



**SUBJECT: Proposed Downtown Mobility Hub Precinct Plan and Proposed Official Plan Policies**

**TO: Committee of the Whole**

**FROM: Planning and Building Department**

Report Number: PB-81-17

Wards Affected: 2

File Numbers: 502-02-68

Date to Committee: November 30, 2017

Date to Council: December 11, 2017

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**Recommendation:**

Receive and file planning and building department report PB-81-17 regarding proposed downtown mobility hub precinct plan and proposed official plan policies, in conjunction with planning and building department report PB-50-17 regarding proposed new official plan, November 2017.

**Purpose:**

The purpose of this report is to release the proposed Downtown Mobility Hub Precinct Plan and Official Plan policies developed to date through the Downtown Mobility Hub Area Specific Planning process for community and Council consideration and highlight the key areas of change between the Downtown Mobility Hub draft new Precinct Plan (September 2017, PB-68-17) and the Proposed Downtown Mobility Hub Precinct Plan (November 2017, PB-81-17). The proposed Downtown Mobility Hub Precinct Plan sets the framework for the creation of the Area Specific Plan (ASP) for Downtown Burlington.

By undertaking Area Specific Plans (ASPs), also referred to as secondary plans, for Burlington's Mobility Hubs, the City continues to implement the objectives of the Strategic Plan and Official Plan to direct intensification, achieve transit-supportive densities and develop pedestrian and transit-oriented mixed use areas in the Downtown Urban Growth Centre and at the City's key major transit station areas (i.e. the GO stations). 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

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## **Background and Discussion:**

In July 2016, Burlington City Council approved staff report PB-48-16 which outlined a work plan, allocation of staff resources and required funding to simultaneously develop four ASPs, one for each of Burlington's Mobility Hubs. The project was approved with unanimous City Council support.

In December 2016, the Mobility Hubs Team undertook a competitive Request for Proposals (RFP) process to retain a consulting team to assist with the development of the ASPs for each of Burlington's four Mobility Hubs.

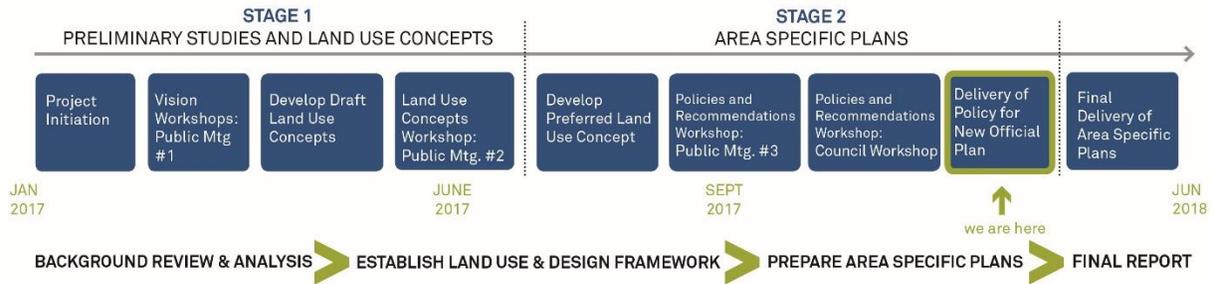
In April 2017, the Mobility Hubs Team initiated the study publicly with a launch party followed by the beginning of a comprehensive public consultation program around the future vision of each of the Mobility Hubs.

In addition to achieving City Council's objectives for intensification and growth, the Mobility Hub ASPs will also support the objectives of Metrolinx's The Big Move, including the development of Regional Express Rail (RER) service, through the creation of complete communities with transit-supportive densities, as identified through the Province's Growth Plan for the Greater Golden Horseshoe and in the Region of Halton's Official Plan.

Schedule 1 of The Big Move recognizes two Mobility Hubs in Burlington: the Downtown Mobility Hub is identified as an Anchor Mobility Hub and the Burlington GO Mobility is identified as a Gateway Hub. In the City's proposed new Official Plan, all three GO Stations and the downtown are identified as Mobility Hubs and as areas of strategic importance to accommodate the City's future growth. Through this strategy, the City is also protecting the established neighbourhood areas.

