELOPMENT

As outlined in Section 8 of this report, the redevelopment of the subject lands has consideration for the City's sustainable development standards, as outlined by the Pickering Sustainable Development Guidelines. The subject lands reflect a more compact, efficient form of development than what currently exists. The City, Region and Province prioritize intensification as a means of growth, and the efficient use of land, resources, and existing / proposed infrastructure. The efficient use of resources and compact development is a more sustainable approach to accommodating growth, when compared to typical greenfield development and sprawl.

A mix of uses is proposed through the redevelopment of the subject lands, including residential and non-residential uses (generally at grade of proposed buildings), as well as community infrastructure such as a centralized public park. The proposed mix of uses on site is compatible and mutually beneficial, and as described by the Transportation Impact Study (Section 6.3 of this Report), is expected to result in a reduction of external trips originating from the site in what is described as 'internal capture'. By reducing external trips, and accommodating a range of community needs as part of the development, would be anticipated to reduce the amount of vehicle miles travelled by private automobile. A reduction in vehicle trips results in less greenhouse gas emissions as a result of the private automobile. Further, high density development makes transit more viable, both for existing transit infrastructure as well as new or improved (i.e. more frequent) service. Redevelopment of phase 1 anticipates bicycle parking at a rate that exceeds the City's zoning standard, providing options for residents beyond the private automobile. A change in travel patterns as a result of a reduced reliance on the automobile is a sustainable form of development.

The current form of development is in the form of a suburban outdoor shopping mall, with large surface parking areas to accommodate users. This form of development largely relies on the private automobile, and by way of the design and orientation of the site, promotes the use of private automobiles. Further, the existing development is predominantly impervious surfaces, increasing runoff from a stormwater management perspective. The redevelopment of the subject lands is anticipated to introduce additional greenspace and a result in a significant increase in permeable surfaces,

reducing runoff. The proposed redevelopment of the subject lands represents a more sustainable form of development of the subject lands than the current form.

11.5 LOCATION AND COMPATIBILITY

The subject lands are well suited for the proposed redevelopment:

- The intensification of the subject lands and surrounding parcels, as generally proposed, is anticipated by the Kingston Road Corridor Intensification Plan and Council Approved OPA 38;
- OPA 38 promotes significant growth in key locations, including in proximity to Highway 401;
- The subject lands are a substantial size at 9.48 ha, and can accommodate phased redevelopment that can accommodate good site design and layout;
- The subject lands are largely underutilized considering the existing development consisting of single storey commercial buildings and large surface parking areas;
- The subject lands are located along the north side of Highway 401, just east of an on-ramp and off-ramp at Brock Road. The relationship to the Highway 401 corridor creates opportunity for prominent building and site design that acts as a gateway or landmark at the east end of the City of Pickering;
- The subject lands are in proximity to existing transit routes, which provide direct connection to the Pickering City Centre. The location of the subject lands will offer new residents access to a variety of transportation options, including alternative transportation modes;
- The broader area within which the subject lands are a part of, are also subject to redevelopment consideration as described in Section 2.2.4 of this Report. The proposed redevelopment has the opportunity to catalyze the development of the surrounding underutilized lands;
- The subject lands are proximate to a number of existing commercial establishments in the area, as well as existing services to support new residents as the area undergoes transformation;
- The scale, form, massing, height and character of the proposed redevelopment is compatible with the surrounding land uses;

- The site plan approval process can readily address details such as landscaping, lighting and waste containment to ensure compatibility with surrounding land uses.

