



SUBJECT: Waterfront Hotel Planning Study Update

TO: Planning and Development Committee

FROM: Department of City Building

Report Number: PB-23-18

Wards Affected: 2

File Numbers: 560-01

Date to Committee: June 5, 2018

Date to Council: June 18, 2018

Recommendation:

Endorse the key policy directions outlined in Section 3.0 of this report for consideration as part of the study process; and

Direct the Director of City Building to develop a revised work plan for the Waterfront Hotel Planning Study and report back to Council in Q1 2019 to outline the overall time, resources, communication and public engagement approaches required to address any changes to the study's overall scope of work.

Purpose:

The purpose of this report is to provide Council with an update on the status of the Waterfront Hotel Planning Study and present draft key policy directions for Council's endorsement. These policies, once endorsed, will act as critical input into the creation of a final preferred concept and a strategic policy and regulatory framework to assess any formal redevelopment proposal for the Waterfront Hotel site.

By undertaking this special urban study for the Waterfront Hotel site, 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 uses in the downtown Urban Growth Centre. The Waterfront Hotel Planning Study aligns with the following directions from the City's Strategic Plan:

A City that Grows

- Promoting Economic Growth
- Intensification
- Focused Population Growth

A City that Moves

- Increased Transportation Flows and Connectivity

A Healthy and Greener City

- Healthy Lifestyles
- Environmental and Energy Leadership

An Engaging City

- Good Governance
 - Community Building through Arts and Culture via Community Activities
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Background and Discussion:

1.0 Background

As reported to Council through two separate reports in 2005 and 2006, the City approached the landowner to consider redevelopment of the Waterfront Hotel site (municipally known as 2020 Lakeshore Road and herein referred to as the “subject site”). Staff and the landowner at that time explored the advancement of a joint planning study process. A beginning of a planning framework for the redevelopment of the site was developed and approved by Council in fall 2006. Subsequently, the Official Plan was amended to include a site-specific policy requiring that a planning study process be completed prior to any redevelopment of the subject site. This policy is referenced in the current Official Plan (1994, as amended) as the Foot of Brant Street and set out under Part III, Section 5.5.9.2 I), which provides that:

“...the lands along the Lake Ontario shoreline, at the foot of Brant Street...represent a significant opportunity for mixed use development linking the Downtown with the waterfront. Any further development on these lands shall provide a high quality of urban design reflecting the **landmark** nature of this site and shall be contingent upon the completion of a master plan to the satisfaction of City Council. This master plan shall address the integration of these lands with the publicly owned lands to the south and west and the private development to the east, and shall address other matters such as preservation of lake views and enhancements to the public realm.” [emphasis added]

Moreover, the current Official Plan defines landmark as “a natural feature or man-made structure used as a point of orientation in locating other natural features or man-made structures, or a structure of noteworthy aesthetic interest.” It is important to note that this is the only policy within the current Official Plan that makes reference to a downtown site being a landmark.

On February 23, 2015 Council approved the terms of reference for the Waterfront Hotel Lands Planning Study (herein referred to as the Waterfront Hotel Planning Study), which is a comprehensive land use and urban design study focused on the subject site and surrounding lands including Spencer Smith Park.

The Waterfront Hotel Planning Study was publicly launched, beginning with a pair of visioning workshops, in May 2017.

The new Official Plan adopted by Council on April 26, 2018 includes a series of policies specific to this special urban study area. These policies are intended to replace the above policy under the current Official Plan and act as an interim direction until the study [underway] is completed and approved. These policies are set out under Chapter 12, Section 12.1.4(3). Subsection 12.1.4(3) c) provides that:

“A planning study will consider the existing and planned context and will guide the development of this site, which represents a significant opportunity for mixed use development linking the downtown with the waterfront. Located next to Spencer Smith Park and the Brant Street Pier, any further development shall provide a high quality of urban design reflecting the **landmark** nature of this site. Input from residents will be required to ensure the new development reflects a high quality of urban design that enhances the community's access to the waterfront and the downtown.” [emphasis added]

Staff reports related to this study includes:

- DI-17-05: Proposed joint master plan for the future redevelopment of the subject site and consideration of the inclusion of the city-owned lands referred to as the headlands to the south of the subject site;
- DI-07-06: Report providing an update on the status of discussions with the owners of the subject site and recommending a planning framework for the consideration of any future redevelopment proposal for the subject site, including the completion of a planning study;
- DID-1-15: Proposed Terms of Reference for Waterfront Hotel Lands Planning Study; and
- PB-67-17: Report providing an update on the Waterfront Hotel Planning Study.

