



Planning and Development Committee - Public Meeting Agenda

Date: January 23, 2018
Time: 1:00 p.m. reconvening at 6:30 p.m.
Location: Council Chambers Level 2, City Hall

Pages

1. Declarations of Interest:

2. Statutory Public Meetings:

Statutory public meetings are held to present planning applications in a public forum as required by the Planning Act.

3. Delegation(s):

In order to speak at a Planning and Development Committee - Public meeting, individuals must register no later than noon on the day before the meeting. To register, complete the online application at www.burlington.ca/delegation, email cityclerks@burlington.ca or phone 905-335-7600, ext. 7481.

4. Consent Items:

Reports of a routine nature, which are not expected to require discussion and/or debate. Staff may not be in attendance to respond to queries on items contained in the Consent Agenda.

5. Regular Items:

5.1	Supplementary information and directions regarding the proposed downtown mobility hub precinct plan and proposed official plan policies (PB-11-18)	1 - 33
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5.2	Memorandum from Councillor Meed Ward regarding proposed changes to draft official plan downtown policies (PD-01-18)	34 - 46
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6. Confidential Items:

Confidential reports may require a closed meeting in accordance with the Municipal Act, 2001. Meeting attendees may be required to leave during the discussion.

7. **Procedural Motions:**
8. **Information Items:**
9. **Staff Remarks:**
10. **Committee Remarks:**
11. **Adjournment:**



**SUBJECT: Supplementary Information and Directions Regarding the
Proposed Downtown Mobility Hub Precinct Plan and
Proposed Official Plan Policies**

TO: Planning and Development Committee

FROM: Department of City Building

Report Number: PB-11-18

Wards Affected: 2

File Numbers: 502-02-68

Date to Committee: January 23, 2018

Date to Council: January 29, 2018

Recommendation:

Receive Department of City Building report PB-11-18 regarding supplementary information with respect to the proposed Downtown Mobility Hub Precinct Plan and associated Official Plan policies; and

Direct the Director of City Building to proceed with the proposed Downtown Precinct Plan, as described in report PB-81-17, and incorporate into the proposed New Official Plan; and

Direct the Director of City Building to incorporate Additional Supporting Policies for the Downtown, as described in report PB-11-18, into the proposed New Official Plan.

Purpose:

The purpose of this report is to provide supplementary background and follow-up information as well as staff recommendations regarding the Proposed Downtown Mobility Hub Precinct Plan and associated proposed Official Plan policies in response to discussions arising from the release of report PB-81-17 at the November 30th, 2017 Committee of the Whole. The City's Urban Growth Centre and proposed Downtown Mobility Hub Precinct Plan set the framework within the proposed New Official Plan for the creation of the Area Specific Plan (ASP) for Downtown Burlington.

The Downtown Mobility Hub Proposed Precinct Plan and Draft Official Plan Policies support the following objectives in the City's 2015-2040 Strategic Plan:

A City that Grows

- Intensification
- Focused Population Growth

A City that Moves

- Increased Transportation Flows and Connectivity

An Engaging City

- Good Governance

Background and Discussion:

Beginning in April 2017, staff have held numerous public engagement events to engage with the community about the future of Downtown and to help inform staff's development of the Downtown Mobility Hub Area Specific Plan. These engagement opportunities to-date have included three public meetings as well as a series of drop-in open houses, one-on-one coffee shop consultations, community walking tours and individual meetings with various residents, property owners and other stakeholders. In addition, community dialogue also consisted of various methods including direct mailings, newspaper ads, email blasts, an online survey, tweets, facebook ads, and Burlington Transit ads, which combined provided over 108,000 contact points with the community.

On September 28th, 2017, staff held a Council workshop regarding a revised draft Downtown Mobility Hub Precinct Plan and key policy directions for discussion and comment by Council. As a result of the workshop and further technical analysis completed to-date, staff made adjustments to the draft precinct plan and key policy directions including:

- Portions of three blocks have been removed from the "Downtown Core" precinct and placed in the "Mid-Rise Residential" precinct to better reflect the existing and long term planned functions of these areas;
- The Upper Brant Special Planning Area (southeast section of the precinct) has been eliminated in favour of a proposed Official Plan policy that establishes the maximum building height of one storey for every 4.5 metres of parcel depth for sites located immediately adjacent to residential low-density properties to ensure that maximum height permissions are more directly correlated to the available parcel depth of a property in order to minimize the impacts on residential low-density properties; and
- The addition of a new Special Planning Area within the "Mid-Rise Residential" precinct for properties located on the east side of the intersection of Lakeshore

Road and Burlington Avenue to establish a maximum building height of 6 storeys subject to design requirements for building terracing and ground-oriented residential uses that better reflects the area's context and respects the historic built form and streetscape along Burlington Avenue.

At the November 30th, 2017 Committee of the Whole, the proposed Downtown Mobility Hub Precinct Plan and associated Official Plan Policies (PB-81-17) were provided for community and Committee consideration as part of the statutory public meeting, under Section 17 of the Planning Act, for the proposed New Official Plan.

Based on delegations from the community and Committee discussion at the meeting, the meeting was recessed in order for staff to prepare supplementary information regarding the proposed precinct plan and policies.

Since the committee meeting, staff have undertaken a thorough review of the concerns and comments expressed by delegations and committee members regarding the Downtown Mobility Hub Precinct Plan and associated Official Plan policies. The following supplementary information is intended to provide additional background information and clarifications and identify additional staff recommended policy directions to further address concerns raised and support the incorporation of the Downtown Mobility Hub Precinct Plan and associated Official Plan policies into the proposed New Official Plan.

Downtown Urban Growth Centre (UGC) Background

The following provides a summary of information, decisions and timelines related to the City's Urban Growth Centre (UGC).

Places to Grow, 2006

Through the creation and introduction of the Growth Plan for the Greater Golden Horseshoe, 2006, the Province identified twenty-five existing or emerging urban centres as Urban Growth Centres. The intent of Places to Grow was to:

- Revitalize downtowns to become vibrant centres;
- Create complete communities throughout the Greater Toronto Area that offer more options for living, working, shopping, and playing;
- Provide greater choice in housing types to meet the needs of people at all stages of life;
- Curb sprawl and protect farmland and green spaces; and
- Reduce traffic gridlock by improving access to a greater range of transportation choices.

These goals were supported under the Growth Plan through additional supporting policies and minimum density targets specifically for UGCs.

At the time the Growth Plan was being developed, Downtown Burlington had been the subject of on-going investment and revitalization efforts by the City. These included:

- In 1988, the City's Momentum 88 plan initiated the City's planning for growth, change and revitalization in the Downtown;
- In 2001, Superbuild funding became available and the City began preparing applications for funding with the Region as a partner. The application included Discovery Landing, a parking garage and the Brant Street Pier;
- In 2002, a Downtown Framework Committee was established that included representatives from Burlington Economic Development Corporation, General Managers, Planning and Building, Communication, and the Downtown BIA. The Framework Committee retained a consultant to develop a vision document to establish the purpose of implementation work. This would ultimately lead to the creation of the first version of Core Commitment - Burlington's Downtown Vision and Action Plan. Originally drafted in 2003 and approved by Council in 2005, this document was prepared as a strategic plan for the Downtown, reflecting Council's commitment to the core and set out key strategic initiatives to ensure the ongoing health of the Downtown. In November 2011, Council directed that a review of Core Commitment and the vision for downtown be completed, which was approved by Council on November 4, 2013;
- In 2003, the City approved the Waterfront Implementation Plan which was intended to improve the City's waterfront enabling it to serve as an important catalyst for the revitalization of the Downtown; and
- Investments in the Burlington Performing Arts Centre (2011); streetscape improvements throughout the Downtown; Spencer Smith Park improvements (2017); the Elgin Promenade; and various other infrastructure improvements and upgrades.

The identification of Downtown Burlington as an Urban Growth Centre as part of the Provincial Places to Grow Plan confirmed the direction that the City was already headed in previous years and reflected the City's commitment to the Downtown. The local vision for growth, investment and redevelopment underpinned with the land use designations and the precinct system established at the time of the last Official Plan Review confirmed the direction to accommodate more people and jobs in the Downtown in the right locations.

Official Plan Amendment 55 (Burlington Official Plan Review, 2006)

At the time the Province introduced the Growth Plan for the Greater Golden Horseshoe (Places to Grow) in 2006, the City was in the midst of an Official Plan Review, the outcome of which was Official Plan Amendment (OPA) 55.

In order to establish conformity with the province's new Growth Plan, a series of City Council and ultimately Regional Council decisions occurred related to the identification and delineation of the Urban Growth Centre within the Downtown. These included:

- July 10, 2006 - Burlington City Council approved Direction CD-150-06 to have the UGC studied and identified as part of the Official Plan Review being undertaken at that time;
- October 2, 2006 - the Community Development Committee held Public Meeting 17-2006 regarding a proposed UGC boundary for Downtown Burlington as identified within Planning Report PL-93/06. Burlington City Council subsequently approved the UGC boundary on October 10, 2006 with direction that the boundary be included within OPA 55; and
- In June 2008, the Region approved OPA 55 with a modification to the City's Urban Growth Centre to include the Old Lakeshore Road area.

In establishing the Urban Growth Centre boundary, staff at the time worked closely with both the Region and the Province (Ministry of Public Infrastructure Renewal) to obtain clarification and confirmation of the analysis and approach recommended by staff to Council. Discussions initiated in 2006 and continued through to the Fall of 2008 when the Province released the "Size and Location of Urban Growth Centres in the Greater Golden Horseshoe" (Downtown Burlington Urban Growth Centre map from "Size and Location of Urban Growth Centres in the Greater Golden Horseshoe" [Fall 2008] has been included as Appendix A). The document includes the following disclaimer:

'The information displayed in illustrations and base maps in this document has been compiled from various sources, may not accurately reflect approved land-use and planning boundaries, may not be to scale, and may be out of date. The Province of Ontario assumes no responsibility or liability for any consequences of any use made of these illustrations and maps.'