12.0 CONCLUSIONS

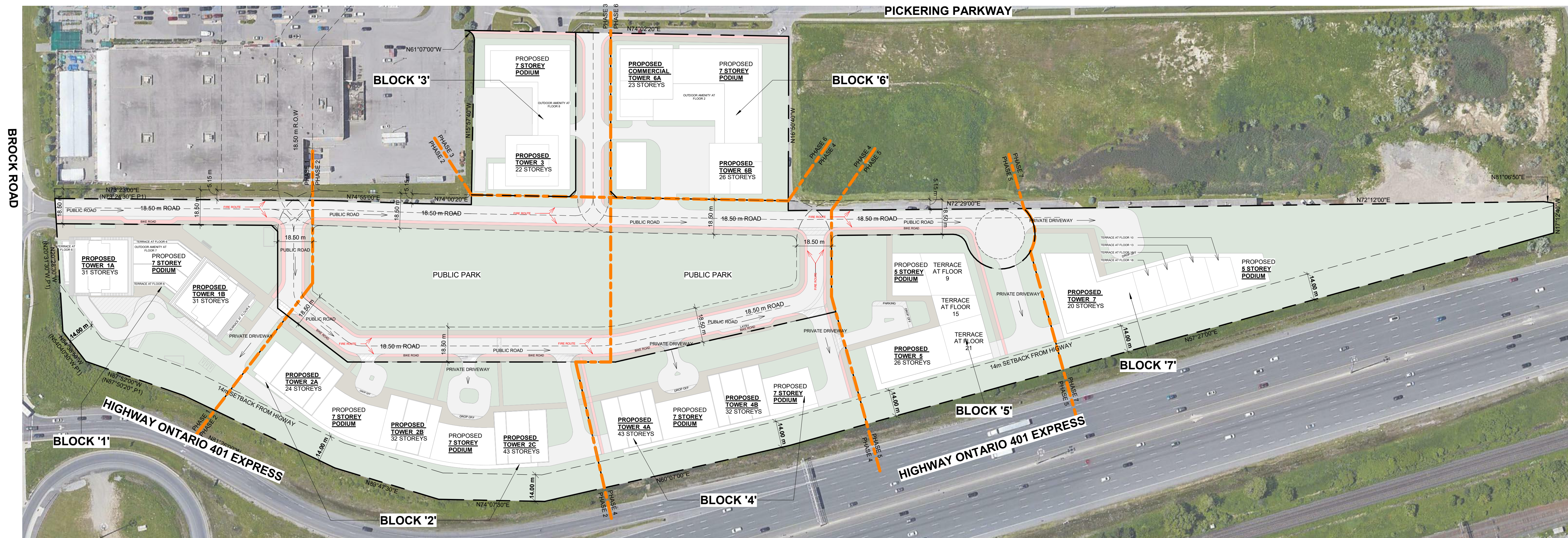
Given the findings of this Report and the supporting materials, it can be concluded that the subject lands are well suited for the proposed mixed use redevelopment. The proposal is consistent with and conforms to the applicable provincial and Regional land use planning policies, and is consistent with the endorsed direction for the redevelopment of the subject lands, and represents good land use planning as follows:

- The Province, the Region of Durham, and the City of Pickering all have policy frameworks which promote opportunities for intensification and redevelopment, give priority to intensification (rather than Greenfield development) to accommodate growth, and which emphasize the efficient use of existing infrastructure and public service facilities;
- The proposed redevelopment is appropriate as it can be achieved without creating land use conflicts. The lands are sufficiently sized so as to be designed to accommodate transitions to surrounding land uses, where needed;
- The redevelopment of the subject lands is proposed to be phased, and based upon a broader master concept plan that will guide redevelopment;
- The subject lands present an opportunity for strategically located and concentrated growth;
- The City of Pickering has targeted the subject lands as a node to accommodate growth, through the approval of OPA 38;
- There are existing services available to accommodate the proposed redevelopment, and the supporting technical materials have identified where upgrades to such services may be required for the phased implementation of the redevelopment;
- The subject lands are currently underutilized and are appropriate for intensification;
- Through the preparation of a master concept plan, the subject lands are being redeveloped in a comprehensive manner that considers conceptual future redevelopment of the remaining lands through phases. The master plan

- demonstrates the anticipated block structure and new community facilities/infrastructure (i.e. new public roads, public park), to ensure redevelopment of each phase is done so in consideration of the comprehensive redevelopment;
- It is appropriate for the redevelopment of the subject lands to occur in phases, in particular in consideration of supporting the existing function of the lands as a commercial/retail node and the existing businesses that continue to operate;
 - The proposed specific development standards to accommodate the proposed redevelopment are appropriate;
 - The technical submission materials prepared in relation to the applications support the development as proposed;
 - Future Site Plan Approval applications will facilitate the development of the subject lands while ensuring site design matters are implemented appropriately. Future phases would be subject to City review through a Zoning By-law Amendment application; and
 - The subject lands are well located for the proposed mixed use development, and are compatible with the existing surrounding land uses. The proposed development contributes a mix of uses and dwelling sizes to support a complete mixed use community in this area.