The proposed Downtown Mobility Hub Precinct Plan and Official Plan policies will be considered by Council in January 2018. The Downtown Mobility Hub Study remains on target, with the delivery of the ASP for the Downtown Mobility Hub planned for June 2018. Following the approval of the ASPs in June 2018, work on the implementation tools of the ASPs (e.g. zoning, urban design guidelines, etc) will commence.

## DOWNTOWN MOBILITY HUB



### Downtown Mobility Hub Boundary

The Downtown Mobility Hub boundary includes both the existing “Downtown Mixed Use Centre” boundary in the current Official Plan as well as the updated Urban Growth Centre (UGC) boundary, the latter of which is subject to the Province’s minimum density target of 200 people and jobs combined per hectare by 2031, or earlier, as identified in the Province’s Growth Plan.

An updated Urban Growth Centre boundary has been incorporated as part of the proposed new Official Plan and the Downtown ASP planning process to achieve conformity with modifications made by the Region of Halton through Regional Official Plan Amendment 38. The key changes to the Urban Growth Centre boundary are generally described below and have been reflected in the proposed new Official Plan:

- The removal of Spencer Smith Park;
- The removal and inclusion of various properties at the eastern edge of the boundary;
- The inclusion of parcels on Ontario Street west of Hager Avenue, and in the area of Locust Street and Ontario Street; and
- The removal of parcels along Ghent Avenue west of Brant Street.

Based on this updated boundary, the Urban Growth Centre boundary has been reduced to an area of 104.6 hectares (Appendix B).

### Downtown Mobility Hub Public Engagement

Staff held public meetings for the Downtown Mobility Hub in April, June and September 2017.

Public Engagement	Topic	Estimated Attendance
<b>April 20</b>	Downtown Visioning Workshop	70
<b>June 21</b>	Downtown Mobility Hub Draft Concepts Workshop	75
<b>September 7</b>	Downtown Mobility Hub Draft New Precinct Plan	85

The downtown visioning workshop held in April explored public values about four key areas: community features, getting around, public spaces and private places. Following the feedback collected at the visioning workshop and subsequent coffee shop consultations and drop-in open houses, two draft concepts were prepared which demonstrated two different growth scenarios for the downtown. These scenarios were intended to prompt discussion about where future potential height and density could be accommodated in the downtown.

The community provided a significant amount of feedback on the concepts including their collective desires to:

- Protect the character and experience of Brant Street;
- Protect views to the lake;
- Protect low density residential areas through transitions between taller buildings and existing homes; and
- Locate taller buildings closer to the Burlington GO Station where they will be more walkable to higher order transit because additional transportation infrastructure is available and fewer compatibility issues are present.

### **Downtown Mobility Hub Draft Precinct Plan Objectives**

The proposed Downtown Mobility Hub Draft Precinct Plan and Official Plan policies represent a refinement to the existing Downtown Precinct System to achieve the following objectives for the Downtown Mobility Hub:

- 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;
- Where possible, establishing maximum building heights which are consistent with existing development precedent;

- Ensuring that the tallest developments are in areas of the Downtown Mobility Hub which have the greatest pedestrian access to higher order transit (Burlington GO);
- Concentrating the tallest developments in areas away from Lake Ontario to increase affordability and attract a wider range of demographics and income levels to 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;
- Mitigating future traffic congestion associated with growth through a variety of measures including development specific transportation demand management measures, enhanced pedestrian and cycling amenities and networks and the strategic concentrations of height and density within walking distance of major transit stations; and
- 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.

### **Downtown Mobility Hub Draft Precinct Plan: Committee of the Whole Workshop**

Staff presented the Downtown Mobility Hub draft Precinct Plan and key policy directions to Council at a Committee of the Whole Workshop on September 28, 2017. At that time, the draft Precinct Plan included 13 precincts and staff report PB-68-17 provided a description of each precinct, its intent and a summary of key policy directions.