The Fall 2008 report also states:

'It is important to note that municipalities, when implementing these policies, consider the entirety of the Growth Plan including the policies on cultural heritage protection, open space, design of public realm, appropriate transition of built form to adjacent areas, and transportation. It is expected that in delineating the precise boundaries of the urban growth centres in their official plans,

municipalities will adhere to and will make only minor necessary adjustments to the size and location in this report.'

Clearly, the modifications required to the existing boundary established in the Regional Official Plan are truly only “minor and necessary” adjustments.

Regional Official Plan Amendment 38 (Region of Halton Official Plan Review, 2009)

Through Regional Official Plan Amendment (ROPA) 38, the Region incorporated local Urban Growth Centre's within the updated Regional Official Plan. Modifications to the City's UGC boundary, as approved by the Region in 2008, occurred through this process resulting in the following changes:

- Spencer Smith Park was removed from the UGC to reflect Regional Land Use Policy approach which assigns only one Land Use Policy to lands within the Region. In this case, as Spencer Smith Park is designated as a Regional Waterfront Park, it cannot also be included in the Urban Area land use policy.
- Areas of existing mid and tall rise residential development were not included including areas west of Brant Street along Ghent Avenue, areas south of James Street and east of Martha Street and along the south side of Lakeshore Road east of Torrance Street; and
- Various established neighbourhood areas were included that are not expected to see significant change. These areas are identified in the proposed Downtown precinct plan as generally being located within either within the St. Luke's/Emerald Neighbourhood or Bates Precincts where intensification is not directed.

As a result of these changes, the Urban Growth Centre was reduced in size to a total of 104.6 hectares.

Background: Downtown as a Mobility Hub

As set out above, the identification of the Downtown as a Mobility Hub has its origins in the 2006 Places to Grow document, which identified Downtown Burlington as an Urban Growth Centre (UGC). At the time the Growth Plan was being developed, the Downtown had been the subject of on-going strategic public investments and revitalization efforts by the City, as outlined above. The identification of Downtown Burlington as an Urban Growth Centre as part of the Places to Grow document further supported and built upon these efforts by establishing Downtown as an area for growth and investment that would support the Downtown's long-term success.

In 2006, Metrolinx and the Province introduced a Regional Transportation Plan called “The Big Move” for the Greater Golden Horseshoe, which contained action items to develop and implement a multi-modal transportation plan. As part of this, a connected system of mobility hubs throughout the GTHA was envisioned to serve as places where connectivity between different modes of transportation including walking, biking and transit would come together seamlessly and where there is an intensive concentration of living, employment, shopping and / or recreation. In addition to serving as transit hubs, these areas have the potential to become vibrant places of activity and destinations in and of themselves. Mobility Hubs are intended to become locations for major destinations such as office buildings, hospitals, education facilities and government services. Two types of mobility hubs were identified and defined within the Big Move: Anchor Hubs and Gateway Hubs. Anchor hubs are defined as those areas that have strategic importance due to their relationship with provincially identified Urban Growth Centres, as set out by the Places to Grow Plan. Downtown Burlington is identified as an Anchor Mobility Hub due to its relationship with the City’s Urban Growth Centre; its potential to attract and accommodate new growth and development; the convergence of multiple local transit routes through the Downtown Bus Terminal; the linkages to GO Transit, the other Mobility Hubs and surrounding municipalities; and its ability to achieve densities that would be supportive of a multi-modal transportation plan.

Downtown Mobility Hub Precinct Plan

The following section provides supplementary and supporting information regarding the proposed Downtown Mobility Hub precincts and includes: a general overview of the new precincts and benefits of the plan; a comparative summary of the current vs. proposed maximum building heights; and a 2D block plan which represents future redevelopment potential in the Downtown.

Downtown Precincts (current vs. proposed)

Building upon previous public engagement work done in the Downtown and significant contributions to the Mobility Hubs planning process from stakeholders, residents, and key internal and external agencies, a draft new precinct plan supported by high-level land use policy directions has been created. The precinct system approach is an appropriate framework for the Downtown land use plan and the new precinct plan represents a review of and refinement to the existing Downtown Precinct system. Each of the new and refined precincts now contains a vision statement and specific considerations unique to the specific characteristics found within each precinct. The following chart lists the existing 9 Downtown Precincts / Designations found in the current Official Plan and the 11 proposed Precincts that staff are recommending be included in the proposed New Official Plan. A more detailed overview comparing the development permissions of the current Official Plan’s Downtown Precincts with those of the Proposed Downtown Precincts can be found as Appendix E.

Current Downtown Official Plan Precincts / Designations	Proposed Downtown Official Plan Precincts
Waterfront West / Public Lands Precinct	Downtown Parks and Promenades Precinct
Downtown Major Institutional Precinct	Downtown Public Service Precinct
The St. Luke's Neighbourhood Precinct	The St. Luke's and Emerald Neighbourhood Precinct
The Emerald Neighbourhood Precinct	Bates Precinct
Downtown Residential – Medium and/or High Density Precinct	Brant Main Street Precinct
Old Lakeshore Road Mixed Use Precinct	Downtown Mid-Rise Residential Precinct
Downtown Core Precinct	Downtown Tall Residential Precinct
Wellington Square	Old Lakeshore Road Precinct
Mixed Use Corridor - General	Downtown Core Precinct
	The Cannery
	Upper Brant Precinct

The Benefits of the Proposed Downtown Precinct Plan

The Downtown is intended to continue developing as the City's primary centre, taking advantage of the unique qualities that set it apart from other areas of the City and that contribute to its distinct identity. The City of Burlington has been and remains committed to the ongoing success of the Downtown, in part through the review and refinement of the precinct system that recognizes areas with common characteristics and/or objectives including, but not limited to, streetscapes and development patterns, historic buildings, views and vistas, public space, land uses, and built forms. The proposed precinct system offers numerous benefits to the downtown planning framework which include:

- Allowing for height and density permissions that will support and enhance the city-wide, regional and Provincial significance of the Downtown Mobility Hub and its role as a major transit centre;
- Providing for development that can achieve heights and densities that will create a population and employment base to attract new businesses, services and amenities to the Downtown Mobility Hub;
- Concentrating the tallest developments in areas away from Lake Ontario to increase affordability, provide pedestrian access to higher-order transit

(Burlington GO) and attract a wider range of demographics and income levels to the Downtown Mobility Hub;

- Establishing effective transitions from tall building locations to established residential areas both within and adjacent to the study boundary;
- Conserving areas with concentrated heritage and/or character defining elements significant to the Downtown Mobility Hub and the City;
- Protecting significant public view corridors to Lake Ontario;
- Achieving new and enhanced public green/open spaces;
- Ensuring the Downtown Mobility Hub has adequate lands to accommodate future community and government public services required to serve existing and future residents and employees;
- The introduction of the Bates Precinct, which recognizes and preserves the unique built form, streetscape and parcel fabric that exists within specific areas of the Downtown;
- The introduction of the Brant Main Street Precinct, which would maintain and enhance the existing traditional main street character along Brant Street through the provision of a low-rise built form immediately adjacent to Brant Street, with the provision for mid-rise buildings terraced away from Brant Street;
- Establishing new office uses within the Downtown, through requirements for mixed-use developments containing new office space;
- The introduction of the new Cannery Precinct, which will provide (through policy) new public spaces befitting the significance of this precinct; the provision of new public view corridors to the Brant Street Pier and Lake Ontario; and the expectation of a high degree of architectural and urban design excellence. Conceptual renderings of development that could occur within the Cannery Precinct, at the north-east corner of Brant Street and Lakeshore Road, have been included as Appendices C & D.

Precinct Sizes (current vs. proposed)

The following chart provides a summary overview of the areas associated with each individual precinct / designation and the degrees of changes from the areas associated

with the current Official Plan precincts / designations compared to the areas associated with the proposed precincts.

Current Downtown Official Plan Precincts/Designations		Proposed Downtown Official Plan Precincts		Degree of Change
Current Precinct/Designation (<i>approximate size in hectares</i>)	Approximate Precinct / Designation Size in Hectares	Corresponding Proposed Precinct (<i>approximate size in hectares</i>)	Approximate Precinct Size in Hectares	
Waterfront West/Public Lands	12.81	Downtown Parks and Promenades	19.05	Increase of 49%
Downtown Major Institutional	15.26	Downtown Public Service	24.2	Increase of 59%
The St. Luke's Neighbourhood	23.89	The St. Luke's/Emerald Neighbourhoods	30.43	Increase
The Emerald Neighbourhood	6.09			
		Bates	2.74	New Precinct
		Brant Main Street	5.41	New Precinct
Downtown Residential Medium and/or High Density	30.41	Downtown Mid- Rise Residential	17.81	New Precinct
		Downtown Tall Residential	11.56	New Precinct
Old Lakeshore Road Mixed Use	1.58	Old Lakeshore Road	1.58	No Change
Downtown Core	18.73	Downtown Core	11.57	Decrease
Wellington Square Mixed Use	4.93			
		The Cannery	1.41	New Precinct
Mixed Use Corridor – General	6.82	Upper Brant	5.32	New Precinct

As can be seen in the chart, one of the highlights is that the Downtown Parks and Promenades Precinct (which identifies current and future parks, promenades and green spaces within the Downtown, including key linkages between parks as well new or expanded opportunities for public access to the waterfront and nature) is proposed to increase in size by 49%. In addition, the Downtown Public Service Precinct (which identifies current and future public service functions within the Downtown including public healthcare, education, emergency and protective services, cultural activities and

civic administration, among others) is proposed to increase in size by 59%. It is also worth noting that the Downtown Core Precinct has decreased in size by approximately 62%. Some areas of the currently designated Downtown Core have been replaced with more contextually appropriate precincts, such as the Bates, Brant Main Street and Cannery Precincts.

Precinct Maximum Buildings Heights (current vs. proposed)

The following chart provides a summary overview of the maximum permitted building heights based upon the applicable precincts and designations under the current Official Plan compared to those permitted under the proposed Downtown Precinct Plan. A more detailed overview comparing the development permissions of the current Official Plan's Downtown Precincts with those of the Proposed Downtown Precincts can be found as Appendix E.