Please refer to staff report PB-67-17 for additional background information, including details respecting planning context and study (e.g. the study area, scope of work, procurement process, consulting team, and summary of what we've heard).

2.0 Waterfront Hotel Planning Study

The subject site's significance was affirmed at the Planning and Development Committee meeting of November 28, 2017, evidenced by a number of delegations that presented a varied set of interests and development concepts.

Since that time, staff with support from the project consultants from The Planning Partnership has undertaken additional consultation with stakeholders. This additional consultation was done in response to Council's direction to continue a dialogue with the developer/landowner (Vrancor Group) and local citizens group (Plan B). Additionally, input has been collected from the public at large through a second online survey respecting the emerging concepts.

Consultation

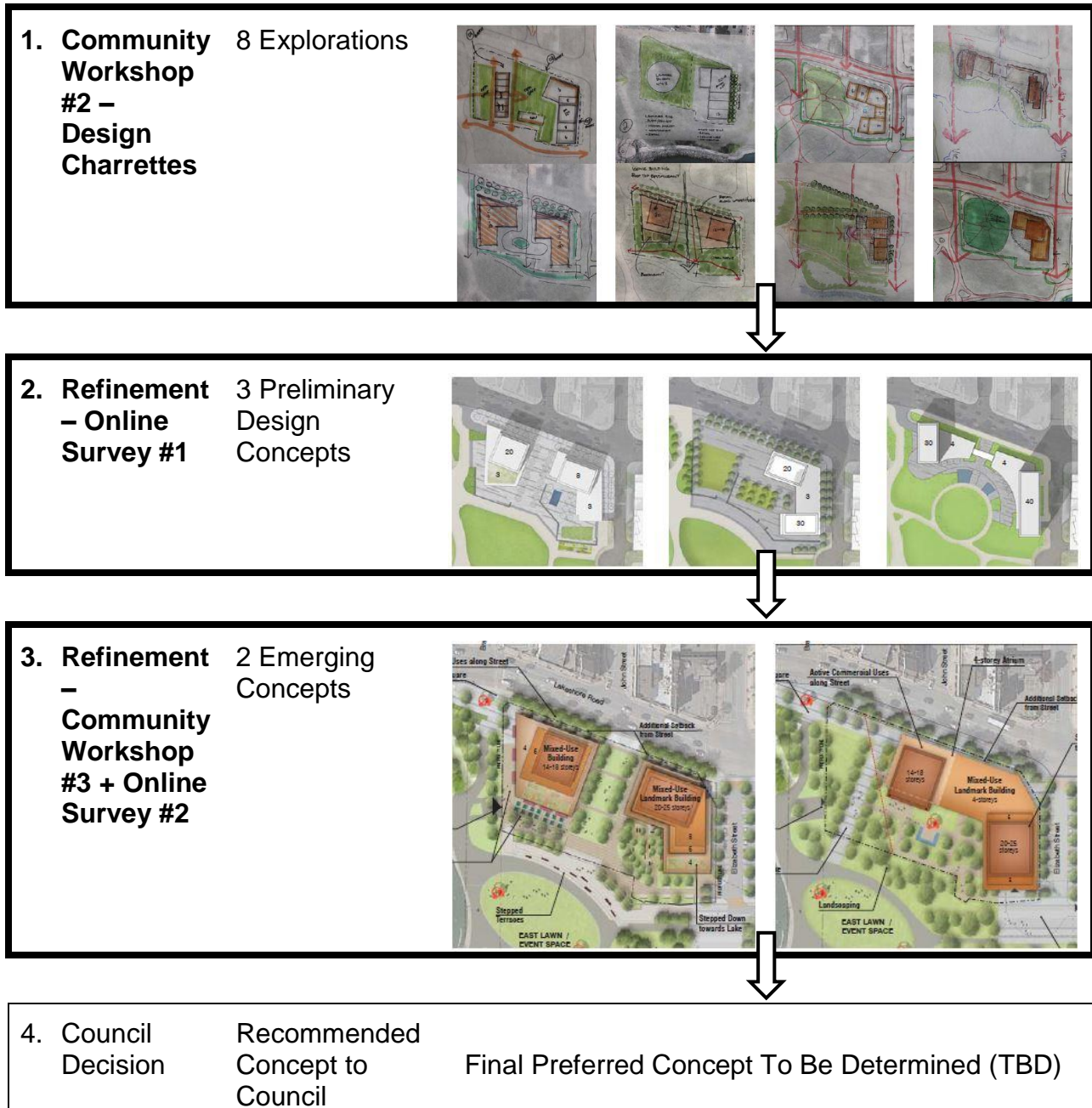
The key policy directions discussed later in this report (see Section 3.0) were arrived at through numerous community and stakeholder consultation events described below. Additional information related to the study process is provided in staff report PB-67-17 and through the study web page at www.burlington.ca/waterfronthotelstudy.

