SUBJECT: Aldershot GO, Burlington GO and Appleby GO Mobility hub draft precinct plans and policy framework

TO: Committee of the Whole - Workshop

FROM: Department of City Building - Planning Building and Culture

Report Number: PB-65-18

Wards Affected: 1, 2, 5; All

File Numbers: 502-02-68

Date to Committee: July 12, 2018

Date to Council: July 16, 2018

Recommendation:

Receive and file department of city building report PB-65-18 providing for discussion draft precinct plans and land use policy directions for the Aldershot GO, Burlington GO and Appleby GO Mobility hubs.

Purpose:

The purpose of this report is to present the draft precinct plans for the GO Station Hubs (Aldershot, Burlington and Appleby GO) and associated draft key land use policy directions for community and Council feedback and discussion. These draft precinct plans are key inputs into the creation of the Area Specific Plans (ASPs) for the three GO Station Mobility Hubs.

By undertaking secondary plans or Area Specific Plans (ASPs) 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 uses areas in the downtown Urban Growth Centre and at the City's key major transit station areas (i.e. the GO stations). The draft precinct plans for the GO Station Mobility Hubs support the following objectives in the City's 2015-2040 Strategic Plan:

A City that Grows

- Promoting Economic Growth

- Intensification
- Focused Population Growth

A City that Moves

- Increased Transportation Flows and Connectivity

An Engaging City

- Good Governance

Background and Discussion:

In 2014, through the Official Plan Review process, the City along with consultants from Brook McIlroy completed the Mobility Hubs Opportunities and Constraints Study, which provided a high-level analysis of each of the City's Mobility Hubs and informed the development of the study areas for future Area Specific Planning work to be done in each of the Mobility Hubs.

The creation of Area Specific Plans (ASPs) for each of Burlington's four Mobility Hubs was identified as a key priority for City Council through the development of Burlington's 2015-2040 Strategic Plan.

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 and expeditious timelines that will culminate in the delivery of four ASPs to City Council.

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 ASPs for each of Burlington's four Mobility Hubs, with the goal of supporting the future redevelopment and intensification of these areas.

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 for 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 (2017).

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 Hub which is identified as a Gateway Hub. In the City's 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 growth strategy, the City is also protecting the stable residential neighbourhoods.

On December 4, 2017, staff brought forward Report PB-76-17, which presented preferred concepts and supporting technical memos for the GO Station Hubs (Aldershot, Burlington, and Appleby GO) for community and Council feedback and discussion. The preferred concepts outlined land uses and building heights within each of the three GO Station Hubs. These preferred concepts were based upon public and stakeholder feedback and were intended to prompt discussion regarding the emerging vision for each of the hubs. Since that time, staff have taken that feedback and used it to develop draft precinct plans for each hub which will be further explored in this report.

1.0 GO Station Mobility Hub Objectives

To develop the draft precinct plans for the Aldershot, Burlington and Appleby GO Mobility Hubs, staff refined the guiding principles into a list of objectives which are applicable to each of the hubs and which helped to inform and shape the development of the draft precinct plan for each hub. These objectives have been informed by public and stakeholder feedback received throughout the Mobility Hubs public consultation process for each hub to ensure that the draft precinct plans address matters that are important to the public. These objectives include:

- Directing the highest intensity to areas in close proximity to major transit stations and to current or planned frequent transit corridors;
- Minimizing shadowing impacts on public parks and open spaces and low density established residential neighbourhoods;
- Providing height transitions to established low density residential neighbourhoods outside of the hub boundaries;
- Providing increased permeability for active transportation options to and from GO stations;
- Providing recognition of existing cultural heritage resources;
- Creating feasible opportunities for new parks and open spaces to serve current and future residents and employees in each area;
- Identifying new and existing streets and other linkages to serve as key green, active transportation corridors to facilitate improved connectivity within, to and from the hubs;
- Creating new parks and open spaces that integrate with and enhance the existing city-wide parks and open space system;

- Providing a level of intensity to attract new retail and commercial functions to serve current and future residents and employees;
- Recognizing existing employment functions and providing for a variety of new and expanded employment and commercial opportunities;
- Planning for a variety of housing forms to attract a broad range of demographics.
- Identifying opportunities for a broad range of future public service facilities in locations that provide the greatest access to future residents and in locations that provide the greatest flexibility to accommodate a variety of functions and uses;

In addition to this common set of objectives for the three GO station Mobility Hubs, the Aldershot, Burlington and Appleby GO Mobility Hubs each required unique considerations with respect to the location and distribution of building typologies, parks and open space networks, public service facilities, active transportation connections, and streets based on the existing context within and around the hub, which was informed, in part, by public and stakeholder feedback. The following objectives were developed, specific to each of the hubs, to respond to the unique characteristics found in each hub.

Aldershot GO Mobility Hub

The existing area around the Aldershot GO Mobility Hub is comprised of several established residential areas adjacent to the Mobility Hub boundary and includes the presence of existing low-intensity and land intensive employment uses. There is strong community support for revitalizing Plains Road into an attractive, mid-rise main street.