Please note that not all properties within a precinct may be able to achieve the maximum permitted building height due to various site-specific factors including, but not limited to, compatibility, negative environmental impacts, hazardous lands, transportation, the existence of significant cultural heritage resources and/or infrastructure capacity, all of which are currently under review through the Downtown Mobility Hub Area Specific Plan.

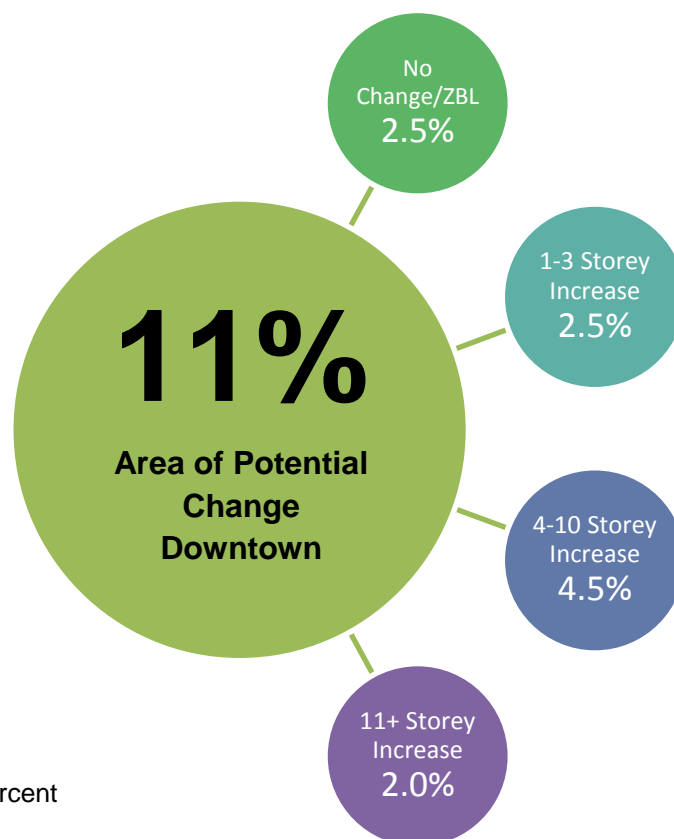
Current Downtown Official Plan Precincts/Designations		Proposed Downtown Official Plan Precincts		Maximum Building Height Change
Current Precinct/Designation	Maximum Building Height Permission (storeys)	Corresponding Proposed Precinct	Maximum Building Height Permission (storeys)	
Waterfront West/Public Lands	No Maximum	Downtown Parks and Promenades	No Maximum	No Change
Downtown Major Institutional	No Maximum	Downtown Public Service	No Maximum	No Change
The St. Luke's Neighbourhood	2.5	The St. Luke's/Emerald Neighbourhoods	2.5	No Change
The Emerald Neighbourhood	2.5			
		Bates	3	Decrease
		Brant Main Street	3 to 11*	Increase
Downtown Residential Medium and/or High Density	No Maximum**	Downtown Mid-Rise Residential	11*	(No current OP height maximum)

		Downtown Tall Residential	No Maximum* **	No Change
Old Lakeshore Road Mixed Use	6 to 15*	Old Lakeshore Road	6 to 15*	No Change
Downtown Core	8*	Downtown Core	17*	Increase
Wellington Square Mixed Use	14*			
		The Cannery	22*	Increase
Mixed Use Corridor – General	6	Upper Brant	6* to 25*	Increase

* Subject to provision of public amenities and/or community benefits

** Height established through Zoning By-Law 2020

Staff have reviewed the land area of the Downtown Mobility Hub and determined that the areas which have the greatest likelihood for change account for 11% of the total Downtown land area. For this 11%, staff undertook additional analysis to determine the magnitude of change this area would see in terms of increased height permissions relative to those already permitted under the current Official Plan. This breakdown is provided below:



*rounded to the nearest ½ percent

Precinct and Maximum Building Height Changes by Block

In preparing the proposed Downtown Precinct Plan, staff and the Mobility Hub consultants developed a 2D plan which identified primary redevelopment blocks within the Downtown (this concept plan is provided in Appendix F). These blocks were planned to demonstrate the potential building form and height that could be achieved over the long-term and at full build-out of the downtown, should these blocks redevelop in the future. The modelling undertaken was required to ensure developments adhered to precinct-specific built form policies developed to date as well as meet the City's current Tall Building Guidelines with respect to tower separations and maximum floor plate sizes. This information was integral to the development of the Downtown Precinct Plan and associated Official Plan policies. In addition to the 2D plan, a further summary chart is provided in Appendix G which outlines the current vs. proposed precincts and maximum building heights on a block by-block basis shown based on the 2D plan.

Please note that the concepts provided in Appendix F and G do not take into account factors which may impact the ability for some of these sites to redevelop including, but not limited to the willingness of land owners to sell and/or redevelop properties, requirements for land assembly as well as other site-specific constraints including, but not limited to, market conditions, compatibility, negative environmental impacts, hazardous lands, transportation, the existence of significant cultural heritage resources and/or infrastructure capacity, all of which are currently under review through the Downtown Mobility Hub Area Specific Plan.

Downtown Heritage

The Downtown Mobility Hub contains 90 properties which are listed on the City's Municipal Heritage Register, of which 26 are designated under the Ontario Heritage Act. The following table provides the heritage properties by proposed precinct area.

Proposed Precinct(s)	Properties on the Municipal Heritage Register	Properties on the Municipal Heritage Register <u>and</u> Designated under the Ontario Heritage Act	Total
St. Luke's/Emerald Neighbourhood and Bates	34	24	58
Downtown Mid and Tall Rise Residential	3	1	4
Downtown Core	12	0	12
Brant Main Street	6	0	6
The Cannery	3	0	3

Old Lakeshore Road	2	1	3
Public Service	4	0	4
Total	64	26	90

Of the 26 properties designated under the Ontario Heritage Act within the Downtown Mobility Hub, 24 are located in the proposed St. Luke's / Emerald and Bates Precincts, within which no significant redevelopment is contemplated. There are an additional 34 properties within these precincts which are on the Municipal Heritage Register. The proposed precinct plan recognizes the significant number of heritage resources located within the St. Luke's / Emerald and Bates Precincts and preserves the character of these neighbourhoods.

Under the current Official Plan, properties located within the Downtown Core precinct, including those listed on the Municipal Heritage Register, are permitted a maximum building height of 8 storeys, subject to the provision of community benefits. Under the proposed Downtown Core precinct, a maximum height of 17 storeys is proposed and is also subject to the provision of community benefits. It should be noted that height permissions or limitations established through a precinct or land use designation do not, in of the themselves, provide protection of cultural heritage resources. Protections are provided through a combination of: city-wide cultural heritage resource policies contained within the Official Plan; listing of a cultural heritage resource on the Municipal Heritage Register and/or designation of the cultural heritage resource under the Ontario Heritage Act.

The proposed increase in maximum building height for the Downtown Core precinct has potential benefits with regard to the future conservation of cultural heritage resources (i.e. buildings) on the Municipal Heritage Register including:

- Allowing for greater building height can provide opportunities to retain heritage buildings and/or properties or integrate these heritage resources as part of a redevelopment. Under the current 8 storey building permission for the Downtown Core precinct, property owners may be more inclined to maximize a proposed redevelopment's building footprint to all corners of a property to achieve the greatest amount of usable floor space possible within the permitted height. This could come at the expense of existing heritage buildings located on properties, which are not designated, and other potential new public amenities that could be provided, as part of a redevelopment proposal.
- The increased maximum building height may attract redevelopment interest to the area resulting in new investment and improvements to heritage buildings as part of any future redevelopment. The increased development permissions could also incentivize owners to maintain and enhance the existing heritage resources,

which can in some cases be difficult and costly. A recent example of this is the approved development at 2085 Pine Street (2017), which preserved and incorporated a heritage building as common amenity space into a new mid-rise development.

The key to achieving these benefits is ensuring that existing cultural heritage resources are adequately recognized and protected through policy, where appropriate. In addition to the existing and proposed city-wide cultural heritage resource policies contained within the Official Plan, the Downtown Mobility Hub Area Specific Plan (ASP) process is currently undertaking additional Cultural Heritage Resource Assessments to understand potential impacts the proposed precinct plan could have to existing built heritage features within the Downtown Mobility Hub, including within the Downtown Core precinct. This assessment will provide staff with recommendations regarding potential conservation and mitigation measures for heritage assets. This work will result in new policies being developed through the ASP to further recognize and protect cultural heritage resources Downtown.

Additional Downtown Supporting Policy Directions

In response to common concerns/comments from delegates and Committee members at the November 30th Committee of the Whole meeting, staff have identified the following additional policy directions which are being recommended to be incorporated into the proposed New Official Plan:

- Requirements for Minimum Tower Separations

The introduction of a minimum tower separation would ensure that tall buildings within the downtown would be better dispersed to reduce the number of tall buildings that could occur in close proximity to each other. A tower separation requirement in policy would also improve overall access to sunlight and sky views and aid in creating more privacy for occupants of buildings. The City's existing Tall Building Guidelines contain a recommended tower separation of 25 metres between buildings which could be established as a policy requirement for all tall buildings in the Downtown through the proposed New Official Plan.

- Requirements for Maximum Floor Plates

The introduction of a maximum building floor plate for tall buildings to reduce the overall massing of tall buildings and contribute towards a high degree of architectural and urban design excellence. The City's existing Tall Building Guidelines contain a recommended maximum 750 square metre building floor plate, excluding balconies, which could be established as a policy requirement for all tall buildings in the Downtown through the proposed New Official Plan.

- Establish a Maximum Building Height for the proposed Downtown Tall Residential Precinct

In the current Official Plan, the Downtown Medium/High Density Residential Precinct most closely aligns with the proposed Downtown Tall Residential Precinct in terms of geography, intent and development permissions. The existing precinct does not identify a maximum building height in the Official Plan with the intention that maximum building heights would be established through the applicable Zoning By-Law or through an application for a Zoning By-Law amendment. This approach recognized the limited opportunity for redevelopment within the precinct area and the potential for a highly site-specific review to determine the appropriate maximum height where redevelopment was possible.

