

PB-11-18  
502-02-68  
Delegation presentation

# Proposed New OP Downtown Urban Core

J.Skinner Delegation  
MMW Motions

## Gaps in public understanding:

1. What is the value proposition of approving the Proposed New Official Plan now?
2. How does the development process works in terms of Official Plan policies, Zoning By-laws, amendments to both and the use of section 37 funding.
3. What are the policy sources which drive the need for Mobility Hubs?
4. Why does our downtown core need to be intensified?
  - a) To re-establish a walkable urban community that is complemented with transit to outside of downtown core destinations.
  - b) To protect investments made in terms of entertainment and recreation facilities which helps to establish the downtown core as a Regional and City destination.
  - c) Critical mass in terms of residential/employment densities are required and have yet to be achieved, lest the downtown core die.

Survey Question - What neighbourhood do you reside in?

Survey Question - When was the last time you visited the downtown & why?

## ECoB Questions

1. What is the rush to push forward the Official Plan?
2. Is the City doing enough to defend Zoning and Official Plan limits?
3. What are we gaining in the rush for intensification and what tools are available to keep it in control?
4. Why did the City begin engagement on the Official Plan when the supporting plans are not complete, this is not a complete strategy or Plan?
5. Why is downtown an Area Specific Plan if a Character Study was not done on the neighbouring St. Luke's Precinct and Emerald Precinct?
6. Do you want to live amongst tall buildings in your neighbourhood?

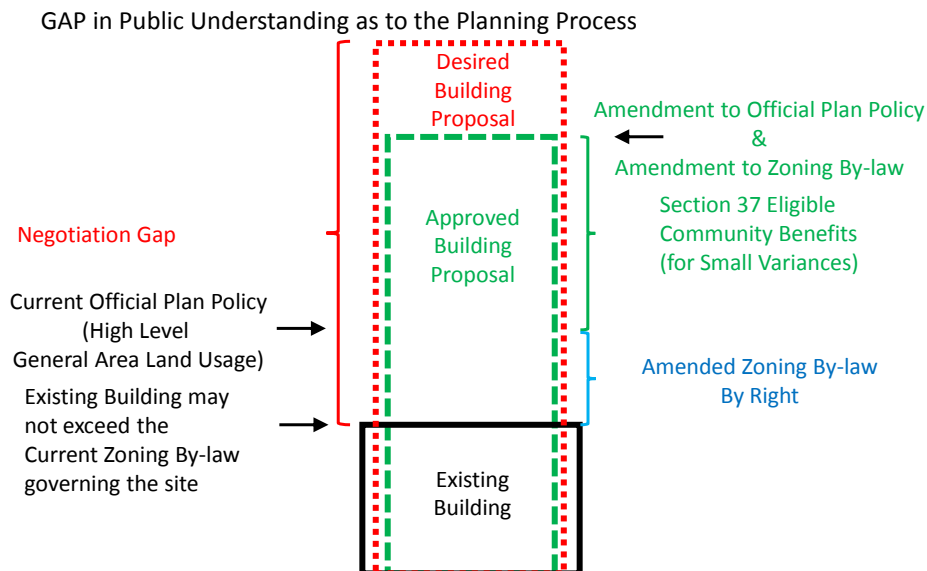
### Downtown Urban Centre Core – Investments already made <sub>COB</sub>



FINAL-Downtown-Visioning-Workshop-April-20-2017.pdf

## GAP in Public Understanding as to the Planning Process

- Where may the public find documentation as to the relationship of the OP, Zoning- By-laws, Amendment to Zoning By-laws by right, Amendments to the Official Plan, Amendment to Zoning By-Law and Chapter 37 eligible community benefits?
- All parties in the development process seek certainty and thus some may be surprised when a negotiated approval of a new proposed development appears to violate what has been documented.



**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.

What is the SWOT analysis of delaying past election?  
(Strengths Weaknesses Opportunities & Threats)

**Motion: 2**

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

**Rationale:**

- The Urban Growth Centre and Mobility Hub designations have put pressure on the downtown for over-intensification (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 over-intensify 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.

What is the SWOT analysis for designating the Downtown Mobility Hub?