At that workshop, members of the Committee raised several items for further consideration including potential opportunities to:

- Recognize existing built development in the Downtown Core Precinct under 11 storeys by identifying those developments in the Mid-Rise Residential Precinct;
- Investigate the maximum height permissions on smaller and shallower parcels in the Upper Brant Precinct;
- Investigate the maximum height permissions at the intersection of Lakeshore Road and Burlington Avenue;
- Provide additional rationale for the Cannery designation at Brant and Lakeshore;
- Provide additional information regarding the inclusion of semi-detached dwellings and accessory dwelling units in the St. Luke's and Emerald Neighbourhood Precinct;
- Investigate the extension of the Bates Precinct to include areas containing cultural heritage resources; and

- Consider the inclusion of a portion of Village Square within the Parks and Promenades Precinct.

### **Recommended Downtown Mobility Hub Draft Precinct Plan**

Since the Committee of the Whole Workshop, staff has considered and undertaken additional analysis based on the feedback provided through the workshop as well as continued to collect feedback from stakeholders and the public.

Through staff report PB-81-17, staff is bringing forward a modified Downtown Mobility Hub Precinct Plan which includes the following modifications:

- 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.

Staff have considered comments from members of the Committee regarding the block at the northeast corner of Brant Street and Lakeshore Road which is located in the Cannery Precinct in the draft new Precinct Plan.

Staff have included this site in the Cannery Precinct for the following reasons:

- In order to secure an additional expanded public realm towards the lake and to conserve the existing heritage structure, some additional development permissions are warranted on this site;
- The site is located at one of the busiest intersections in downtown Burlington which connects Spencer Smith Park to the primary commercial spine of the downtown and represents an appropriate opportunity for a future landmark building in the downtown core; and
- The site represents an important view terminus within the Downtown as one approaches Brant Street along Lakeshore Road from the west. Providing a well-

designed tall building at this prominent location could provide an opportunity for a recognizable landmark and provide a point of orientation to Brant Street as the spine of the Downtown.

Staff have also reviewed the comments from members of the Committee regarding the inclusion of properties containing cultural heritage resources within the Bates Precinct. At this point in the study, the technical heritage assessment work has not yet been completed, and as such, staff is of the opinion that limiting the development potential of specific areas without fully understanding the potential heritage implications would not be appropriate. The detailed heritage assessment will occur as part of the next phase of this project and the implications of that work will be reflected in the forthcoming Downtown ASP.

The Committee's comments regarding the inclusion of a portion of Village Square within the Parks and Promenades Precinct have also been reviewed by staff, and it is staff's opinion that securing public space within this area would be best accomplished through the use of Privately-Owned Publicly-Accessible Spaces (POPS). In order to provide open space within this urban landscape, the City could negotiate with private developers to include POPS as part of a development proposal. This approach would provide additional flexibility for securing publicly accessible open space in this area.

Staff have considered the inclusion of semi-detached dwellings and accessory dwelling units in the St. Luke's and Emerald Neighbourhood Precinct. In the proposed new Official Plan, semi-detached dwellings and secondary dwelling units are permitted in the St. Luke's and Emerald Neighbourhood Precinct. Secondary dwelling units are subject to policies in Subsection 8.7.2 of the new Official Plan and semi-detached dwellings are subject to a set of built form criteria which include height, scale, lot coverage, garage requirements and other considerations listed in Subsection 8.1.1 (see staff report PB-50-17, Proposed New Official Plan, November 2017, Appendix A).

### **Recommended Downtown Mobility Hub Official Plan Policies**

Based upon public engagement and technical work undertaken to date as part of the ASP process and on public and stakeholder feedback, staff have developed a set of Official Plan policies for inclusion into the proposed new Official Plan (see staff report PB-50-17, Proposed New Official Plan, November 2017, Appendix A, Subsection 8.1.1).