However, through staff's continuing work on the Downtown Mobility Hub Area Specific Plan, an overall height maximum for the precinct can be further explored to ensure that any future redevelopment reflects existing built form and development precedent in the area and remains consistent with the intent of the precinct.

In addition to the policies identified above, staff are in the process of developing a comprehensive set of future supporting policies for inclusion in the proposed New Official Plan for the Downtown upon completion of the current Downtown Mobility Hub Area Specific Plan.

Strategy/process

Supported by the supplementary information provided in this report, staff are recommending that the proposed new Official Plan policies and Precinct Plan for the Downtown Mobility Hub (included in staff reports PB-50-17, Proposed New Official Plan, November 2017, Appendix A, Subsection 8.1.1 & PB-81-17) be considered by the Planning and Development Committee for adoption in Burlington's new Official Plan on February 27, 2018, followed by adoption by Council.

The release of the proposed new Official Plan policies for the Downtown Mobility Hub in November, as well as the Committee meeting and discussions on November 30, 2017 and December 1, 2017, have provided an opportunity for public review of the document prior to Committee decision. Upon Council adoption, the proposed new Official Plan will be forwarded to the Region of Halton for approval.

In addition, the remaining downtown policies that will emerge upon conclusion of the Downtown Mobility Hub ASP, and policies related to the Aldershot GO, Burlington GO and Appleby GO Mobility Hubs will be incorporated into the proposed new Official Plan

by way of amendment to the proposed new OP or through the Halton Region approval process as a modification to the new OP.

Options considered

Recognizing the consistent focus of public and Council comments from the November 30 & December 1, 2017 Committee meeting regarding the potential concentration of tall buildings within the proposed Downtown Core precinct, another option would be to proceed with the incorporation of the Downtown Mobility Hub Precinct Plan, as proposed, into the New Official Plan, with the exception of the proposed Downtown Core precinct. For this precinct, the proposed maximum building height would be removed and temporarily replaced with a maximum building height permission equal to the existing as-built building height which currently exists on properties within the proposed Downtown Core precinct area. In this option, staff would continue to develop new and refined policies to address community and Council comments, including undertaking further review for the purposes of establishing a proposed maximum building height for the precinct. These refined policies would be brought forward as part of the final Downtown Area Specific Plan.

Financial Matters:

Not applicable.

Connections:

The Downtown Mobility Hub Area Specific Planning process was initiated in 2017 and has been conducted concurrently with the development of the proposed New Official Plan. The Downtown Mobility Hub process has resulted in new policies, and schedules that have been incorporated into the proposed new OP. Staff report PB-50-17 titled, "Proposed New Official Plan, November 2017" is related to this report.

GO Station Mobility Hubs

The three GO Station Mobility Hubs (Aldershot, Burlington and Appleby GO) are at a different stage of the Area Specific Planning process and are addressed through staff report PB-76-17 which was presented to the Planning and Development Committee on December 4, 2017.

Public Engagement Matters:

Refer to staff report PB-81-17.

Conclusion:

The proposed Downtown Mobility Hub Precinct Plan and Official Plan policies support the objectives of the City's Strategic Plan 2015-2041 and achieve many important city-building objectives including: the establishment of a public realm precinct that includes new and enhanced parks and promenades; the conservation of existing historic streetscapes; the provision of sites for future community and public services; the concentration of tall buildings in proximity to higher order public transit (Burlington GO); the establishment of height peaks and built form transitions; and the provision of development permissions that will attract future population and job growth to the downtown.

The proposed Downtown Mobility Hub policy framework secures additional public realm through future development applications; locates future building heights and densities in strategic areas; secures additional office space downtown; protects important view corridors and views to Lake Ontario and conserves important heritage resources.

Building upon extensive public engagement, staff recommending that the Downtown precinct plan be incorporated into the New Official Plan to establish the future vision for Downtown Burlington.

Respectfully submitted,

Rosa Bustamante, MCIP RPP, Manager of Policy Planning – Mobility Hubs, Ext. 7504

Phil Caldwell, MCIP RPP, Senior Planner – Mobility Hubs

Kyle Plas, MCIP RPP, Senior Planner – Mobility Hubs

Samantha Romlewski, M.Pl., Planner II – Mobility Hubs

Appendices:

- a. Downtown Burlington Urban Growth Centre from “Size and Location of Urban Growth Centres in the Greater Golden Horseshoe” (Fall 2008)
- b. Conceptual Rendering of Burlington’s Skyline, including Approved Developments & Conceptual Rendering of Burlington’s Skyline at Build-out, as per Proposed New Precinct Plan
- c. Conceptual Rendering of the North-East Corner of Brant Street and Lakeshore Road
- d. Conceptual Bird’s Eye View of the North-East Corner of Brant Street and Lakeshore Road
- e. Comparison of Current and Proposed Official Plan Downtown Precincts
- f. 2D Plan of Primary Downtown Redevelopment Sites at Build-Out
- g. Primary Downtown Redevelopment Sites (Block-by-Block Current vs. Proposed Precincts and Maximum Building Heights)

Notifications:

Curt Benson, Region of Halton

Dan Tovey, Region of Halton

Barb Veale, Conservation Halton

Mobility Hubs Project Contact List

Report Approval:

All reports are reviewed and/or approved by Department Director, Director of Finance and Director of Legal. Final approval is by the City Manager.

Appendix A – Downtown Burlington Urban Growth Centre from “Size and Location of Urban Growth Centres in the Greater Golden Horseshoe” (Fall 2008)

Downtown Burlington Urban Growth Centre



Appendix B

Conceptual Rendering of Burlington's Skyline, including Approved Developments



Conceptual Rendering of Burlington's Skyline at Build-out, as per Proposed New Precinct Plan



Appendix C – Conceptual Rendering of the North-East Corner of Brant Street and Lakeshore Road









Appendix D – Conceptual Bird's Eye View of the North-East Corner of Brant Street and Lakeshore Road








Appendix E – Comparison of Current and Proposed Official Plan Downtown

Precincts *(This chart is intended to demonstrate the key changes between the existing 9 Downtown Precincts / Designations and the proposed 11 Downtown Precincts and is not intended to represent precinct changes on a parcel specific basis).*



Current Downtown Official Plan Designations	Proposed Downtown Official Plan Designations
 Waterfront West / Public Lands Precinct <u>Permitted Uses:</u> existing uses; government and institutional uses, including hospitals and long-term care facilities.	 Downtown Parks and Promenades Precinct <u>Permitted Uses:</u> existing uses (including parks and promenades).
 Downtown Major Institutional Precinct <u>Permitted Uses:</u> public uses; institutional uses; community facilities and open space.	 Downtown Public Service Precinct <u>Permitted Uses:</u> residential uses (excluding stand-alone ground-oriented housing); office uses; retail and service commercial uses; hotel uses; entertainment uses; institutional uses; and recreational uses. <u>Height and Density:</u> to be established through the Area-Specific Plan.
 The St. Luke's and Emerald Neighbourhood Precincts  <u>Permitted Uses:</u> existing uses; detached dwellings; accessory dwelling units; group homes; home occupations; neighbourhood parks; offices in existing buildings. <u>Height and Density:</u> max density of 25 units per net hectare and max building height of 2 ½ storeys.	 The St. Luke's and Emerald Neighbourhood Precinct <u>Permitted Uses:</u> existing uses; single detached dwellings and semi-detached dwellings ; duplexes; group homes; secondary dwelling units; day care centres; offices in existing buildings. <u>Height and Density:</u> max density of 25 units per net hectare or density existing on a site, whichever is greater. Max building height of 2 ½ storeys. <u>Design Considerations for Semi-Detached Dwellings:</u> Built form, design elements, architectural features, building separation, lot coverage, scale, floor area ratio and landscape qualities that are prevalent in the neighbourhood to be considered; attached garages not permitted; detached garages to be located in the rear yard.
	 Bates Precinct <u>Permitted Uses:</u> residential uses; secondary dwelling units; office uses; retail and service commercial uses; hotel uses; and recreational uses. <u>Height and Density:</u> max height of 3 storeys. <u>Design Considerations:</u> max lot area to be established

	through the Area-Specific Plan; development shall be designed in a manner that respects and maintains the predominant physical character within the precinct, including, but not limited to, building setbacks, roof articulation and building materials.
	 Bates Precinct Special Planning Area
	<p><u>Permitted Uses</u>: residential uses; secondary dwelling units; office uses; retail and service commercial uses; hotel uses; and recreational uses.</p> <p><u>Height and Density</u>: development shall be permitted up to a maximum height as approved by the City through a site specific Official Plan Amendment application.</p>
	 Brant Main Street Precinct
	<p><u>Permitted Uses</u>: residential uses (excluding stand-alone ground-oriented dwellings); office uses; retail and service commercial uses; hotel uses; entertainment uses; recreational uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density</u>: min and max height of 3 storeys adjacent to Brant Street and a max height of 11 storeys adjacent to John or Locust Streets [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)];;</p> <p><u>Design Considerations</u>: achieve a terraced built form away from Brant Street through the use of a 45-degree angular plane measured from the centre line of Brant Street.</p>
	 Brant Main Street Precinct Special Planning Area
	<p><u>Permitted Uses</u>: residential uses (excluding stand-alone ground-oriented dwellings); office uses; retail and service commercial uses; hotel uses; entertainment uses; recreational uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density</u>: max height of 17 storeys, subject to design considerations listed below [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)];;</p> <p><u>Design Considerations</u>: views from James Street to the Civic Square, the City Hall tower and the Burlington War Memorial are maintained and enhanced; and provision of an at-grade public plaza immediately adjacent to the</p>