Reference Proposed New OP (Nov) 2.2.3 Provincial Boundaries and Concepts - Niagara Escarpment Plan - Greenbelt Plan - Growth Plan for the Greater Golden Horseshoe - **Urban Growth Centre iii)**

- "The boundary of the Downtown Urban Growth Centre, referred to in the "Places to Grow", Growth Plan for the Greater Golden Horseshoe, and depicted in the Regional Official Plan and this Plan, **identifies the area that will be planned to achieve, by 2031 or earlier, a minimum density target of 200 residents and jobs combined per hectare.**
  1. **Is the minimum density target of 200 residents and jobs per hectare possible based upon the inclusion of Emerald, Bates and St Luke Precincts as part of the downtown urban growth centre?**
  2. **What is the minimum density requirement of the uptown urban growth centre?**

Reference 12.1.3.(4) Mobility Hub Area-Specific Plans Guiding Policies item d)

"Each mobility hub planned to be served by Metrolynx's Regional Express Rail (RER) should be planned to higher order transit supportive densities.

**An overall density target of three hundred (300) residents and jobs combined per ha will be considered as part of the area-specific planning process.**

1. **What is the source document which specifies this requirement and why has it not been identified in this chapter or in chapter 2?**
2. **What is the risk/reward of compliance or noncompliance?**
3. **What are the density targets for each Mobility Hub and can the targets be met based on the recently released Preferred Concept Land Use diagrams?**

**Motion: 3**

Direct staff to work with the Region of Halton to review the Downtown Urban Growth Centre boundaries, and restoring the original boundaries with exception of Spencer Smith Park. (Remove Bates, Emerald & St. Luke)

**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 may have merit.**

**Reducing the Downtown Urban Growth Centre boundaries to reduce intensification targets.**

**Burlington needs to intensify the core to become a walkable urban community, lest it die.**

**Motion: 4**

4a) Retain the current height restriction of 4 storeys (with permission to go to 8 storeys with community benefits) for Downtown Core Precinct.

4b) Include a range of heights in the Precinct to help secure community benefits during development.

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 also 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

**Merit of 4a & 4b? Applications already in progress. 4c may have merit**

**Community needs should be gained via area specific development policies & guidelines**

**Section 37 eligible funding should be reserved for minor variances**

**Burlington needs to intensify the core to become a walkable urban community, lest it die.**

**Motion: 5**

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

**Merit?**

Street faces need to be revitalized with exception to those of heritage buildings.

Applications already in progress.

Burlington needs to intensify the core to become a walkable urban community, lest it die.

**Motion 6:**

MMW

- 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.

Appendix G (Jan 2018) vs D (Nov 2017) conflict in depicting land use of said corners  
 Appendix G – NW Corner not considered for intensification recognizing new townhomes  
 Appendix G – Proposed NE Corner green space at corner with step terraced building

**Motion 7:**

MMW

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.

**Merit?**

Applications already in progress?

Has precedence already been set?

**Motion: 8 (Upper Brandt Precinct 25 storeys & Special Policy Area)**

8a) Remove East Side of Brandt from Blairholm to Prospect

8b) Remove West Side of Brandt from Blairholm to Olga

**Rationale**

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

**Merit?**

Appropriate transitions to residential neighbourhoods have already been accommodated.

Public workshop placed greater height away from south of City Hall.



## Reference 2.3.1 Mixed Use Nodes and Intensification Corridors m), n) and o)

- Where are the transition guidelines to bordering residential neighbourhoods which will typically be located behind the buildings which comprise the Intensification Corridors and Nodes?
- Should the character priority associated with a Mobility Hub trump that of a Street associated with an Intensification Corridor?
- Should an intensification corridor have a sunlight target such as a minimum of 5 hours on the spring and fall equinox so as to bath the sidewalks
- How will bicycles be accommodated in Intensification Corridors

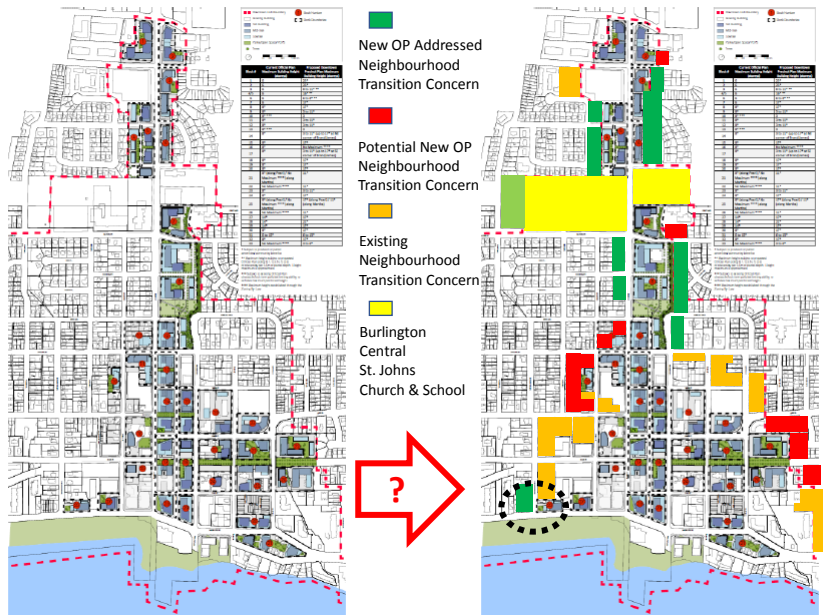
What is our policy or guidelines for the provision of exhaust infrastructure to enable new mid-rise and tall tower building developments to support restaurants and food preparation businesses?