APPENDIX A

MASTER PLAN



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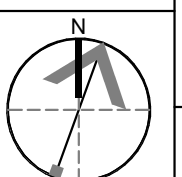


**PICKERING DESIGN CENTRE
MASTER PLAN**

1775 PICKERING PARKWAY
PICKERING, ON.

SITE PLAN / ROOF PLAN

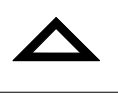

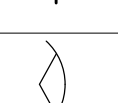
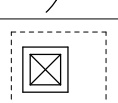
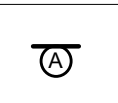
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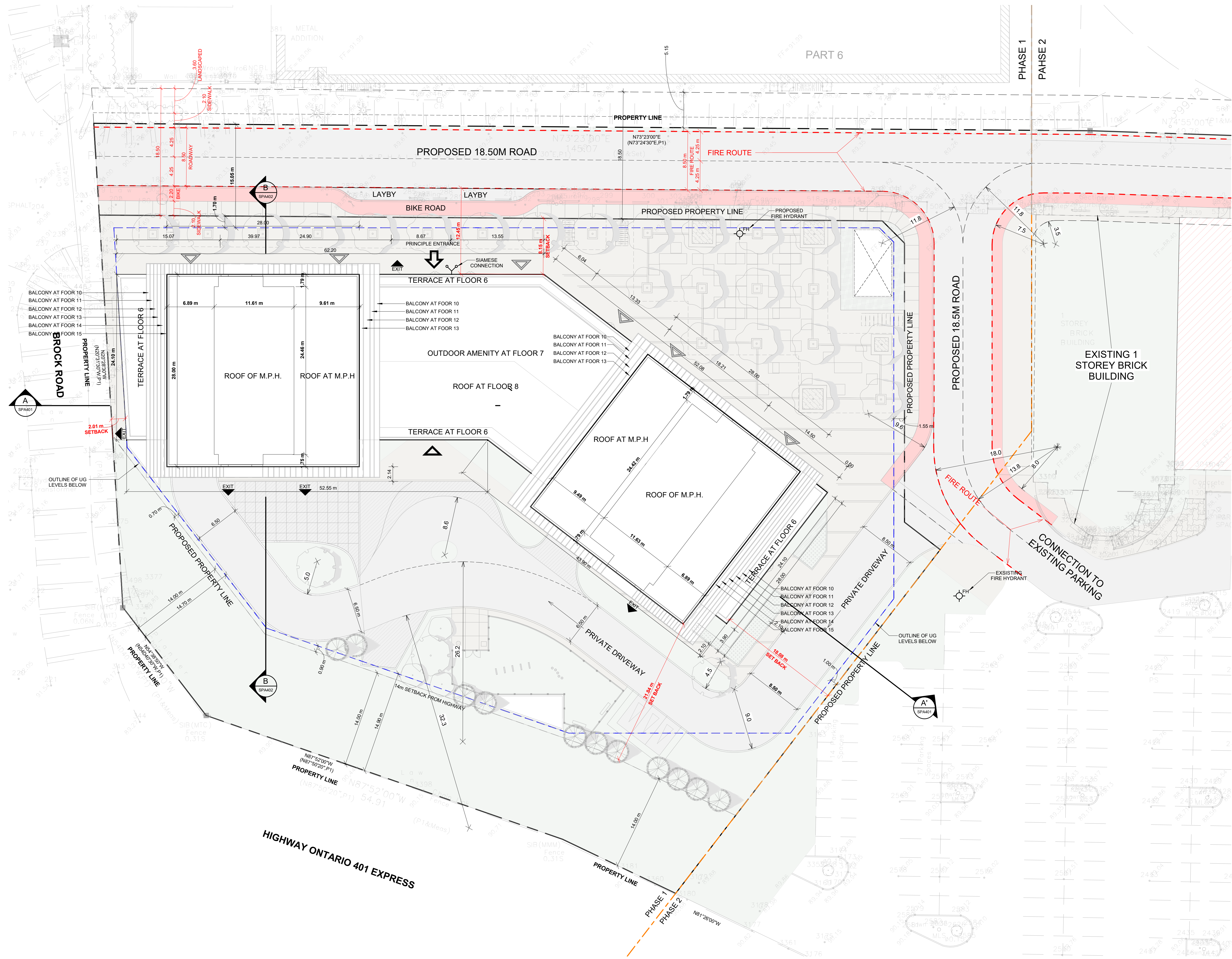


DRAWING NO.
SPA006

This drawing, as an instrument of service, is provided by and is the property of Turner Fleischer Architects Inc. The contractor must verify and accept responsibility for all dimensions and conditions on site and must notify Turner Fleischer Architects Inc. of any variations from the supplied information. This drawing is not to be scaled. The architect is not responsible for the accuracy of survey, structural, mechanical, electrical, etc. information shown on this drawing. Refer to the appropriate consultant drawings before proceeding with the work. Contractor must conform to all applicable codes and requirements of authority having jurisdiction. The contractor working from drawings not specifically marked "For Contractor" must assume full responsibility and bear costs for any corrections or damages resulting from his work.