Within the Aldershot GO Mobility Hub, the following were identified as additional unique objectives for this area:

- Recognizing the need to vary the maximum heights for new mid-rise development within the hub in order to achieve sensitive transitions to established residential neighbourhood areas outside of the hub;
- Concentrating higher intensity development on large brownfield/greyfield sites that contain existing employment uses in order to encourage mixed use development;
- Recognizing the existing employment function in the area and planning for future employment and commercial uses in the hub;
- Planning for flexible commercial and retail spaces that can respond to the changing commercial / retail landscape;
- Creating new streets and active transportation connections to enhance the existing transportation network, including the establishment of new east-west corridors which will improve permeability through the area for pedestrians and cyclists and mitigate traffic associated with future growth; and

- Focusing height away from Plains Road and towards the rail corridor to concentrate future residents in close proximity to the GO station and to maintain the mid-rise vision for Plains Road.

Burlington GO Mobility Hub

The existing area around the Burlington GO Mobility Hub is comprised of large parcels in areas heavily fragmented by rail/spur lines, grade separated overpasses and underpasses and wide arterial City and Regional streets. The study area is almost void of any existing residential uses (with the exception of the tall residential Paradigm development under construction) and lacks any functional parks or open spaces. Most of the properties currently contain large-scale and/or auto-centric commercial uses as well as heavy employment uses both within and adjacent to the study area.

Within the Burlington GO Mobility Hub, the following were identified as additional unique objectives for this area:

- Limiting intensity in areas within close proximity to existing industrial uses which continue to have a planned employment function; and,
- Locating the highest intensity developments in locations that will support strong active transportation and frequent transit corridor connections as well as provide new uses and amenities that will support the planned functions of both the Urban Growth Centre / Downtown Mobility Hub and the Burlington GO Mobility Hub;

Appleby GO Mobility Hub

The existing Appleby GO Mobility Hub is largely comprised of existing employment uses north of the rail line including offices, manufacturing and industrial uses. The area south of the rail line is characterized by low and mid-rise residential development south of Fairview Street as well as large employment lands along the north side of Fairview Street, some of which are vacant or undeveloped in the area around the Appleby and Fairview intersection. The area is well served by a major park (Sherwood Forest Park) and has direct access to the Centennial Multi-Use Pathway providing an active transportation connection directly to Downtown.

Within the Appleby GO Mobility Hub, the following were identified as additional unique objectives for this area:

- Providing new parks and open spaces to serve employment areas and employees;
- Generally allowing for higher intensity development on employment lands to help establish the hub as a major employment destination;
- Concentrating the highest intensity employment uses in close proximity to the GO Station, Appleby Line and the QEW corridor, north of the rail corridor; and

- Creating new streets and active transportation connections to enhance the existing transportation network to improve permeability for pedestrians and cyclists and mitigate traffic associated with future growth.

2.0 GO Mobility Hub Precinct Plans

Within the current and Council-adopted Official Plans, the City utilizes a precinct planning system for the Downtown in place of traditional city-wide land use designations typically found in other areas of the city. For Burlington, this precinct system allows for the recognition, and focused long-term planning of, discrete but inter-related areas, each with their own specific characteristics and/or planned role/function within a concentrated geographic area of the city. Because of the limited geographic area within which precincts apply, precincts can provide the opportunity to establish highly detailed and customized policies and regulations to address a variety of matters specific to that area.

Similar to the Downtown, the Aldershot GO, Burlington GO and Appleby GO Mobility Hubs are planned to be unique areas within the city intended to achieve a broad set of objectives (see Section 1.0). The use of the precinct system within the GO hubs provides staff with the flexibility to establish a variety of sub areas, each with their own planned long-term vision/intent, in order to achieve specific mobility hub planning objectives, provide variation in form and function within each hub and recognize and respond to existing characteristics and features that existing in each hub which serve to support the creation of a unique and identifiable area within the city.

The draft precinct plans for the three GO hubs have been attached as Appendices A (Aldershot GO), B (Burlington GO) and C (Appleby GO). In addition, the individual precincts for each hub have also been attached as appendices and include the intention statement, key policy directions, mapping and building typologies for each precinct. These draft precinct plans are key inputs into the creation of the Area Specific Plans (ASPs) for the three GO Station Mobility Hubs.

3.0 Evolution of the Plan – December Concepts to Draft Precinct Plans

As a result of on-going public and stakeholder feedback, technical studies as well as discussions with Council at the December 4th, 2017 Committee of the Whole workshop, staff incorporated general changes in terms of mapping and terminology as part of the development of the draft precinct plans which are presented in this report. The following outlines these changes:

- <u>Mapping Changes</u>
    1. Conceptual Streets/Public Rights-of-Way: Early-stage concepts included the identification of conceptual street locations (including both new streets

and extensions to existing streets) to improve pedestrian and cycling permeability throughout the hub as well as to enable conceptual opportunities for new development on large parcels. For the purposes of precinct planning, the majority of the conceptual streets have been removed from the mapping with only key new or extended arterial streets being retained in mapping.