- Restaurants and food preparation business are being excluded from most new developments due to the cost of retrofitting exhaust infrastructure required for cooking which may exceed \$70,000 if retrofitting is even possible.

# Backup Slides

## Motion: 6 – Backup

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



Motion: 6 – Backup



Motion 6 - Backup

(Citation required that table is associated with Apdx G (Jan 2018) & Apdx D (Nov 2017))

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	
4/5	Mixed Use Corridor - General	6	Upper Brant	
6	Mixed Use Corridor - General	6	Upper Brant	
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	
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	

Primary Redevelopment Blocks (Current vs. Proposed)				
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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	6 to 15*
32	Downtown Core	8*	Downtown Core	
33	Downtown Residential Medium and/or High Density	No Maximum ****	Downtown Mid-Rise Residential Special Planning Area	3 to 6*

\* Subject to granting of public amenities/community benefits

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

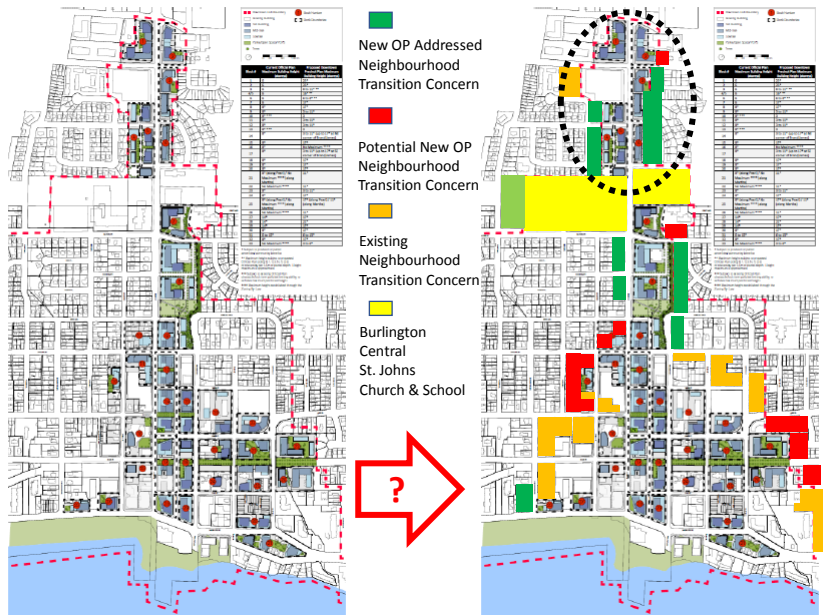
\*\*\*\* Maximum height established through the Zoning By-Law

Motion 6 - Backup



Motion: 8 - Backup

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



**Motion 8 – Backup**

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



**Motion 8 - Backup**

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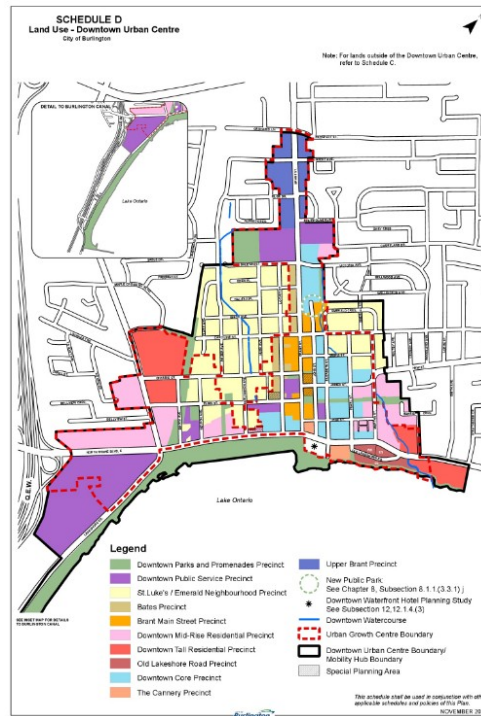
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\* Subject to provision of public amenities/community benefits

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

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

Thank you



**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**