These policies include the following:

- Establishment of the new Precinct Plan and associated mapping;
- Intention statements for each precinct;
- Permitted uses within each precinct;
- Maximum building heights within each precinct; and

- The introduction of a new policy framework that establishes the maximum building heights inclusive of any required development conditions, Section 37 community benefits or other requirements.

These proposed new Official Plan policies will provide direction for future development proposals that are submitted to the City until the Downtown Area Specific Plan (Downtown ASP) is approved and implemented. The implementation of the Downtown ASP will include additional Official Plan policies which will build on the proposed policies that are being brought forward through staff report PB-81-17 in conjunction with the proposed new Official Plan.

### **Technical Background Information**

Staff along with the consulting team continue to undertake detailed studies for a variety of technical matters applicable to future development in Downtown, including transportation analysis; market studies; environmental impact studies; heritage and archaeological studies; stormwater, water and waste water infrastructure; and financial impact analysis.

### **Strategy/process**

Staff are recommending that the proposed new Official Plan policies for the Downtown Mobility Hub (included in staff report PB-50-17, Proposed New Official Plan, November 2017, Appendix A, Subsection 8.1.1) be released to the public, and that the Planning and Development Committee consider them for adoption in Burlington's new Official Plan on January 16, 2018, followed by adoption by Council.

The release of the proposed new Official Plan policies for the Downtown Mobility Hub in advance of the January meeting provides an opportunity for public review of the document prior to Committee discussion and decision. Upon Council adoption, the proposed new Official Plan will be forwarded to the Region of Halton for approval.

### **Transition Practices for Development Applications**

Upon Council adoption of the proposed new Official Plan, the following will apply to the processing of development applications in the Downtown Mobility Hub:

- Complete development applications submitted after Burlington Council adoption, but prior to Regional Council approval, will continue to be processed under the in force and effect Official Plan (1994, as amended), but during the review of the application, staff will be referring to the objectives and encouraging the applicant to consider the objectives applicable to the Downtown Mobility Hub in the proposed new Official Plan.

- Complete development applications submitted after Regional approval must conform with the proposed new Official Plan, with exception of any policies that are under appeal.

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.

### **Other Options Considered**

Based on the November 1, 2017 decision of the Planning and Development Committee to approve a 23-storey building at the northeast corner of Brant Street and James Street, staff has considered modifying the building height permissions in the Brant Main Street Special Planning Area to recognize that node as an area appropriate for landmark buildings and to reduce the building height permissions in the Cannery Precinct for the property located at Brant Street and Lakeshore Road. City Council may direct staff to modify either or both the Brant Main Street Special Planning Area and / or the Cannery Precinct locations and / or permissions.

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### **Connections:**

The Downtown Mobility Hub Area Specific Planning process was initiated in 2017 and has been conducted concurrently to the new Official Plan process. 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, and is also being considered as part of the November 30 statutory Public Meeting.

### **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 will be presented to the Planning and Development Committee on December 4, 2017.

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## Public Engagement Matters:

An overview of the public consultation program for the Downtown Mobility Hub is outlined in staff report PB-68-17.

The following summary is an updated version of the public engagement summary contained in PB-68-17:

Public Communication / Engagement	Date	Stats
Public Meetings	April – October 2017	250
Drop-in Open Houses & Coffee Shop Consultations and Walking Tours	April – Sept 12 2017	74
Online Surveys (Visioning Survey and Draft Precinct Plan Online Workbook)	April – October 2017	251
Email Notifications	May- October 2017	720
Mailings (Canada Post)	April – Sept 2017	23, 531
Facebook Post	May- October 2017	
People Reached:		83,266
Shares:		125
Comments:		107
Reactions:		493

## Conclusion:

The proposed Downtown Mobility Hub Precinct Plan and Official Plan policies 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.

Respectfully submitted,

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**Appendices:**

- a. Proposed Downtown Mobility Hub Precinct Plan
- b. Urban Growth Centre Boundary
- c. Summary of Public Consultation

**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.