The location and nature of any additional streets/public rights-of-way will be subject to the outcome of identified transportation/traffic infrastructure requirements resulting from the Mobility Hubs transportation studies and incorporated as part of future draft Area Specific Plan mapping and policies for public consultation in the new year.

2. Proposed Parks and Open Spaces: Early-stage concepts included the identification of new park locations as well as the conceptual configuration of such parks. The exact configuration of parks was, in part, correlated to the conceptual street network which has been removed for the purposes of precinct plan mapping. As a result, staff have refined the mapping to identify parks with a symbol rather then an exact configuration. However, the general locations of key proposed park locations have been maintained and are reflective of staff collaboration with the City's Parks and Open Space team.

   Upon completion of a more detailed street network, staff will identify any recommended detailed park requirements, including sizes and configurations, as part of the future draft Area Specific Plan mapping and policies for public consultation in the new year.

- <u>Terminology</u>
  1. Community Use – Public Service Terminology: Early stage concepts included Community Use (CU) symbols to indicate the need for community use facilities in particular locations throughout the hubs. For clarity and consistency, staff have revised the terminology from Community Use facilities to Public Service facilities to align with the terminology included in the City's newly adopted Official Plan and the terminology used in the Provincial Policy Statement. These facilities will accommodate current and future public services within the hubs including healthcare, education, emergency and protective services, cultural activities, and civic administration, among other things.

4.0 Community Feedback: Recurring Topics and Staff Responses

Since the Fall of 2017 staff have held numerous public engagement events to engage with the community about the future of the GO Station Mobility Hubs in various formats including public open houses, online surveys and individual meetings with various residents, property owners and other stakeholders. Most recently, staff held nine (9) public open houses, three within each of the GO station hubs, throughout May of this year to solicit feedback regarding the most recent draft precinct plans presented through this report.

Staff have identified the following recurring topics which have emerged from feedback provided by the community to-date with a corresponding staff response.

All Mobility Hubs

- Parkland dedication requirements:
  Some property owners and developers have expressed concerns regarding the potential need to provide parkland dedication to the City as part of a future development as identified in the draft precinct plans.

  Staff Response:
  Under *The Planning Act* and City of Burlington Parkland Dedication By-Law, the City is entitled to a parkland dedication from a development equaling 1.0 hectare for every 300 residential units or 2% of the total land area for commercial/industrial developments. Historically, in urban intensification cases where physical parkland was not deemed to be required, the City has exercised cash-in-lieu of parkland in accordance with *The Planning Act* and the City's By-law. In the mobility hubs, physical parkland dedication will be a priority as these areas are being comprehensively planned as transit-oriented urban neighbourhoods that will accommodate a significant increase in residents and employees relative to what exists today.

  The provision of new park spaces will be integral to ensuring that the mobility hubs are developed as healthy, active and livable neighbourhoods. As such staff have been highly focused on identifying new strategic park locations which would be the focus of future parkland dedications resulting from redevelopment. In identifying new strategic parks, staff have been cognizant of the potential constraints a physical parkland dedication may have on the overall redevelopment potential of a property. Working in collaboration with the City's Parks and Open Space team within Capital Works, the precinct plans identify significant park locations within the hubs to ensure park needs for the entire hub are not

borne by a single property and to also ensure that park locations are focused on larger parcels which have a greater opportunity to provide a parkland dedication while continuing to allow for significant redevelopment of the site.

- Maximum height of tall buildings:
  Comments have been received expressing concerns regarding the maximum height peak that could be achieved within the GO station mobility hubs.

  Staff Response:
  The draft precinct plans provide for a mix of building types at varying heights and intensities. The tallest and highest intensity developments are limited to the "Central" precincts proposed within each of the GO hubs. Generally, these precincts are located in closest proximity to the GO stations themselves and rail corridor which provide for a significant separation from low density residential areas within or adjacent to the hubs. The draft precinct plans contemplate a maximum building height of 30 storeys within these precincts. This maximum building height is intended to recognize the significant opportunity these sites have to accommodate both population and employment growth in close proximity to higher-order transit balanced with the need to ensure that building intensity is limited so as to not permit long-term build-out of the mobility hub to be concentrated to a limited number of properties. Staff continue to review best practices from other municipalities for this precinct and continue to seek community feedback regarding this proposed maximum height for these "Central" precincts.

  It must be noted that not all sites within a "Central" precinct, or any precinct contained within the mobility hub draft precinct plan, may be able to achieve the maximum building height contemplated. The ability of a development to achieve the maximum permitted height/intensity will be based on a variety of site specific considerations such as shadowing, transportation impacts and other infrastructure capacity matters, among others, which can only be properly assessed at the time of a development application.

- Current and future traffic congestion:
  Concerns regarding impacts of future development within the mobility hubs on traffic congestion have been raised consistently throughout mobility hub public engagement.