Date	Event/Topic	Consultation / Engagement
May 24, 2017	Community Workshop #1: Visioning	Opportunity for public and stakeholder advisory committee to review opportunities and constraints analysis; Workshops foster participation in the development of a vision statement and guiding design principles for the redevelopment of the waterfront hotel site
July 5, 2017	Community Workshop #2: Design Day	Opportunity for public to participate in a design charrette to explore different development scenarios for the waterfront hotel site
	Survey #1	Opportunity for community to review and evaluate preliminary design concepts for waterfront hotel site
	Analysis	Technical analysis, including sun / shadow assessment, transportation assessment, pedestrian wind assessment of the preliminary design concepts
September 14, 2017	Community Workshop #3: Concepts Workshop	Opportunity for community representatives to review and give initial feedback on an emerging concept
	Survey #2	Opportunity for community to review and evaluate emerging concept options for waterfront hotel site
November 28, 2017	Planning and Development Committee	Staff report PB-67-17; Opportunity for public input and members of council to discuss and provide feedback
January/ February, 2018	Stakeholder Meetings	Opportunity for the landowner and local citizens group to review and give feedback re: an emerging preferred concept
April 2018	Stakeholder Meetings	Opportunity for the landowner and local citizens group to review and give feedback re: key policy directions

June 5, 2018	Planning and Development Committee	Staff report PB-23-18
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Decision Tree – Study Process

As illustrated by the ‘Decision Tree’ below, the study process has included a number of opportunities for public input to reduce multiple development concepts to one preferred concept (refer to Appendix A for larger images).



3.0 Key Policy Directions

Despite extensive engagement opportunities, a clear consensus on direction has not yet been achieved, as such staff have built upon the above consultation work done through three community workshops (a total of six sessions), the Planning and Development Committee held on November 28, 2017, and significant contributions from the Vrancor Group and the Plan B Citizen Group, and created key policy directions to move forward.

The key policy directions for the Waterfront Hotel site are intended to align with the vision statement, accommodate an iconic landmark building, and reinforce the site's unique location as a major gateway to the waterfront.

The key policy directions have been organized around the study's three frameworks and guiding design principles of **Land Use and Built Form**, **Public Realm**, and **Mobility and Access**, as follows:

Land Use and Built Form

- 1) Create building frontages along Lakeshore Road and Elizabeth Street with building placement that establishes a defining street wall and frames the street zone.
- 2) Provide active uses at grade along Lakeshore Road and Elizabeth Street.
- 3) Achieve active and animated edges adjacent to Spencer Smith Park, with a requirement for retail and service commercial uses at grade:
 - a. Built form next to the south property line shall activate and animate this edge, respect the existing grade, and be scaled to the waterfront trail with higher levels stepping back as necessary.
 - b. Built form next to the west property line shall activate and animate this edge, respect the existing grade, and be scaled to Spencer Smith Park with higher levels stepping back as necessary.
- 4) Require a minimum of two uses within buildings and where feasible, encourage three uses.
- 5) Establish an iconic landmark building on the site subject to the following:
 - a. A new public, pedestrian space is provided at the foot of Brant Street where public views to the Lake and Pier are enhanced;
 - b. The iconic landmark building must contain a destination use or function;
 - c. The iconic landmark building shall enhance the City of Burlington's image/identity.
- 6) Require design excellence in all matters of architecture, landscape architecture, sustainable and urban design and require that all public and private development proposals on or adjacent to the site be evaluated/reviewed by the Burlington Urban Design Advisory Panel.