LEGEND

-  PRIMARY RESIDENTIAL ENTRANCE
-  SECONDARY RESIDENTIAL ENTRANCE
-  RETAIL ENTRANCE
-  EXIT
-  FIRE HYDRANT
-  SIAMESE CONNECTION
-  CONVEX MIRROR
-  TRANSFORMER WITH CLEARANCES
-  FIRE ROUTE SIGN
-  0.000.00 SPOT ELEVATION
-  GAS/HYDRO METER



#	DATE	DESCRIPTION	BY



PROJECT
PICKERING DESIGN CENTRE (BLOCK 1)
1775 PICKERING PARKWAY
PICKERING, ON.

DRAWING
SITE PLAN / ROOF PLAN

PROJECT NO.
06.037RZ
PROJECT DATE
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DRAWING NO.
SPA006

APPENDIX B

AMENDMENT NO. XX

TO THE

CITY OF PICKERING

OFFICIAL PLAN

PART 1 – PREAMBLE:

(i) Purpose of the Amendment:

The purpose of Official Plan Amendment Number XX is to increase the permitted density on the lands from 'over 80 units per net hectare and up to and including 180 units per hectare', to a net residential density of 'over 80 units per hectare', with no maximum; to increase the permitted maximum Floor Space Index (FSI) from 'over 0.75 and up to and including 2.5' to a maximum FSI of 5.01 and to allow additional permissible uses, including medium and high density residential, retailing of goods and services, offices and restaurants. The Amendment is necessary to permit phased, high-density, mixed-use development on the subject lands.

(ii) Location of the Amendment:

The subject lands are located south of Pickering Parkway and east of Brock Road, and are municipally known as 1755 Pickering Parkway. The lands have an area of 9.48 hectares.

The subject lands which are affected by this Amendment are shown more particularly on the Location Map, which is appended for information purposes only.

(iii) Details of the Amendment:

Text Change

Revising Policy 12.11 – Village East Neighbourhood Policies, by deleting the word “and” at the end of subsection (h); deleting the “.” at the end of subsection (i) and replacing it with “; and”, and by adding a new subsection 12.11 (j) as follows:

- (j) despite the Permissible Uses for lands designated “Mixed Use Areas – Specialty Retailing Node” as set out in Table 5, and the maximum net residential density and maximum floor space index permissions for lands designated “Mixed Use Areas - Speciality Retailing Node” as set out in Table 6, for lands located at 1755 Pickering Parkway, being approximately 9.48 hectares in size and generally located east of Brock Road and south of Pickering Parkway. City Council shall permit the following:
- (i) additional permissible uses including medium and high density residential, retailing of goods and services, offices, and restaurants;
 - (ii) a minimum net residential density over 80 units per hectare;
 - (iii) a maximum floor space index of 5.0; and
 - (iv) a maximum building height of 43 storeys.

(iv) Basis of the Amendment:

The subject lands are currently designated “Mixed Use Areas – Speciality Retailing Node” within the City of Pickering Official Plan, and are subject to the Village East Neighbourhood Policies. However, through the Kingston Road Corridor and Brock Node Intensification Study, and its implementing Amendment 38 to the Pickering Official Plan, these lands have been identified as part of a strategic growth area by the City.

The lands affected by this Amendment are presently occupied by single storey commercial uses and associated surface parking. The Amendment provides for efficient use of the lands in consideration of the existing and planned function of the area. The proposed development is generally in keeping with the goals of the Council endorsed Kingston Road Corridor and Specialty Retailing Node Intensification Plan for the Brock Precinct.

The proposed development is located along Brock Road and Pickering Parkway, which are identified as arterial roads. The lands are adjacent to Highway 401 to the south, which presents opportunity for development to create a visual gateway at the east end of the City of Pickering. The development provides for an appropriate mix of uses and densities that allow for the efficient use of land in an area intended for growth, where there is existing and planned municipal infrastructure and services to support the growth.