Staff Response:
Consultants for the Mobility Hubs project are currently undertaking transportation studies to evaluate the existing traffic conditions within each hub and the projected impacts resulting from the planned people and jobs capacity of the hubs at build-out. This information will inform staff's development of new transportation policies and new transportation infrastructure proposed for each hub, including potential active transportation connections and new streets, which will be needed to mitigate future impacts. More detail about all technical studies being undertaken as part of the development of the Area Specific Plans, including transportation studies, are provided in Section 6.0 of this report.

- Compatibility with established residential neighbourhoods:
  Concerns have been raised by residents of established residential neighbourhoods both within or adjacent to each of the mobility hubs about the potential impacts of tall building on their homes and neighbourhoods.

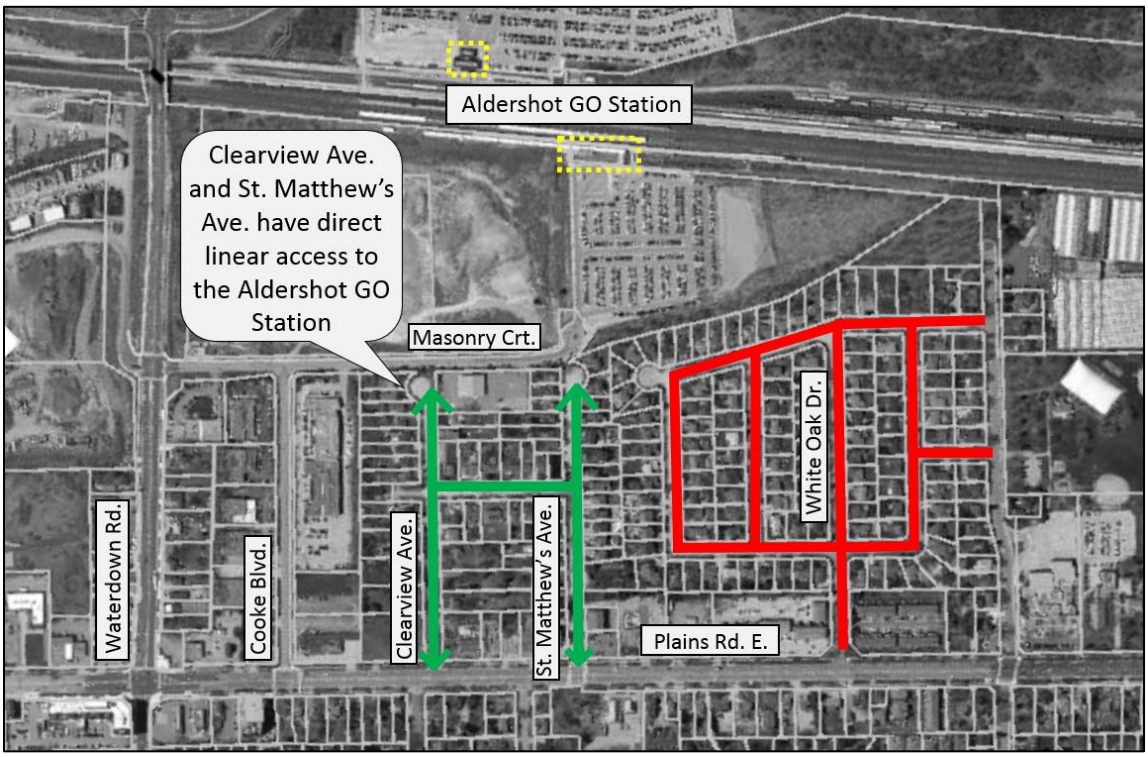
  Staff Response:
  As part of staff's development of the draft precinct plans, tall building precincts were located in strategic areas to mitigate potential impacts on any existing established residential neighbourhoods and further refined in response to public feedback received through the various public meetings held. Each of the mobility hub precinct plans also utilizes a variety of building typologies and scales of development, such as mid-rise buildings and low-rise formats, to create transitions between the tallest buildings in the hub and any established residential areas.

  As staff develop detailed policies for each precinct through the Area Specific Plans, additional building design and built form requirements will be investigated and established in policy and future design guidelines, to further enhance the compatibility of developments that occur adjacent to established neighbourhoods. These measures may include, but are not limited to, angular planes, building setbacks and landscaping buffers. In addition, compatibility matters are further reviewed and addressed on a site-specific basis at the time of a development application.

Aldershot GO Mobility Hub

- <u>Inclusion of low-density residential areas within the Aldershot GO Mobility Hub boundary:</u>
  The Aldershot Mobility Hub boundary includes residential properties located on Clearview Avenue and a portion of St. Matthew's Avenue. Numerous comments set out that these low density residential areas should be excluded from the Aldershot Mobility Hub study area in a similar manner to those properties located within the White Oaks/Grove Park neighbourhood immediately east of St. Matthew's Avenue.