Public Realm

- 7) Protect public view corridors to Lake Ontario from Brant and Elizabeth Streets, and where possible John Street.
- 8) Enhance the Brant Street view corridor to frame views to the Brant Street Pier, and require a significant building setback from the west property line.
- 9) Create new and enhanced publicly accessible green/open space, which would include new north-south pedestrian connections between Lakeshore Road and Spencer Smith Park (mid-block and along the site's edges).
- 10) Minimize changes to the existing grade along the southern edge of the site and enhance the interface with Spencer Smith Park.
- 11) Integrate a public washroom within the future redevelopment; with an entrance that is accessible, highly visible and within close proximity to Spencer Smith Park.
- 12) Identify opportunities for the placement of public art on and adjacent to the site.

Mobility and Access

- 13) Vehicle access shall be from Elizabeth Street.
- 14) Vehicle access from Brant Street will be closed and converted to a pedestrian orientated gateway to the waterfront.
- 15) All required on-site parking shall be provided underground (parking structures shall not be visible from the public streets and park).
- 16) Require Transportation Demand Management (TDM) and mitigation measures:
 - a. Examine the feasibility of introducing a future bike rental/share hub at this location.

4.0 Next Steps

Staff will continue to complete some background work over the upcoming months, and then in early 2019, re-start the process with a refreshed look and feel building on the above policy directions. This will include a revised work plan and new public engagement plan which leverages the city's newest communication and engagement software and tools. Staff in concert with the project team and consultants of record will work over the summer to map out this new project approach and augmented work plan, which will be presented to Council for approval in Q1 2019.

The shift in scope of the work is necessary due to a lack of consensus from all parties including the landowner, external stakeholder, and the public on an appropriate redevelopment concept for the subject site. Staff are encouraged by the work done to date and contributions from all involved to arrive at the draft key policy directions and believe that they will set a new foundation to a successful landmark development.

We are communicating to the public that this study is far from finished, and we will be inviting additional feedback with the intention of using further public input to produce a

final preferred concept. Based on this input, new directions may be added, removed, revised or consolidated.

Changes to the existing land use designation and permitted building height are not included in the new Official Plan. Changes of this nature will be addressed later in the process when deemed appropriate and only through a site-specific amendment to the Official Plan at such time as the study is completed by the City and approved by City Council.

Financial Matters:

The work completed to date through the Waterfront Hotel Planning Study has been funded by the landowner and administered by the City of Burlington.

Any additional funding requirements will be addressed in a future report to Council.

Connections:

The Waterfront Hotel Planning Study, once complete and approved, will form part of the City's new Official Plan and provide a strategic framework to guide the redevelopment of the subject property.

There is an important connection between this Study and the City's new Official Plan, the Downtown Mobility Hub Area Specific Plan, the City's Transportation Plan, Cycling Master Plan, Community Trails Strategy, the Transit Plan and the Tall Building and Downtown Streetscape Guidelines, all of which are necessary to ensure that redevelopment of the subject property meets the City's urban design and growth management goals, as well as enhances the adjacent public space and waterfront. Moreover, the City's Urban Design Advisory Panel will be drawn on to help achieve design excellence with the outcome of this project.

Public Engagement Matters:

A summary of consultation and engagement is described in Section 2.0.

Additionally, two committees were set up to administer the Waterfront Hotel Planning Study. A Steering Committee was formed to oversee the consulting team to ensure steady progress and to discuss any questions that might arise.

A Stakeholder Advisory Committee consisting of other key city departments, the Mayor, Ward 2 Councillor, the landowner, representatives from Halton Region, the Burlington Downtown Business Association, and two citizen representatives was also established.

The above noted committees have been involved through out the consultation process and have met prior to each of the public workshops. It is staff's intent to keep these committees involved in future phases of the study.

Additional Public Engagement

Endorsement of the key policy directions will help to refine a general policy framework for the delivery of a preferred concept for the site that balances the needs and concerns of a diverse set of stakeholders including residents of the downtown, the landowner, city staff, local businesses, and the public. Additional consultation will be addressed in a future report to Council.

Conclusion:

Council's endorsement of the draft key policy directions will represent a key step in the establishment of a strategic framework to assess a future redevelopment proposal for the Waterfront Hotel site; and enable staff to develop a revised work plan that will inform delivery of the necessary supporting policies, regulations, and design guidelines.

Respectfully submitted,

Todd Evershed, MCIP RPP

Urban Designer

905.335.7600 x 7870

Appendices:

- A. Decision Tree – Study Process

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.