The amendment is consistent with the policies of the Provincial Policy Statement, 2020, and conforms to A Place to Grow, (Office Consolidation 2020) and the Durham Regional Official Plan

The full basis for this Amendment has been set out in the Planning Justification Report and related supplementary reports submitted in support of this Amendment.

PART 2 – BODY OF THE AMENDMENT

All of this part of the document entitled “PART 2 – BODY OF THE AMENDMENT” consisting of the following text, constitutes Amendment Number XX of the Official Plan of the City of Pickering”.

Text Change

Revising Policy 12.11 – Village East Neighbourhood Policies, by deleting the word “and” at the end of subsection (h); deleting the “.” at the end of subsection (i) and replacing it with “; and”, and by adding a new subsection 12.11 (j) as follows:

- (j) despite the Permissible Uses for lands designated “Mixed Use Areas – Specialty Retailing Node” as set out in Table 5, and the maximum net residential density and maximum floor space index permissions for lands designated “Mixed Use Areas - Speciality Retailing Node” as set out in Table 6, for lands located at 1755 Pickering Parkway, being approximately 9.48 hectares in size and generally located east of Brock Road and south of Pickering Parkway. City Council shall permit the following:
 - (i) Additional permissible uses including medium and high density residential, retailing of goods and services, offices, and restaurants;
 - (ii) a minimum net residential density over 80 units per hectare;
 - (iii) a maximum floor space index of 5.0; and
 - (iv) a maximum building height of 43 storeys.

3. IMPLEMENTATION

The provisions set forth in the City of Pickering Official Plan, as amended, regarding the implementation of the Plan shall apply in regard to this Amendment.

3. INTERPRETATION

The provisions set forth in the City of Pickering Official Plan, as amended, regarding the interpretation of the Plan shall apply in regard to this Amendment.