  Staff Response:
  The St. Matthew's and Clearview Avenues (as shown in green below) are unique compared to the streets within the White Oaks/Grove Park (as show in red below) in that these streets contain existing pedestrian access points to the GO station through an existing and continuous public right-of-way between Plains Road and Masonry Court. These access points are an important attribute of this hub that merit consideration as part of the area's overall transportation strategy; particularly with respect to future pedestrian, cycling and transit access to the GO station from Plains Road.



- Potential height and density increases in low-density residential areas:
  Early concepts released for public comment in December 2017 contemplated a potential mix of low, mid-rise and tall buildings on various properties located along Clearview Avenue and portions of St. Matthew's Avenue. Numerous comments from residents of these streets and the surrounding areas raised concerns regarding this type of built form being proposed on these streets given the existing low-density character of the area.

  Staff Response:
  Properties located along St. Matthew's Avenue and the east side of Clearview Avenue have been included within a new Grove Park/St. Matthews Neighbourhood Precinct which is intended to permit only low-density forms of housing including single and semi-detached dwellings as well as street-oriented townhouses facing existing public streets up to three (3) storeys. These building forms represent a decrease in the maximum potential building height for portions of these areas from the previous 11 storey maximum, as shown in the early-stage concepts. This decrease is intended to accommodate new infill and redevelopment opportunities more in keeping with the existing scale and form of the neighbourhood, as well as to provide for increased compatibility to the adjacent established White Oaks/Grove Park residential neighbourhood.

  Opportunities for mid-rise development have been retained on the west side of Clearview Avenue. This is directly correlated to the future mixed use employment function along Cooke Boulevard, as well as the proposed parkland along Cooke Boulevard. In order to retain and attract mixed use employment opportunities along Cooke Boulevard and obtain a new significant public park in this area, the provision of increased height and intensity is needed. Without this increase in height/intensity along Cooke Boulevard, the retention / attraction of employment uses as part of mixed use development, and the dedication of new parkland would become less feasible.

  In addition, the scale and intensity of development planned for Cooke Boulevard, requires a sensitive and compatible transition towards the low-rise residential land uses along the east side of Clearview Avenue and St. Matthew's Avenue. The absence of a mid-rise residential transition could create potential compatibility concerns. As a result, staff believe that a mixed low and mid rise built form along the west side of Clearview Avenue

would create a more appropriate and effective transition between the tall buildings planned for Cooke Boulevard and the established residential neighbourhood located east of Clearview Avenue.

- Mix of Retail/Commercial Space:
  Comments from Aldershot residents have consistently expressed a desire for a greater mix and scale of retail uses.

  Staff Response:
  Staff recognize that the supply of retail space along Plains Road to-date has been limited in size and ability to accommodate a broader range of retail and restaurant opportunities sought by the community.

  Through the draft precinct plan, staff have developed numerous precincts which are intended to accommodate new retail/service commercial uses on the ground floor. Many of these precincts will incorporate policies to facilitate new retail spaces that can accommodate larger and more diverse commercial uses through new requirements for developments which may include new minimum ground floor ceiling heights and unit sizes, among other considerations. In addition, the increased population and employment growth planned for within these precincts and in the broader Aldershot Mobility Hub will provide a population base that provides greater opportunity to attract and support new businesses to Aldershot.

Burlington GO Mobility Hub

- Supply of public parks and community amenities:
  It has been recognized that the Burlington GO mobility hub study area is currently absent of any public parks and community gathering spaces.

  Staff Response:
  Through the draft precinct plan for the Burlington GO Mobility Hub, staff have focused on identifying numerous strategic parks and potential public service sites to serve new residents and employees of the hub. Given the presence of various rail and spur lines, over/under passes and large arterial streets which result in a fragmented urban structure, staff have focused on distributing park locations and other public use functions throughout the hub to ensure all new residents and employees to this hub will have meaningful access to these integral neighbourhood amenities.

- Active transportation connections and permeability:
  Residents in the Glenwood Park established neighbourhood located north of the rail line and east of Burlington GO station have identified a need for additional, direct pedestrian and/or cycling connections from the neighbourhood to the Burlington GO station.

  Staff Response:
  New active transportation linkages have been identified in the precinct plan that would connect the neighbourhood to the GO station. These linkages would be achieved at such time as the intervening lands located between the neighbourhood and the GO station are redeveloped.

Appleby GO Mobility Hub

- Land Use Compatibility:
  The potential change of use of properties from employment to mixed use, including residential uses, between Fairview Street and the rail corridor, both east and west of Appleby Line, has raised compatibility concerns between existing uses north of the rail corridor and future potential residents south of the rail corridor.

  Staff Response:
  Staff are continuing to evaluate the existing environmental factors that exist within the Appleby Mobility hub in terms of air quality, noise and vibration (details about these studies are provided in Section 6.0). The outcomes of these studies, along with Provincial guidelines such as the D-6 guideline for compatibility between industrial facilities and NPC-300 for stationary and transportation noise, will provide staff with an understanding of the development constraints which may exist with respect to the introduction of sensitive land uses and quantify the impacts which must be mitigated/addressed in order to achieve a suitable level of compatibility between uses located north and south of the rail line.