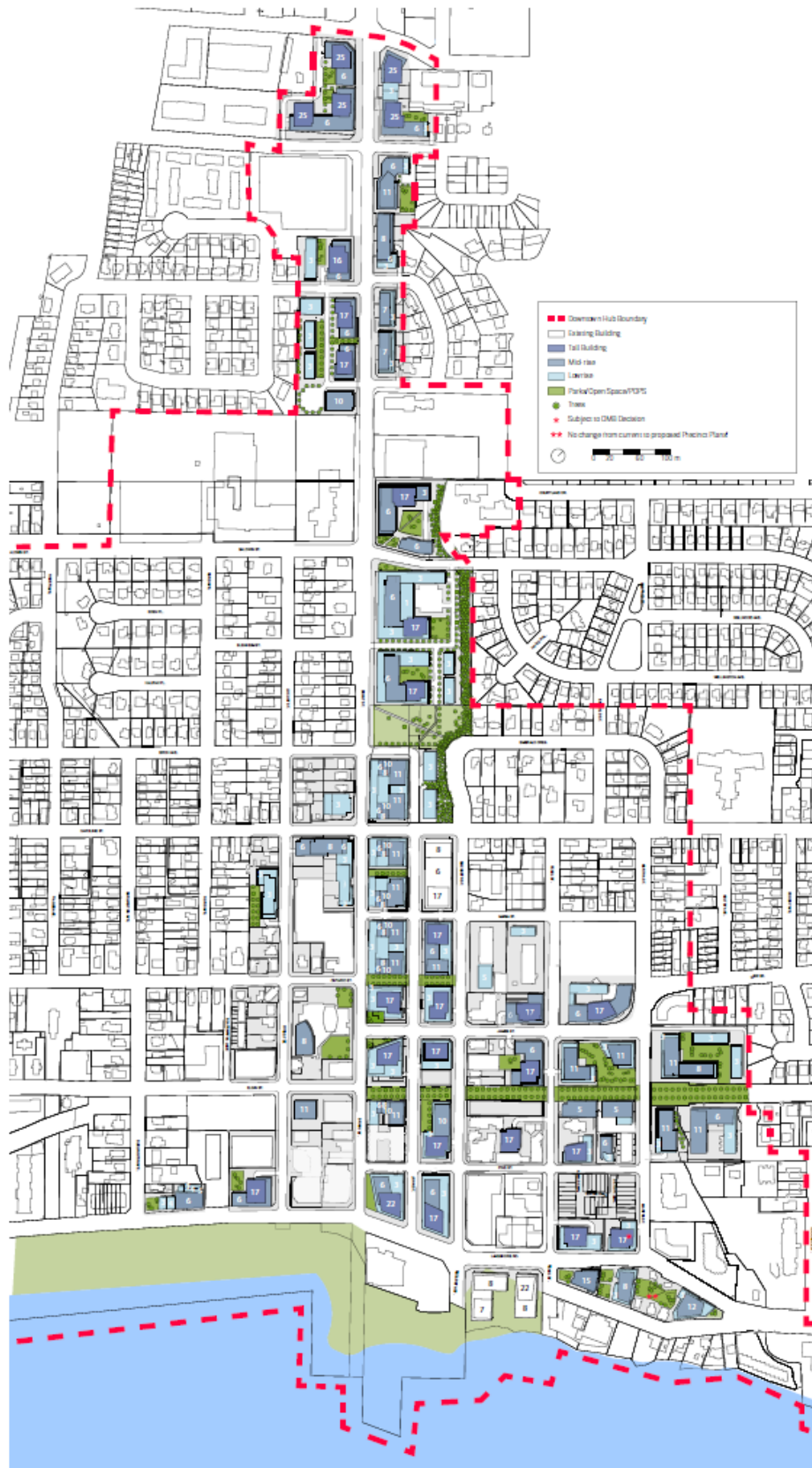
	intersection of Brant and James Street.
 Downtown Residential – Medium and/or High Density Precinct	 Downtown Mid-Rise Residential Precinct
<p><u>Permitted Uses:</u> existing uses; ground or non-ground oriented housing units, including assisted and special needs housing such as group homes, retirement homes and long-term care facilities;</p> <p><u>Height and Density:</u> no height maximum. The maximum density is 185 units per net hectare.</p> <p><u>Design Considerations:</u> all development and re-development shall be compatible with the existing character of these precincts and the neighbouring precincts with respect to matters as heights, setbacks, massing, design and community features.</p>	<p><u>Permitted Uses:</u> residential uses; retail and service commercial uses; office uses; and recreation uses.</p> <p><u>Height and Density:</u> maximum of 11 storeys [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)];. Maximum density to be established through the Area-Specific Plan.</p> <p><u>Design Considerations:</u> transition to, as well as achieve compatibility with, the St. Luke's and Emerald Neighbourhood Precinct as well as with other established residential neighbourhoods outside of the Downtown.</p>
	 Downtown Mid-Rise Residential Precinct Special Planning Area
	<p><u>Permitted Uses:</u> residential uses; retail and service commercial uses; office uses; and recreation uses.</p> <p><u>Height and Density:</u> maximum height of 6 storeys [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)];. Maximum density to be established through the Area-Specific Plan.</p> <p><u>Design Considerations:</u> terrace height away from Burlington Avenue and any other adjacent properties within the St. Luke's and Emerald Neighbourhood Precinct through the use of a 45-degree angular plane measured from the property line; provide a building podium containing ground-oriented dwelling units oriented towards Lakeshore Road; the height of the podium shall not exceed 2 ½ storeys; provide building setbacks from the podium to the remaining portions of the building.</p>
 Downtown Residential – Medium and/or High Density Precinct	 Downtown Tall Residential Precinct
<p><u>Permitted Uses:</u> existing uses; ground or non-ground oriented housing units, including assisted and special needs housing such as group homes, retirement homes and long-term care facilities.</p> <p><u>Height and Density:</u> no height maximum. The maximum density is 185 units per net hectare.</p> <p><u>Design Considerations:</u> all development and re-</p>	<p><u>Permitted Uses:</u> residential uses; retail and service commercial uses; office uses; and recreation uses.</p> <p><u>Height and Density:</u> minimum height of 12 storeys [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)];; maximum height shall be established through the Zoning By-law; maximum density (if</p>

<p>development shall be compatible with the existing character of these precincts and the neighbouring precincts with respect to matters as heights, setbacks, massing, design and community features.</p>	<p>required) to be established through the Area-Specific Plan.</p>
<div data-bbox="191 373 293 428" data-label="Image"></div> <p>Old Lakeshore Road Mixed Use Precinct</p> <p><u>Permitted Uses:</u> east & west sector - high density apartment residential uses; commercial activities including local service and retail uses, office and administrative uses; cultural uses of all types; leisure, recreation and hospitality uses; entertainment uses; community facilities. South sector – existing buildings only, unless shoreline studies are completed which indicate lands are developable.</p> <p><u>Height and Density:</u> west sector – maximum height of 15 storeys and 47m; east sector – maximum height of 8 storeys and 29m; south sector – existing building height.</p> <p><u>Design Considerations:</u> west sector – provide compatibility with surrounding land uses and a sense of pedestrian scale by the use of building design incorporating a ground level, street-oriented podium; assembly of lands; continuation of street alignment; construction and dedication a public waterfront access; closure of a portion of Old Lakeshore Road; provision of a view corridor; provision of enhanced public spaces; preservation or relocation of significant cultural heritage resources; and submission of an angular plane study, identifying visual, sun shadowing and wind impacts. East Sector - provide compatibility with surrounding land uses and a sense of pedestrian scale by the use of building design incorporating a ground level, street-oriented podium. Realignment of Old Lakeshore Road; preservation or relocation of significant cultural heritage resources; and submission of an angular plane study, identifying visual, sun shadowing and wind impacts.</p>	<div data-bbox="833 373 935 428" data-label="Image"></div> <p>Old Lakeshore Road Precinct</p> <p><u>Permitted Uses:</u> residential uses (excluding stand-alone ground-oriented dwellings); office uses; retail and service commercial uses; hotel uses; entertainment uses; recreation uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density:</u> west sector – maximum height of 15 storeys and 47m; east sector – maximum height of 8 storeys and 29m; south sector – existing building height.</p> <p><u>Design Considerations:</u> west sector – assembly of lands; continuation of street alignment; construction and dedication a public waterfront access; closure of a portion of Old Lakeshore Road; provision of a view corridor; provision of enhanced public spaces; conservation or relocation of significant cultural heritage resources; submission of an angular plane study, identifying visual, sun shadowing and wind impacts; and community benefits. East Sector - realignment of Old Lakeshore Road; conservation or relocation of significant cultural heritage resources; submission of an angular plane study, identifying visual, sun shadowing and wind impacts; and community benefits.</p>
<div data-bbox="215 1535 310 1583" data-label="Image"></div> <p>Downtown Core Precinct</p> <p><u>Permitted Uses:</u> commercial activities including local service and retail uses to office and administrative uses; high-density residential apartment uses; cultural uses; recreation and hospitality uses; entertainment uses; and community facilities.</p> <p><u>Height and Density:</u> maximum height of 8 storeys and 29m may be permitted where they provide compatibility with surrounding land uses and a sense of pedestrian scale by the use of terracing above the 2nd</p>	<div data-bbox="833 1535 935 1583" data-label="Image"></div> <p>Downtown Core Precinct</p> <p><u>Permitted Uses:</u> office uses; residential uses (excluding stand-alone ground-oriented dwellings); retail and service commercial uses; hotel uses; entertainment uses; recreation uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density:</u> maximum height of 17 storeys [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)]; maximum density to be established</p>