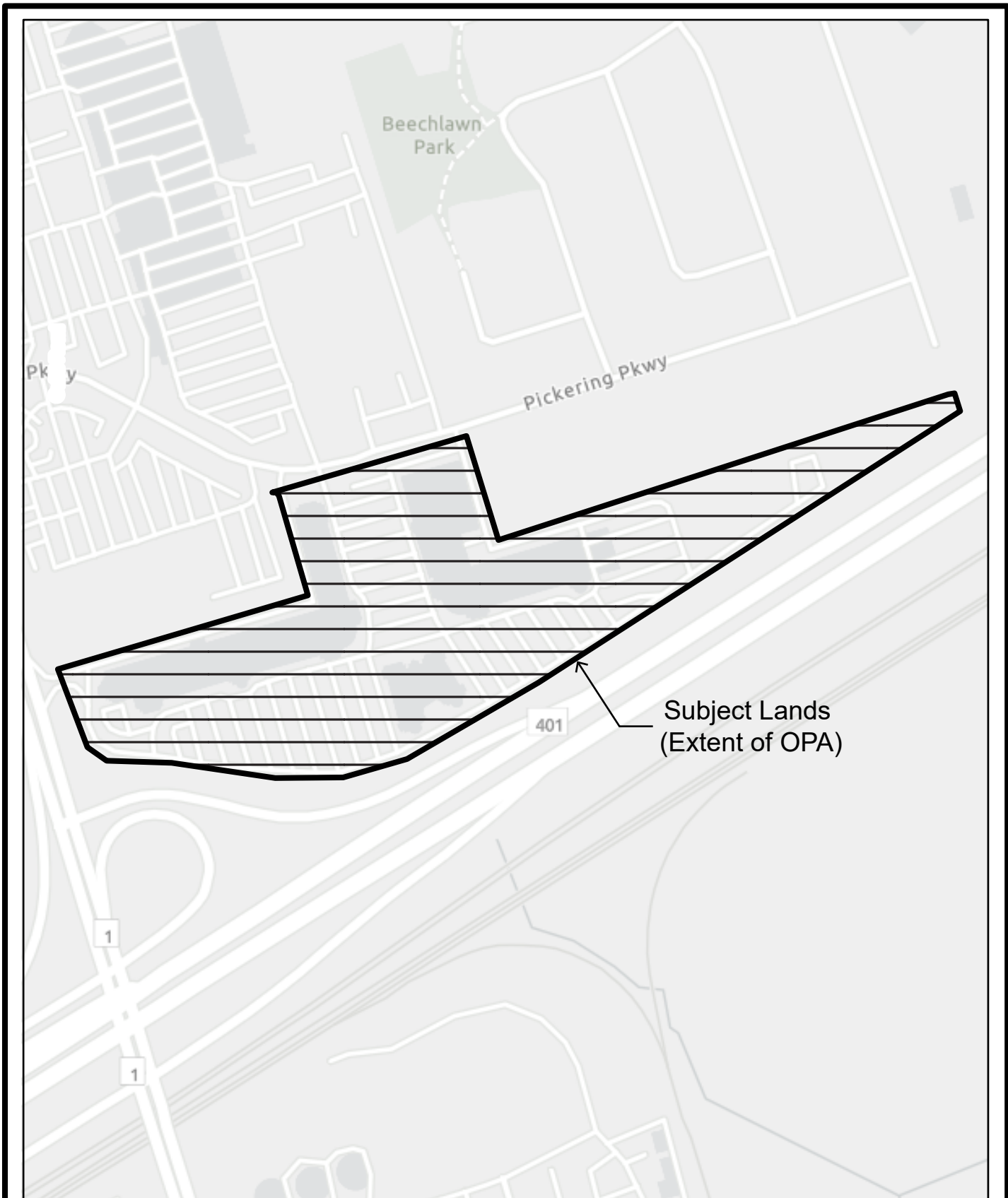
PART C: THE APPENDIX

The following appendix does not constitute part of this Amendment and is included for information purposes only.

1. LOCATION MAP

The Location Map, which shows the location of those parts of the subject lands being affected by this Amendment, is attached hereto for information purposes only.

LOCATION MAP



City of
PICKERING
City Development
Department

Location Map	
File: OPA 22-XXX	
Applicant: Zelinka Priamo Ltd. (OBO Bayfield Realty Advisors Inc.)	
Municipal Address: 1775 Pickering Parkway	
	Date: June 02, 2022
	SCALE: 1:4,000 <small>THIS IS NOT A PLAN OF SURVEY.</small>

APPENDIX C

The Corporation of the City of Pickering

By-law No. XXXX/22

Being a By-law to amend Restricted Area (Zoning) By-law 3036, as amended by By-law 7176/11, to implement the Official Plan of the City of Pickering, Region of Durham in Part of Lot 18, Concession 1, in the City of Pickering.

WHEREAS the Council of The Corporation of the City of Pickering deems it desirable to permit a mixed-use development, including high-density residential uses, on the subject lands, being Part of Lot 18, Concession 1, in the City of Pickering;

AND WHEREAS an amendment to By-law 3036, as amended by By-law 7176/11, is therefore deemed necessary;

NOW THEREFORE the Council of the Corporation of the City of Pickering hereby **ENACTS AS FOLLOWS:**

1. Schedule I

- 1) Schedule I attached hereto with notations and references shown thereon is hereby declared to be part of this By-law.
- 2) Schedule I to By-law 7176/11, is hereby repealed and replaced with Schedule I attached hereto.

2. Text Amendment

- 1) Section 2 – Area Restricted is hereby repealed and replaced by the following clause:
2. AREA RESTRICTED

The provisions of this By-law shall apply to these lands in Part of Lot 18, Concession 1, in the City of Pickering, designated “MU-SRN” on Schedule I attached hereto.

- 2) Section 4. – Definitions is hereby amended by:

i. Adding the following definitions:

“Amenity Area” shall mean means the total passive or active recreational area provided on a lot for the personal, shared or communal use of the residents of a building or buildings, and includes balconies, patios, rooftop gardens and other similar features, but does not include indoor laundry or locker facilities

“Apartment Dwelling” shall mean a residential use building containing four or more principal dwelling units where the units are connected by a common corridor or vestibule, other than a townhouse dwelling or stacked dwelling.

“Bicycle Parking” shall mean an area used for parking or storing a bicycle;

“Dwelling Unit” shall mean a residential unit that:

- i) consists of a self-contained set of rooms located in a building or structure;
- ii) is used or intended for use as a residential premises;

- iii) contains kitchen and bathroom facilities that are intended for the use of the unit only; and
- iv) is not a mobile home or any vehicle.