- Active transportation connections to established neighbourhoods:
  Residents in the established neighbourhood located east of Appleby Line and immediately south of the Centennial Bikeway, particularly those located on the north sides of Sheraton Road and Bridle Wood have expressed concerns regarding the creation of new active transportation linkages shown in early stage concepts from December which were shown occurring on private property.

Staff Response:
The active transportation linkages shown in the mapping were conceptual in nature and were a representation of the objective of providing greater community access to the GO station and Centennial Bikeway for the neighbourhoods located south of the mobility hub. These neighbourhoods do not presently have direct access the GO station without resorting to indirect and elongated walking routes or the need for automobile use. These new connections would not be achieved through expropriation of private property. Instead the Area Specific Plan would provide policy direction for the City to consider purchasing property from a willing seller when and where such an opportunity arises.

5.0 Employment Land Conversion Process

Within the Aldershot, Burlington and Appleby GO Mobility Hubs, there currently exist Locally and Regionally identified employment lands. As part of the new Official Plan process, the City studied its employment lands. As part of the "Burlington Employment Lands Policy Recommendations and Conversion Analysis Report" prepared by Dillon Consulting, both City and privately initiated employment conversions were considered. The report also included a detailed analysis with respect to employment lands in close proximity to Mobility Hubs. The outcome of the analysis was to establish which lands would be preliminarily recommended for conversion. It is critical to note that a recommendation for conversion does not imply that the lands are no longer intended to serve an employment function. Rather, a preliminary recommendation to convert should be understood to mean that the City wants to achieve a mix of uses including employment, commercial and residential. Equally important is to reinforce that a potential mix of uses does not necessarily include residential uses, but could include a broader range of commercial uses.

The City's recommendations for the conversion of employment lands can be organized into two categories: those conversions to support sites with unique constraints; and, those conversions to support the emerging urban structure. Employment land conversions within the Mobility Hubs support the emerging urban structure and constitute the majority of lands and parcels recommended for conversion.

The new Official Plan presents the Area of Employment overlay which both removes and adds land from the Regional Area of Employment overlay. Lands that are proposed to be removed from the Regional Area of Employment overlay will be deferred and considered subject to the Region of Halton Official Plan Review.

The Area Specific Planning (ASP) process will proceed with planning of these lands in the context of the broader objectives of the Mobility Hubs Study and the guiding principles and unique considerations for each of the hubs. The ASP process also plans

to achieve new employment uses within the Mobility Hubs which are compatible in a mixed-use context.

6.0 Next Steps

Area Specific Plan (ASP) Development and Timing

The development of the draft precinct plans included within this report are key inputs into the creation of the Area Specific Plans (ASPs) for the three GO Station Mobility Hubs. ASPs are plans that apply to a specific geographic area, such as the City's four Mobility Hubs. ASPs can include a variety of studies and contain specific policies to guide future development which can form the basis of an amendment to an Official Plan. City Building staff are continuing work on the ASPs for the Downtown and the three GO Station Mobility Hubs. The work will include the development of more detailed policies which are not otherwise developed at an Official Plan level of detail. These include, but are not limited to:

- Site-specific constraints;
- Detailed heritage analysis;
- Phasing of development;
- Infrastructure capacity;
- Stormwater management including floodplains;
- Feasibility of future transportation connections;
- Additional sustainability measures;
- Area-focused community engagement;
- Implementation and incentive tools; and,
- Further area-specific design requirements.

In terms of timing, staff will be bringing forward four Area Specific Plans by Q1 2019.

ASP Technical Studies

Preliminary technical information regarding the projected densities; market analysis; environmental studies; stormwater, water and wastewater assessments; cultural heritage resource assessments and archeology were previously provided as appendices to Report PB-76-17. Additional detailed technical information, including the completed technical studies, will be brought forward with the delivery of the Area Specific Plans to Council in Q1 of 2019. The suite of technical studies consists of the following:

Environmental Impact Studies - A scoped Environmental Impact Study (EIS) is being completed for each of the four Mobility Hubs as part of this planning study. The purpose of each EIS will be to inventory existing conditions of the natural environment (e.g., woodlands, wetlands, valleys, wildlife habitat, watercourses), identify the potential

impacts that the proposed Area Specific Plans may have on these features, and develop high-level mitigation plans, where appropriate, focusing on appropriately minimizing or eliminating impacts. The proposed approach for the scoped EIS work is to focus on two key objectives:

1. Identifying lands which are not suitable for development based on their significance or related constraints; and,
2. Identifying opportunities for ecological restoration, as a number of the lands around the hub areas are heavily urbanized.

Functional Servicing - The detailed Functional Servicing Study involves a review of the existing water and wastewater services accessible to each of the hubs; confirmation of the capacity of the water and wastewater services accessible to each of the hubs; and preparation of water and wastewater servicing concepts for each of the hubs. This study will inform the Area Specific Plans in regards to water and wastewater infrastructure capital needs.