<p>floor, and subject to community benefits. Maximum floor area ratio of 4.0:1, with higher floor area ratios permitted in conjunction with items listed above.</p> <p><u>Design Considerations:</u> retail or service commercial uses are required continuously at grade along public streets in residential or office buildings and in parking garages, except where bordering residential precincts. Buildings shall be required to be constructed to the street line with no surface parking permitted, except for loading or emergency vehicles; on-site parking is not required for non-residential uses; angular plane study, identifying visual, sun shadowing and wind impacts.</p>	<p>through the Area-Specific Plan.</p> <p><u>Design Considerations:</u> office uses shall be required on the entire 2nd and/or 3rd storey of a development. In addition to the Tall Building Design Guidelines, further design considerations will be established through the Area-Specific Plan.</p>
<div data-bbox="203 636 293 684" data-label="Image"></div> <p>Wellington Square</p> <p><u>Permitted Uses:</u> commercial activities including local service and retail uses to office and administrative uses; high-density residential apartment uses; cultural uses of all types; recreation and hospitality uses; entertainment uses; and community facilities.</p> <p><u>Height and Density:</u> maximum height of 14 storeys may be permitted where they provide compatibility with surrounding land uses and a sense of pedestrian scale by the use of terracing above the 2nd floor, and subject to community benefits. Maximum floor area ratio shall be 5.0:1, with higher floor area ratios permitted in conjunction with items listed above.</p> <p><u>Design Considerations:</u> retail or service commercial uses are required continuously at grade along public streets in residential or office buildings and in parking garages. Buildings shall be required to be constructed to the street line with no surface parking permitted, except for loading or emergency vehicles; on-site parking is not required for non-residential uses; view corridors to lake to be protected; and angular plane study, identifying visual, sun shadowing and wind impacts.</p>	<div data-bbox="828 636 919 684" data-label="Image"></div> <p>Downtown Core Precinct</p> <p><u>Permitted Uses:</u> office uses; residential uses (excluding stand-alone ground-oriented dwellings); retail and service commercial uses; hotel uses; entertainment uses; recreation uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density:</u> maximum height of 17 storeys [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)]; maximum density to be established through the Area-Specific Plan.</p> <p><u>Design Considerations:</u> office uses shall be required on the entire 2nd and/or 3rd storey of a development. In addition to the Tall Building Design Guidelines, further design considerations will be established through the Area-Specific Plan.</p>
	<div data-bbox="828 1476 919 1524" data-label="Image"></div> <p>The Cannery</p> <p><u>Permitted Uses:</u> residential uses (excluding stand-alone ground-oriented dwellings); office uses; retail and service commercial uses; hotel uses; entertainment uses; and recreation uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density:</u> maximum height of 22 storeys, subject to design considerations [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(I)];.</p> <p><u>Design Considerations:</u> conservation and protection of</p>

	significant cultural heritage resources; provision of an at-grade linear public space resulting in a functional public plaza; protection and enhancement of public views to the Brant Street Pier and Lake Ontario; and for floors above the 17 th storey, the incorporation of a variety of architectural elements to the building including, but not limited to, step backs, material variations, lighting and other elements.
 Mixed Use Corridor - General	 Upper Brant Precinct
<p><u>Permitted Uses</u>: a wide range of retail, service commercial and personal service uses; financial institutions and services; office uses; entertainment, recreation and other community facilities; high density residential uses; and townhouses as a component of an overall development.</p> <p><u>Height and Density</u>: maximum height of 6 storeys. Maximum floor area ratio shall be 1.5:1. City Council may consider a higher floor area ratio in conjunction with a site-specific rezoning or variance application, subject to design consideration.</p> <p><u>Design Considerations</u>: provision of compatibility with adjacent uses through measures such as terracing, a high quality of building design, landscaping and streetscaping and the provision of underground parking.</p>	<p><u>Permitted Uses</u>: residential uses (excluding stand-alone ground-oriented dwellings); office uses; retail and service commercial uses; hotel uses; entertainment uses; and recreation uses. Development shall contain a minimum of 2 permitted uses.</p> <p><u>Height and Density</u>: maximum height of 25 storeys, subject to design considerations [subject to the provision of public amenities / community benefits as per proposed Official Plan policy 8.1.1.(3.2)(l)];.</p> <p><u>Design Considerations</u>: development shall not exceed a height of 1 storey for every 4.5m of parcel depth for sites located immediately adjacent to properties designated Residential Low-Density. Mid-rise and tall buildings shall achieve a terraced built form with building height oriented towards Brant Street and away from areas designated Residential Low-Density. Terracing shall be in accordance with a 45-degree angular plane measured from a property line shared with a property designated Residential Low-Density.</p>

Appendix F – 2D Plan of Primary Downtown Redevelopment Sites at Build-Out



Appendix G – Primary Downtown Redevelopment Sites (Block-by-Block Current vs. Proposed Precincts and Maximum Building Heights)



Primary Redevelopment Blocks (Current vs. Proposed)				
Block #	Current Official Plan Precinct/ Designation	Current Maximum Building Height (storeys)	Proposed Official Plan Precinct	Proposed Maximum Building Height (storeys)
1	Mixed Use Corridor - General	6	Upper Brant	25*
2	Mixed Use Corridor - General	6	Upper Brant	25*
3	Mixed Use Corridor - General	6	Upper Brant	8 to 11* **
4/5	Mixed Use Corridor - General	6	Upper Brant	16* **
6	Mixed Use Corridor - General	6	Upper Brant	6 to 8* **
7	Mixed Use Corridor - General	6	Downtown Core	17*
8	Downtown Core	8*	Downtown Core	17*
9	Downtown Core	8*	Brant Main Street	3 to 11*
10	Downtown Core	8* ***	Bates	3
11	Downtown Core	8*	Brant Main Street	3 to 11*
12	Downtown Core	8*	Brant Main Street	3 to 11*
13	Downtown Core	8* ***	Bates	3
14	Downtown Core	8*	Brant Main Street (Special Planning Area NE corner of Brant/James)	3 to 11* (up to 17* at NE corner of Brant/James)
15	Downtown Core	8*	Downtown Core	17*
16	Downtown Core	8*	Public Service	No Maximum ****
17	Downtown Core	8*	Brant Main Street (Special Planning Area SE corner of Brant/James)	3 to 11* (up to 17* at SE corner of Brant/James)
18	Downtown Core	8*	Downtown Core	17*
19	Downtown Core	8*	Downtown Core	17*
20	Downtown Core	8*	Downtown Core	17*
21	Downtown Core/ Downtown Residential Medium and/or High Density	8* (along Pearl)/No Maximum **** (along Martha)	Downtown Mid-Rise Residential	11*
22	Downtown Residential Medium and/or High Density	No Maximum ****	Downtown Mid-Rise Residential	11*

23	Downtown Core	8*	Brant Main Street	3 to 11*
24	Downtown Core	8*	Downtown Core	17*
25	Downtown Core/ Downtown Residential Medium and/or High Density	8* (along Pearl) / No Maximum **** (along Martha)	Downtown Core/ Downtown Mid-Rise Residential	17* (along Pearl) / 11* (along Martha)
26	Downtown Residential Medium and/or High Density	No Maximum ****	Downtown Mid-Rise Residential	11*
27	Wellington Square Mixed Use	14*	Downtown Core	17*
28	Wellington Square Mixed Use	14*	The Cannery	22*
29	Wellington Square Mixed Use	14*	Downtown Core	17*
30	Downtown Core	8*	Downtown Core	17*
31	Old Lakeshore Road Mixed Use	6 to 15*	Old Lakeshore Road Mixed Use	6 to 15*
32	Downtown Core	8*	Downtown Core	17*
33	Downtown Residential Medium and/or High Density	No Maximum ****	Downtown Mid-Rise Residential Special Planning Area	3 to 6*

* Subject to provision of public amenities/community benefits

** Maximum height subject to proposed Official Plan policy 8.1.1.(3.14.1) c) (i) of one storey per 4.5m of parcel depth. Height maximum is approximate.

*** Subject to existing Official Plan character/built form policies limiting ability to achieve maximum permitted height

**** Maximum height established through the Zoning By-Law



... Memo

To: Planning and Development Committee

From: Councillor Marianne Meed Ward

Cc: Amber LaPointe, Committee Clerk
Bill Janssen, Director of Department of City Building – Planning, Building & Culture

Date: January 11, 2018

Re: Proposed changes to draft Official Plan downtown policies

As the Ward councillor for the downtown, I am bringing a series of motions detailed below to modify the proposed new Official Plan policies to avoid overintensification and ensure balanced growth in keeping with our strategic plan and requirements under provincial and regional policies.

The motions detailed in this memo are accompanied by a powerpoint presentation and relevant hard copy maps will be available at committee.

Motion: 1

Defer approval of Official Plan till after the 2018 Municipal Election

Rationale:

- Major changes are coming to the city through proposed intensification in the mobility hubs at the 3 Burlington GO stations, and the downtown.
- When the Official Plan review began in December 2011, changes to the downtown were out of the scope. The mobility hubs were not included in the scope.
- In October 2016, the city shifted from an update to a rewrite of the plan. The first draft was released in April 2017. Downtown and mobility hubs policies were not included.
- Proposed changes were first released in September for the downtown, and in November for the GO stations. Area specific plans are still to come.
- There is considerable community opposition to some of the proposed changes, particularly in the downtown.
- We need time to get this right and give the community more voice, by testing the proposed plan democratically via the 2018 election.
- There is no need or requirement from the province to rush.

- Council continues to retain full decision-making control over applications that may come in prior to approval of the Official Plan. Rules around appeals to the new Local Planning Appeal Tribunal restrict what can be appealed and give more weight to local decisions, further strengthening council's decision-making authority.

Motion: 2

Direct staff to discuss with the Region and province the possibility of removing the mobility hub classification for the downtown, and shifting the Urban Growth Centre to the Burlington GO station.

Rationale:

- The Urban Growth Centre and Mobility Hub designations have put pressure on the downtown for overintensification (eg. ADI development at Martha & Lakeshore, unanimously rejected by council and staff).
- The city has input on the location of Urban Growth Centres and Mobility Hubs, and recently added more Mobility Hubs on its own without direction from the province (Aldershot and Appleby). Ergo we can work with the region and province to request a shift in the UGC to the existing designated mobility hub at the Burlington GO station. Urban Growth Centre boundaries recently changed – and can be changed again.
- The city is positioned to meet city-wide growth targets set by the province for 2031 within the next five years: the population target is 185,000; 2016 census shows the city at 183,000, with 1,000 units under construction at the Burlington GO station alone.
- Downtown will continue to absorb its share of city growth under current Official Plan permissions, and will surpass a target density of 200 people or jobs within 5 to 8 years.
- There is significant development interest in the downtown, with at least 23 areas under construction, approved (whether built or not), under appeal, at pre-consultation, or subject to known land assembly. See powerpoint map as Appendix 1.
- The downtown can meet the intent of provincial policy and the strategic plan without the pressure to overintensify that comes with UGC and Mobility Hub designations.
- I have spoken with The Director of Planning Services/ Chief Planning Official at Halton Region who is open to this conversation, without precluding any outcome. The Region will be reviewing its own Official Plan in 2019.

