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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 - Morrine House	No	Yes	A	2	1850
31	417 Elizabeth St	The Stinson - Morrine 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 Retirem	No	Yes	A	2	1917
60	566 Locust St	The Harry Blessinger Retiren	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