Air, Noise & Vibration - A Pre-Feasibility Noise and Vibration Study is being completed for the Aldershot, Burlington and Appleby GO Mobility Hub study areas (note: Burlington Downtown is excluded from the Noise and Vibration Study Scope). The Noise and Vibration Study includes reviewing the noise and vibration impact of introducing new sensitive land uses in proximity to existing stationary and transportation noise sources (e.g. industrial, rail, etc.). The Study will identify potential impacts which may exist and identify areas of impact and associated potential mitigation measures which may be required within the study areas. In addition, Provincial guidelines such as the D-6 guideline for compatibility between industrial facilities and NPC-300 for stationary and transportation noise, will provide staff with an understanding of the development constraints which may exist with respect to the introduction of sensitive land uses, such as residential uses, within the mobility hubs

Air Quality Impact - An Air Quality Impact and a high-level Risk Assessment Study for the Aldershot, Burlington and Appleby Mobility Hub study areas is being completed (note: Burlington Downtown is excluded from the Air Quality Study). This Study will review the air quality impacts of introducing new sensitive land uses (clusters of future sensitive receptors) in proximity to existing stationary and transportation sources of air emissions (e.g. industrial facilities, rail, highways, etc.). The Study will review these impacts, which exist within or outside the respective Mobility Hub study areas. Results of the risk assessment will be used to develop strategies to mitigate potential air quality impacts associated with the respective Mobility Hubs.

Transportation - A transportation study is currently underway to identify future transportation needs and parking strategies for all four Mobility Hubs. This Study will review the transportation network and identify improvements and enhancements needed to support the plans and encourage multi-modal transportation solutions. The

Study will review the current and planned active transportation networks and identify improvements. Further, transportation demand management (TDM) strategies and policies will be developed for each hub. This work will also include a strategic parking review to identify appropriate parking rates within the mobility hubs and strategies to achieve the desired modal splits. This work will also identify a framework to deal with the changing parking demands over time and appropriate use of off-street parking; municipal parking lots, and shared parking.

Market Analysis - A market analysis is being completed for each Mobility Hub study area to help guide the planning and urban design aspects of the project. A contextual market analysis of the City of Burlington is being completed along with a more detailed assessment of the four Mobility Hub study areas. For each station area, the assessment will include development trends, land values, and an assessment of how the study areas relate to the Burlington and GTHA marketplace. This will include assessing the nature of residential, commercial and office development including both tenant and buyer profiles. This analysis will give a broad idea of the nature of long term demand and the expected development trends looking forward.

This work will also identify other development opportunities and challenges related to development economics and feasibility, the protection/enhancement of existing employment functions, development phasing, the need for financial incentives, population and employment forecasts for the land use scenarios, and other related market considerations. This analysis will inform and ensure the Area Specific Plans are both marketable and feasible from a development and economic perspective. In addition to market inputs, this study will provide strategies and advice related to overcoming development challenges (e.g. fragmented ownership and prohibitive land values, contaminated lands, land use compatibility concerns, etc.) and achieving municipal objectives (green space, affordable housing, community facilities, appropriate housing mix, etc.).

Fiscal Impact Analysis - The intent of the Financial Impact Analysis (FIA) is to measure the operating and capital cost impacts of intensification within each of the Mobility Hubs, both individually and in aggregate, for various types of residential, non-residential, and mixed-use development. The FIA would be undertaken for City and Regional services and measure the incremental costs for new development, including new infrastructure and associated lifecycle replacement requirements.

Archaeological / Cultural Heritage – The archaeological study will provide information about the history, current land conditions, geography and previous archaeological fieldwork of the hub areas. The Cultural Heritage assessment will focus on conducting and analyzing background research and field survey results for the purposes of identifying impacts of the proposed undertaking on cultural heritage resources.

These studies are expected to be completed by December and will be posted on the City's mobility hubs project webpage for public review prior to the completion of the draft Areas Specific Plans.

Next Community Engagement Opportunity

Staff are exploring ways to effectively engage with the public on the draft Area Specific Plans once drafted and will provide an update to Council regarding future public engagement opportunities towards the end of 2018.

ASP Implementation

Following the completion of the Area Specific Plans, there will be an implementation phase to the Mobility Hubs project. The implementation phase of the project will include the development of a wide range of tools and detailed discussion of partnerships required to implement the area specific plans over time. This phase may include the development of zoning by-law regulations; form-based codes (i.e. development permit / community planning permit system), urban design guidelines, community improvement plans, etc. Following the conclusion of the implementation phase, it is important to note that other development processes will be required. Development processes may include applications for minor variance, site plan, site-specific zoning and/or official plan amendments or development permits.

Financial Matters:

Not applicable.

Connections:

The Downtown Mobility Hub Area Specific Planning process 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 new, Council-adopted, Burlington Official Plan through staff report PB-04-18 titled, "*Revised proposed new official plan recommended for adoption"* (April 2018).