Motion 3: Staff Direction

Direct staff to work with the Region of Halton to review the Downtown Urban Growth Centre boundaries, and consider restoring original boundaries with the exception of Spencer Smith Park.

Rationale:

- Parts of stable neighbourhoods and a community park have been added to the Urban Growth Centre, while the intent of the boundaries is to protect and exclude stable neighbourhoods.
- Areas of high density including mid-rises and highrises have been eliminated , while the intent of the boundary was to accommodate higher density built forms.

See powerpoint maps as Appendix 2 and 3, showing the change in UGC boundaries, and the underlying planning designations, showing locations of stable neighbourhoods and growth areas.

I have spoken with The Director of Planning Services/ Chief Planning Official at Halton Region who is supportive of the proposed boundary changes. The Region will be reviewing its own Official Plan in 2019.

Areas to Eliminate:

- Ontario North/East of the hydro corridor
- West side of Locust and parcel fronting Hurd
- West side of Martha to James, including Lion's Club Park

Areas to Add back:

- Ghent West to Hager
- Lakeshore South of Torrance
- South East parcels of James/Martha

Motion 4:

4a Retain the current height restriction of 4 storeys (with permission to go to 8 storeys with community benefits) for the Downtown Core Precinct. Proposed height in the new Official Plan is 17 storeys as of right.

4b Include a range of heights in the precinct, to help secure community benefits during redevelopment.

4c Include policies to allow additional density in developments that preserve heritage buildings, as a factor of square footage preserved.

Refer to powerpoint Appendix E, map showing heritage properties and heights downtown; and Appendix F providing a listing of historic properties (designated and not designated).

Rationale:

The downtown can meet growth targets under existing planning permissions. Refer to the intensification analysis completed by staff for the 421 Brant/James proposal, and earlier for the ADI proposal at Martha/Lakeshore. There is no policy need under provincial legislation or the city's strategic plan to overintensify to accommodate growth.

The majority of residents are not supportive of this height in this precinct. Residents are supportive of a range of new developments up to a mid-rise character as reflected in the existing plan (4-8 storeys).

Approving an upzone to 17 storeys as of right does not provide opportunity to negotiate community benefits, for example heritage preservation, affordable and family housing, additional greenspace setbacks and streetscaping, parking and other matters. That can be achieved in part by including a range of heights in the plan, which the existing policy framework has. That can also be achieved by writing into the precinct policies extra density in respect of the square footage of the historic buildings preserved. There is precedent: the existing OP for the Old Lakeshore Road area includes density increases for heritage protection during redevelopment; add similar policies to the downtown core precinct.

Upzoning to 17 storeys would compromise the historic character of parts of the precinct, create a potential forest of highrises every 25 metres in this area should landowners take advantage of the new heights by application, in accordance with the Tall Building Guidelines, and make it more difficult to preserve historic (but not designated) buildings in the downtown, as the air rights of these existing 2-3 storey buildings would be more valuable than retaining the building.

There are 93 properties in the downtown mobility hub study area of heritage significance (municipal register or designated).

- Of these 26 are designated
- 5 adjacent to mobility hub, 1 of these designated

Motion 5:

Height restriction of 3 storeys along Brant Street with permission to go to 11 storeys along John Street frontage, only with the provision of community benefits.

Rationale:

Existing permissions are 4 storeys along Brant, up to 8 with provision of community benefits. The proposed is 3-11, which is roughly the same; this motion seeks additional of language that allows securing community benefits to get to the full 11 storeys.

Motion 6:

6a. Add the north west corner of Burlington Avenue and Lakeshore Road to the special planning area to match the north east corner.

6b. Reduce height to 3 storeys.

Current proposal in the Official Plan is 6 storeys, on the east side only.

Rational:

Burlington Avenue and Lakeshore is a gateway to the stable neighbourhood of St. Luke's. This corner has existing townhouses and single family homes that contain multiple units. Both sides of the street should be treated the same; the proposed 3 storeys reflects existing built form and is compatible with the balance of the street in the St. Luke's Precinct. Higher height/density will put pressure on development creep up the street into the neighbourhood.

Motion 7:

Reduce the cannery district at the north east corner of Lakeshore Road and Brant Street to 15 storeys.

Rationale: Reflects existing heights in the area.

Motion 8: Upper Brant Precinct:

8a. Remove East side of Brant from Blairholm to Prospect

8b. Remove West side of Brant from Blairholm to Olga

Existing heights are 4-6 storeys; that is an appropriate transition in these two areas which back onto stable neighbourhoods. See powerpoint map.

Thank you for your consideration.

Marianne Meed Ward
City & Regional Councillor, Ward 2

Appendix F

Properties on Municipal Register of Cultural Heritage Resources located within Downtown Mobility Hub Study Area

Effective November 29, 2017

Street No	Street Name	Heritage Name	OHA Designation	Municipal Register	Grade	Ward	Year Built
1	1433 Baldwin Street	Central High School	No	Yes	A	2	1922
2	1454 Birch Ave	The Edwin Thorpe Retirement	No	Yes	A	2	1917
3	361 Brant St	The LePatourel Drug Store	No	Yes	A	2	1881
4	368 Brant St	The Bell - Wiggins Boot and	No	Yes	A	2	1867
5	400 Brant St	Sherwood Inn: FormerlyThe	No	Yes	A	2	1860
6	401 Brant St	The Cline / Dickenson / John	No	Yes	A	2	1872
7	463 Brant St	The James Allen Carriage Works	No	Yes	A	2	1850-55
8	590 Brant St	The Phil C. Patriarche House	No	Yes	A	2	1913
9	638 Brant St	Burlington Central Public Sch	No	Yes	A	2	1912
10	431 Brock Ave	Hamilton and North Western	No	Yes	A	2	1875/77
11	433 Brock Ave	Hamilton and North Western	No	Yes	A	2	1875/77
12	415 Burlington Ave	The George and Josephine N	Yes	Yes	B	2	
13	418 Burlington Ave	The John Bell House	No	Yes	A	2	1885
14	419 Burlington Ave	The Buntion - Knife - Flock H	No	Yes	A	2	1860s
15	431 Burlington Ave	the William Graham - Marga	No	Yes	A	2	1887
16	432 Burlington Ave		No	Yes	A	2	1885
17	436 Burlington Ave	The Toronto and Niagara Pov	Yes	Yes	A	2	1914
18	460 Burlington Ave	The Henry Foster House	No	Yes	A	2	1885
19	466 Burlington Ave	The O. T. Springer House	No	Yes	A	2	1907
20	472 Burlington Ave	The George Blair House	No	Yes	A	2	1885
21	479 Burlington Ave	The Allen McIlwain House	Yes	Yes	B	2	
22	482 Burlington Ave	Maplelawn: The Gordon - Sn	No	Yes	A	2	1905
23	526 Burlington Ave	Red Ash: The Wheeler - Free	Yes	Yes	B	2	
24	534 Burlington Ave	The Skelton - Giddings House	Yes	Yes	A	2	
25	1435 Caroline St	The Hatton / Hurd Farm and Mc	Yes	Yes	B	2	
26	2057 Caroline St	The Hart House	No	Yes	A	2	1890
27	2063 Caroline St	The Ellis Hughes House	No	Yes	A	2	1893
28	2085 Caroline St	The Ellis Hughes Cleaver Jr H	Yes	Yes	B	2	1924
29	1371 Elgin St	St. Luke's Church and Burying G	No	Yes	A	2	1834

30	415 Elizabeth St	The Stinson - Morraine House	No	Yes	A	2	1850
31	417 Elizabeth St	The Stinson - Morraine House	No	Yes	A	2	1850
32	423 Elizabeth St	The Bastedo - Redmond - Jo	No	Yes	A	2	1855/80
33	451 Elizabeth St	The Former Methodist Episcopa	No	Yes	A	2	1868
34	461 Elizabeth St	Knox Presbyterian Church	No	Yes	A	2	1845/77
35	482 Elizabeth St	The Laing - Speers House an	No	Yes	A	2	1873
36	490 Elizabeth St	The Laing - Fisher House Shi	No	Yes	A	2	1855/1913
37	2040 Emerald Cres	The Betty Taylor House	Yes	Yes	A	2	
38	524 Emerald St	Oreland McIntyre house	Yes	Yes	A	2	
39	518 Hager Ave	The Calvary Baptist Church I	No	Yes	A	2	1910
40	524 Hager Ave	The Bamford House	No	Yes	A	2	1912
41	532 Hager Ave	The Frank Coleman House	No	Yes	A	2	1912
42	539 Hager Ave	The Jim Coleman House	No	Yes	A	2	1912
43	550 Hurd Ave	The Hepton - Weeks House	No	Yes	A	2	1913
44	2031 James St		No	Yes	A	2	1876
45	444 John St	The Dickenson Ice House	No	Yes	A	2	1916
46	482 John St		No	Yes	A	2	
47	1421 Lakeshore Rd	The Graham House	No	Yes	A	2	1894
48	2015 Lakeshore Rd	The Shaver Building	No	Yes	A	2	1881
49	2017 Lakeshore Rd	The Shaver Building	No	Yes	A	2	1881
50	2137 Lakeshore Rd	The Sewage Pumping Statio	No	Yes	A	2	1915
51	2187 Lakeshore Rd	The Dalton - Bell House	No	Yes	A	2	1880
52	2201 Lakeshore Rd	Apple Villa: The William Dalt	No	Yes	A	2	1872
53	2222 Lakeshore Rd	Brant's Landing	Yes	Yes	A	2	
54	447 Locust St		Yes	Yes	B	2	
55	449 Locust St		Yes	Yes	B	2	
56	468 Locust St	The Robert Kentner House	No	Yes	A	2	1884
57	471 Locust St	The Atkinson - Peart House	No	Yes	A	2	1885
58	472 Locust St	L'Eglise St Philippe Originally Cal	No	Yes	A	2	1875
59	560 Locust St	The Charlotte Pettit Retirement	No	Yes	A	2	1917
60	566 Locust St	The Harry Blessinger Retirement	No	Yes	A	2	1922
61	572 Locust St		No	Yes	A	2	1925
62	576 Locust St		No	Yes	A	2	1937
63	464/462 Locust St	The Richard Cole House	Yes	Yes	A	2	