"Floor Space Index" shall mean the total gross floor area of all buildings on the subject lands, excluding any portion of the building located below grade, such as parking structures, divided by the total land area of the subject lands as depicted on Schedule 1, including roads.

"Gross Floor Area" shall mean the total area of each floor whether located above, at or below grade, measured between the exterior faces of the exterior walls of the building at each level but excluding any porch, veranda, cellar, mechanical room or penthouse, amenity space, bicycle storage, lockers, stairwells, public washrooms, garbage chutes, elevator shafts, or areas dedicated to parking within the building. For the purpose of this definition, the walls of an inner court shall be deemed to be exterior walls.

"Height, Building" shall mean the vertical distance between the established grade, and in the case of a flat roof, the highest point of the roof surface or parapet wall, or in the case of a mansard roof the deck line, or in the case of a gabled, hip or gambrel roof, the mean height level between eaves and ridge. When the regulation establishes the height in storeys, means the number of storeys, exclusive of any roof top mechanical penthouses or roof top amenity areas.

"Mixed Use Building" shall mean a building containing residential uses and at least one non-residential use permitted by this By-law.

"Park, Private" shall mean an area of land not under the jurisdiction of a public authority that is designed or maintained for active or passive recreational purposes.

"Park, Public" shall mean an area or land under the jurisdiction of a public authority that is designed or maintained for active or passive recreational purposes and other uses authorized through an agreement with the City.

"Podium" shall mean the base of a building, structure or part thereof located at or above established grade that projects from the tower portion of the building.

"Storey" shall mean that portion of a building other than a basement, cellar, or attic, included between the surface of any floor, and the surface of the floor, roof deck or ridge next above it.

"Tower" shall mean the storeys within that portion of a building or structure or part thereof located above the podium.

"Tower Floor Plate" shall mean the average floor area of all storeys within that portion of a building or structure or part thereof located above the podium, measured to the exterior faces of exterior walls of each storey of a building or structure.

(b) Re-numbering and re-alphabetizing the definitions accordingly;

3) Clause 5.(1)(a) Uses Permitted is hereby amended by adding the following:

- (xviii) Apartment Dwelling;
- (xiv) Mixed Use Building;
- (xxii) Personal Service Shop;
- (xxiii) Private or Public Park

4) Subclauses (i), (ii), (iii), and (v), of clause 5(1)(b) Zone Requirements ("MU-SRN-1" Zone) are hereby repealed and replaced by the following subclause

i. Building Setbacks

A minimum 8m setback from the north lot line;
A minimum 21m setback from the south lot line;
A minimum 18m setback from the east lot line;
A minimum 2m setback from the west lot line;

ii. Building Height:

A A maximum building height of 31 storeys is permitted
B No podium shall be less than 4 storeys or greater than 8 storeys

iii. Floor Area Requirements

A The minimum Floor Space Index shall be 0.75
B The maximum Floor Space Index shall be 5
C Notwithstanding clause A or B above, the total land area of the lot as of the effective date of this by-law shall be deemed to be a lot for the purposes of calculating Floor Space Index, as shown on Schedule 1 to this bylaw
D The minimum gross leasable floor area of a non-residential use shall be 1,000 square metres

v. Parking Requirements

A Parking shall be provided at a minimum rate of 0.7 parking spaces per dwelling unit
B Visitor Parking shall be provided at a minimum rate of 0.14 parking spaces per dwelling unit
C Parking shall be provided at a minimum rate of 3.5 parking spaces per 100 square metres of Gross Leasable Floor Area for non-residential uses

5) Special Regulations of clause 5.(1)(b) is hereby amended by deleting subclauses A, B, J, K and re-alphabetizing the remaining subclauses accordingly, and adding the following:

K A maximum tower floorplate of 790 square metres shall be permitted.
L Amenity space shall be required at a minimum rate of 3.7 square metres per dwelling unit
M Bicycle Parking
i. For residential uses, Bicycle Parking shall be provided at a minimum rate of 0.5 spaces per dwelling unit and 1 per 1,000 square metres
ii. For non-residential uses, Bicycle Parking shall be provided at a minimum rate of 1 space per 1,000 sq.m gross leasable floor area

3. By-law 3036

By-law 3036, as amended as amended by By-law 7176/11, is hereby further amended only to the extent necessary to give effect to the provisions of this By-law as it applies to the lands set out in Schedule I attached hereto. Definitions and subject matters not specifically dealt with in this By-law shall be governed by the relevant provisions of By-law 3036, as amended by By-law 7176/11.