Following this report and associated Council Workshop, staff will continue development of the Area Specific Plans for the Downtown and the three GO station hubs. The Mobility Hubs Area Specific Plans, once completed and approved by Council, will provide a Council endorsed vision and direction for future growth in the four Mobility Hubs.

To achieve the long-term objectives of the four Mobility Hubs including transportation modal split targets, future development in the Mobility Hubs must be supported by other ongoing City initiatives. There is an important symbiotic relationship between the Mobility Hubs Area Specific Plans and the City's Transportation Plan, Cycling Master Plan, Community Trails Strategy, the Integrated Transit Mobility Plan and the Downtown Streetscape Guidelines, all of which are necessary to ensure that the four Mobility Hubs are connected to city-wide destinations through active transportation networks, a frequent transit network and well-designed complete streets.

Public Engagement Matters:

The Mobility Hubs Team has conducted a series of formal and informal public consultation events for each of the GO Station Mobility Hubs to present and gather feedback on the draft precinct plans.

Public Engagement Methods

In consultation on the Draft Precinct Plans for the three GO Station Mobility Hubs in May 2018, staff collectively engaged with approximately 273 people through public drop-in open houses.

In addition to these events, staff engaged with various stakeholders and residents in person, via email and by phone.

Public Engagement Advertisements

Public consultation sessions were advertised through City Update in the Burlington Post; on social media including Facebook posts and tweets on Twitter; bus advertisements; email blasts; and direct mailings to both the immediate study area and a 120 metre buffer around the study areas.

Aldershot GO Mobility Hub		
Public Communication/Engagement	**Date**	**Stats**
Drop-in Open House	May 3, 2018	124
Alternate Drop-in Open Houses	May 7 & 8, 2018	39
Email Notifications	April – May 2018	541
Mailings (Canada Posts)	April 2018	1,964

Burlington GO Mobility Hub

Public Communication/Engagement	**Date**	**Stats**
Drop-in Open House	May 2, 2018	47
Alternate Drop-in Open Houses	May 4 & 7, 2018	23
Email Notifications	April – May 2018	323
Mailings (Canada Posts)	April 2018	1,816

Appleby GO Mobility Hub		
Public Communication/Engagement	**Date**	**Stats**
Drop-in Open House	May 10, 2018	29
Alternate Drop-in Open Houses	May 11 & 12, 2018	11
Email Notifications	April – May 2018	358
Mailings (Canada Posts)	April 2018	1,647

Social Media Stats for GO Station Mobility Hubs (April 1, 2018 – June 5, 2018)
Facebook Posts Posts:6 Impressions: 42,500* Reach: 26,400 Reactions/Likes: 79 Comments:61 Shares: 20 Clicks: 98
Twitter Posts Posts: 32 Impressions: 57,200* Retweets: 92 Likes: 88 Clicks: 171
***Impressions are the number of times a post appeared in the feed

Conclusion:

The draft Precinct Plans for the Aldershot, Burlington and Appleby GO Mobility Hubs achieve key important city-building objectives including: the provision of a variety of housing forms to attract a broad range of demographics; creating opportunities for new and enhanced public parks and open spaces; the provision of sites for future community and public services; the concentration of tall buildings in proximity to higher order public transit (GO Transit) as well as the frequent transit corridors; the establishment of height peaks and built form transitions; and the provision of development permissions that will attract future population and job growth.

Respectfully submitted,

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

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Kyle Plas, MCIP RPP, Senior Planner – Mobility Hubs

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

Appendices:

A. Aldershot GO Mobility Hub Draft Precinct Plan – May 2018
    1. Parks and Open Space Precinct
    2. Public Service Precinct
    3. Grove Park / St. Matthew’s Neighbourhood Precinct
    4. Aldershot Main Street Precinct
    5. Mid-Rise Residential Precinct
    6. Emery / Cooke Commons Precinct
    7. Aldershot GO Central Precinct

B. Burlington GO Mobility Hub Draft Precinct Plan – May 2018
    1. Parks and Open Space Precinct
    2. Public Service Precinct
    3. Mid-Rise Residential Precinct
    4. Leighland Node Precinct
    5. Fairview / Brant Frequent Transit Corridor Precinct
    6. Burlington GO Central Precinct
    7. Urban Employment Precinct

C. Appleby GO Mobility Hub Draft Precinct Plan – May 2018

1. Parks and Open Space Precinct
2. Public Service Precinct
3. Mid-Rise Residential Precinct
4. Fairview Frequent Transit Corridor Precinct
5. Appleby GO Central Precinct
6. Urban Employment Precinct
7. General Employment Precinct

D. 1. Summary of Public Consultation on the Aldershot GO Mobility Hub Draft Precinct Plan
2. Summary of Public Consultation on the Burlington GO Mobility Hub Draft Precinct Plan
3. Summary of Public Consultation on the Appleby GO Mobility Hub Draft Precinct Plan

Notifications:

Curt Benson, Region of Halton

Dan Tovey, Region of Halton

Barb Veale, Conservation Halton

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.