Street No	Street Name	Heritage Name	OHA Designation	Municipal Register	Grade	Ward	Year Built
1	2021 Blairholm Ave	Ogg- Blair House	Yes	Yes	A	2	
2	470 Maple Ave	The David Bastedo House (form	No	Yes	A	2	1860s
3	562 Maple Ave	The Robert Lindley House	No	Yes	A	1	1875
4	357 Torrance St	The Joseph Acland House	No	Yes	A	2	1880
5	367 Torrance St	The Torrance House	No	Yes	A	2	1889

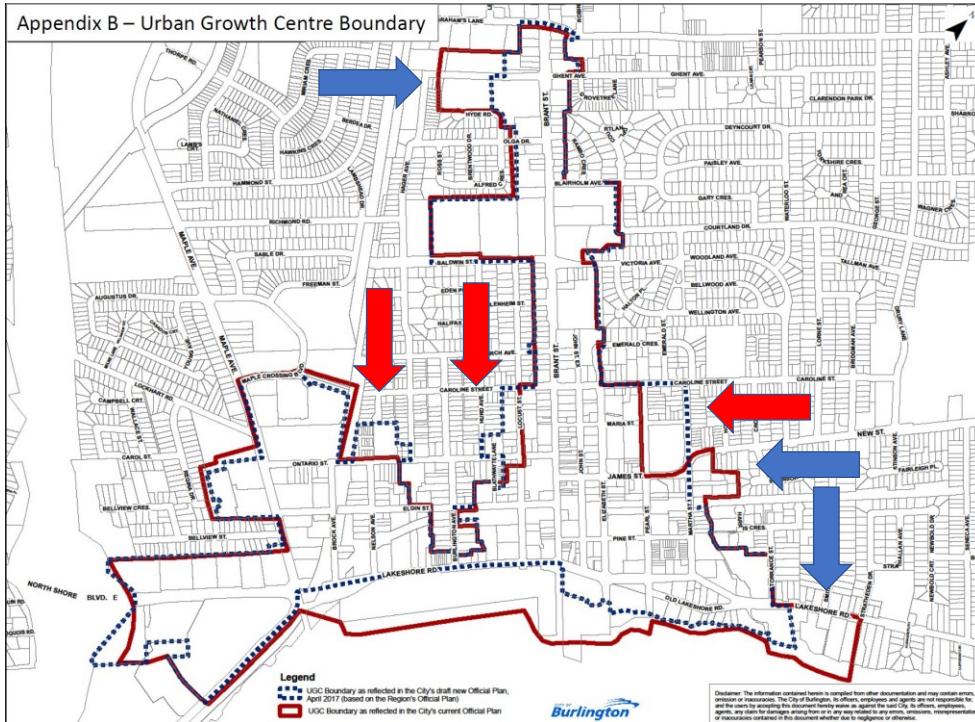


Proposed Changes to draft Official Plan downtown policies Jan. 23, 2018

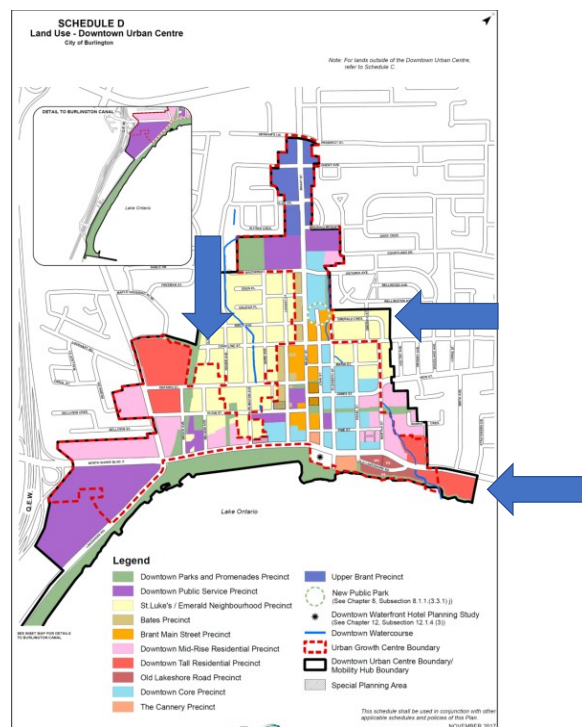
Marianne Meed Ward
City/Regional Councillor
www.ward2news.ca

Motion: 1

Defer approval of Official Plan till after the 2018 Municipal Election



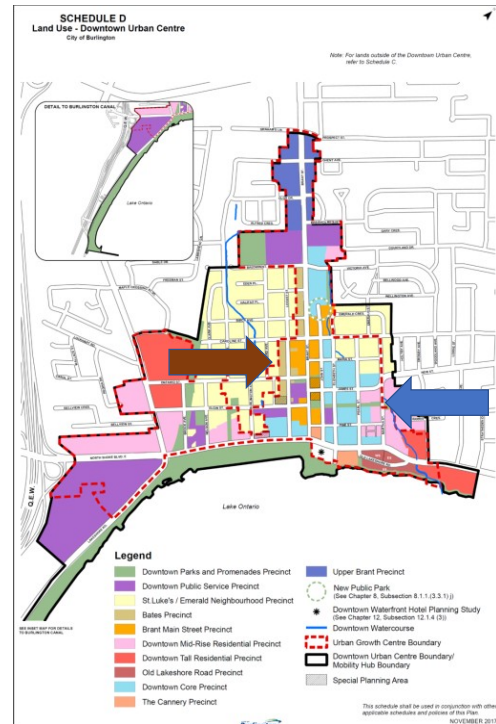
APPENDIX C



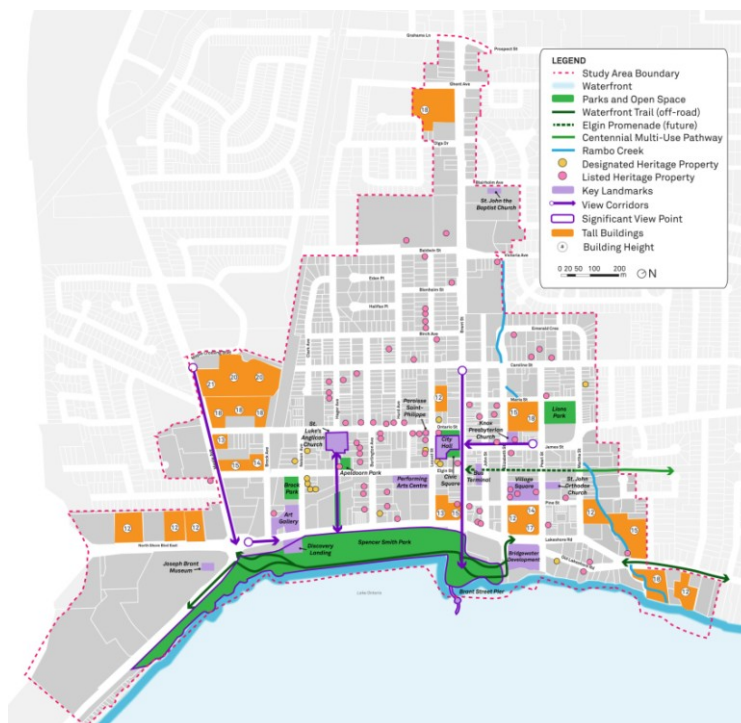
Motion 4:

APPENDIX D

- 4A) Retain the current height restriction of 4 storeys (with permission to go to 8 storeys with community benefits) for the Downtown Core Precinct
- 4B) Include a range of heights in the precinct, to help secure community benefits during redevelopment
- 4C) Include policies to allow additional density in developments that preserve heritage buildings, as a factor of square footage preserved.



Appendix E



Heritage

- 93 properties in the downtown mobility hub study area of heritage significance (municipal register or designated)
- Of these 26 designated
- 5 adjacent to mobility hub, 1 of these designated



Motion 5:

- 5A) Height restriction of 3 storeys along Brant Street with permission to go to 11 storeys along John Street frontage only with the provision of community benefits.
- 5B) Remove special policy area at the South East corner Brant/James.

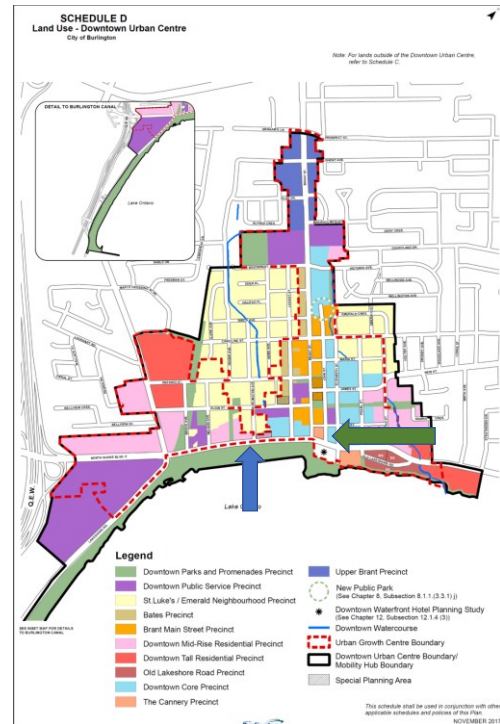


Motion 6: Mid-Rise Residential Precinct:

- 6A. Add the north west corner of Burlington Avenue and Lakeshore Road to the special planning area (6 storeys) to match the north east corner.
- 6B. Reduce height to 3 storeys.

Motion 7: Cannery Precinct:

- Reduce the cannery district at the north east corner of Lakeshore Road and Brant Street to 15 storeys.



Motion 8: Upper Brant Precinct:

- Remove East side of Brant from Blairholm to Prospect
- Remove West side of Brant from Blairholm to Olga