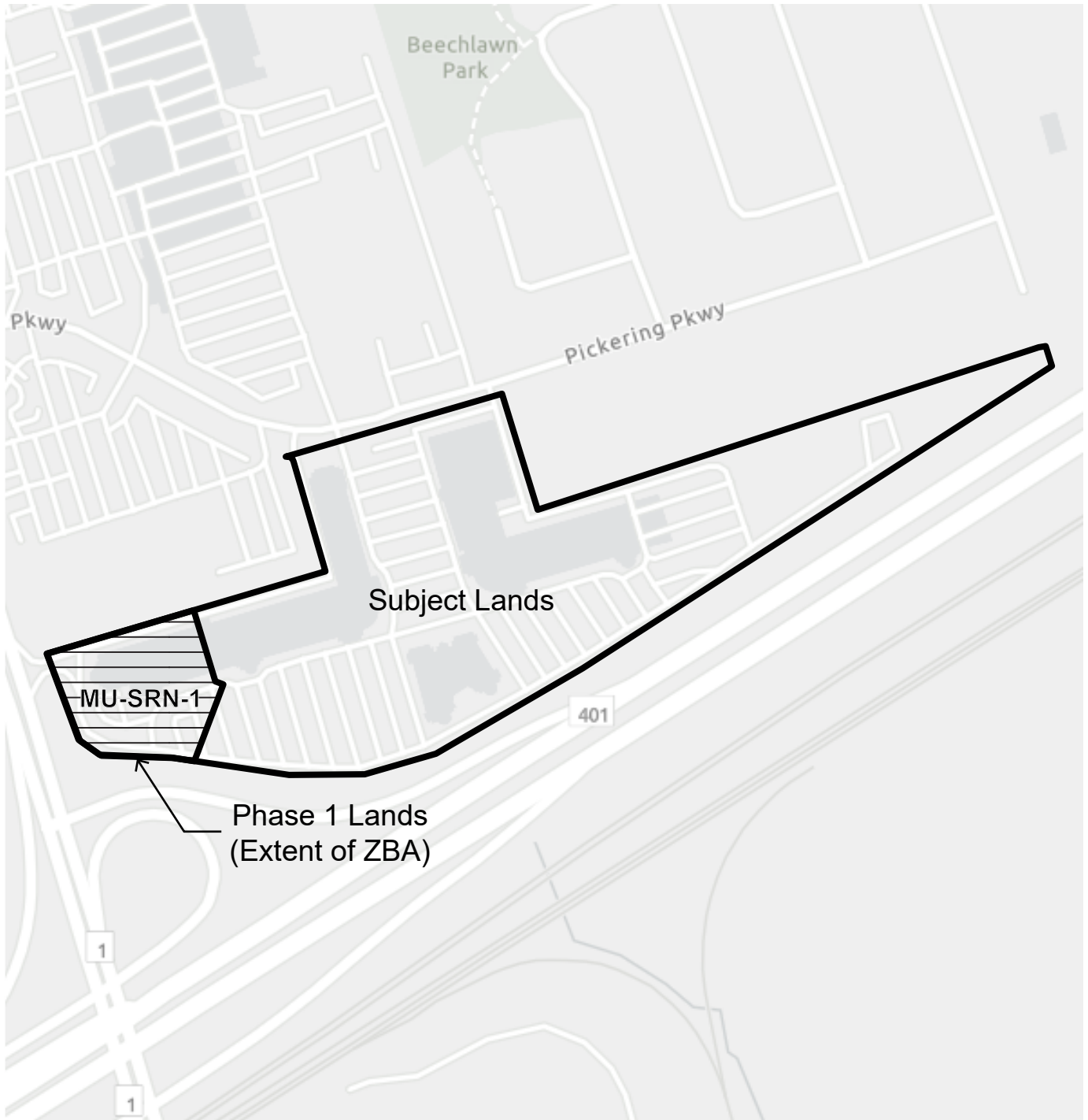
4. **Effective Date**

This By-law shall come into force in accordance with the provisions of the *Planning Act*.

BY-LAW read a first, second, and third time and finally passed this ____ day of _____, 2022

David Ryan, Mayor

City Clerk



Schedule I to By-Law XXXX/22
Passed This XXrd
Day of XXXX 2022

Draft

Mayor

Draft

Clerk