



**DATE: August 8, 2018**

**TO: Lola Emberson, Senior Planner, Department of City Building**

<b>RE:</b>	<b>Lakeside Plaza, 5353 Lakeshore Road, City of Burlington Ward 5</b>
<b>File Number(s):</b>	<b>505-03/18 and 520-03/18</b>
<b>Description:</b>	<b>Official Plan and Zoning By-law Amendment</b>

**Overall Recommendation: SDC supports the application with recommendations as noted.**

The SDC reviews development applications in order to provide comments to encourage sustainable development. This mandate was approved by council in 1990. In order to implement sustainable building and design measures effectively, they should be considered at the earliest possible stage in the development process to ensure integrated design occurs and to reduce project costs. In addition, the committee is empowered to review applications based on Part II Section 2.3 policy b) of the 2008 Official Plan which states:

*"The City will maintain a citizen's advisory committee to advise and assist Council and staff on the implementation of Principles and Objectives of Sustainable Development (see Appendix E), through the review of development applications and other matters of interest in accordance with the terms of reference adopted and periodically reviewed by Council."*

In general, the committee also relies on the following sections of the official plan in its review of applications:

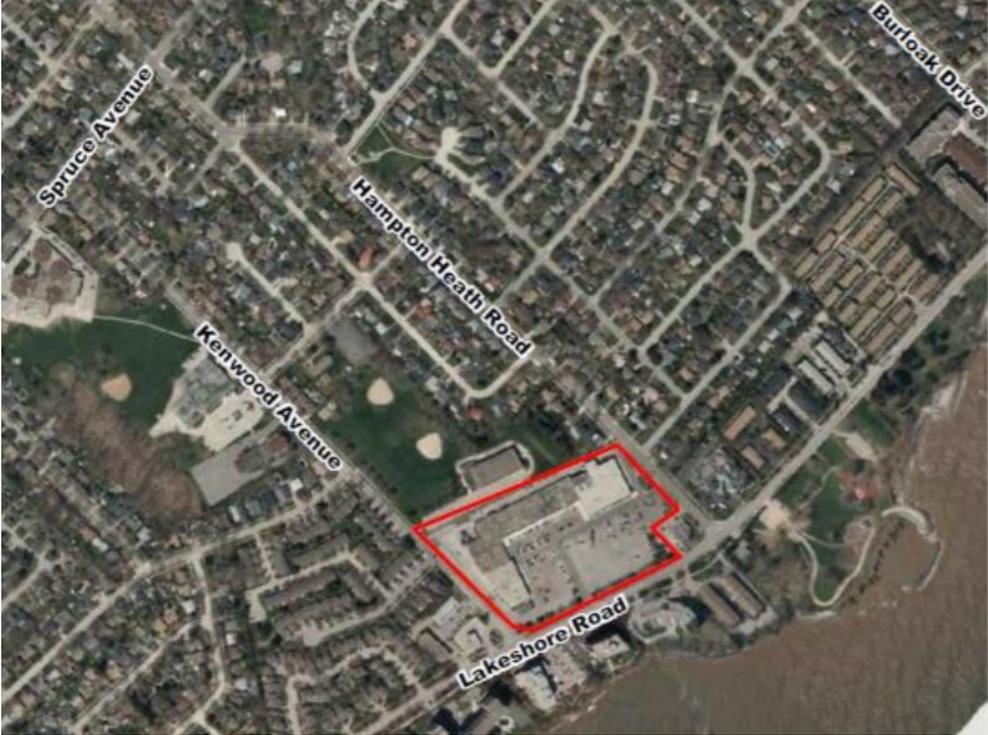
Part II Section 2.2 objective d) *To use Sustainable Development criteria for review of applications for development, and to ensure that new development is compatible with existing end uses,*

Part II Section 2.7.1 Principles a) *To the greatest extent possible, proposed development shall be consistent with the goals and objectives of Sustainable Development, and other policies in Part II Section 2.7 of the Official Plan.*

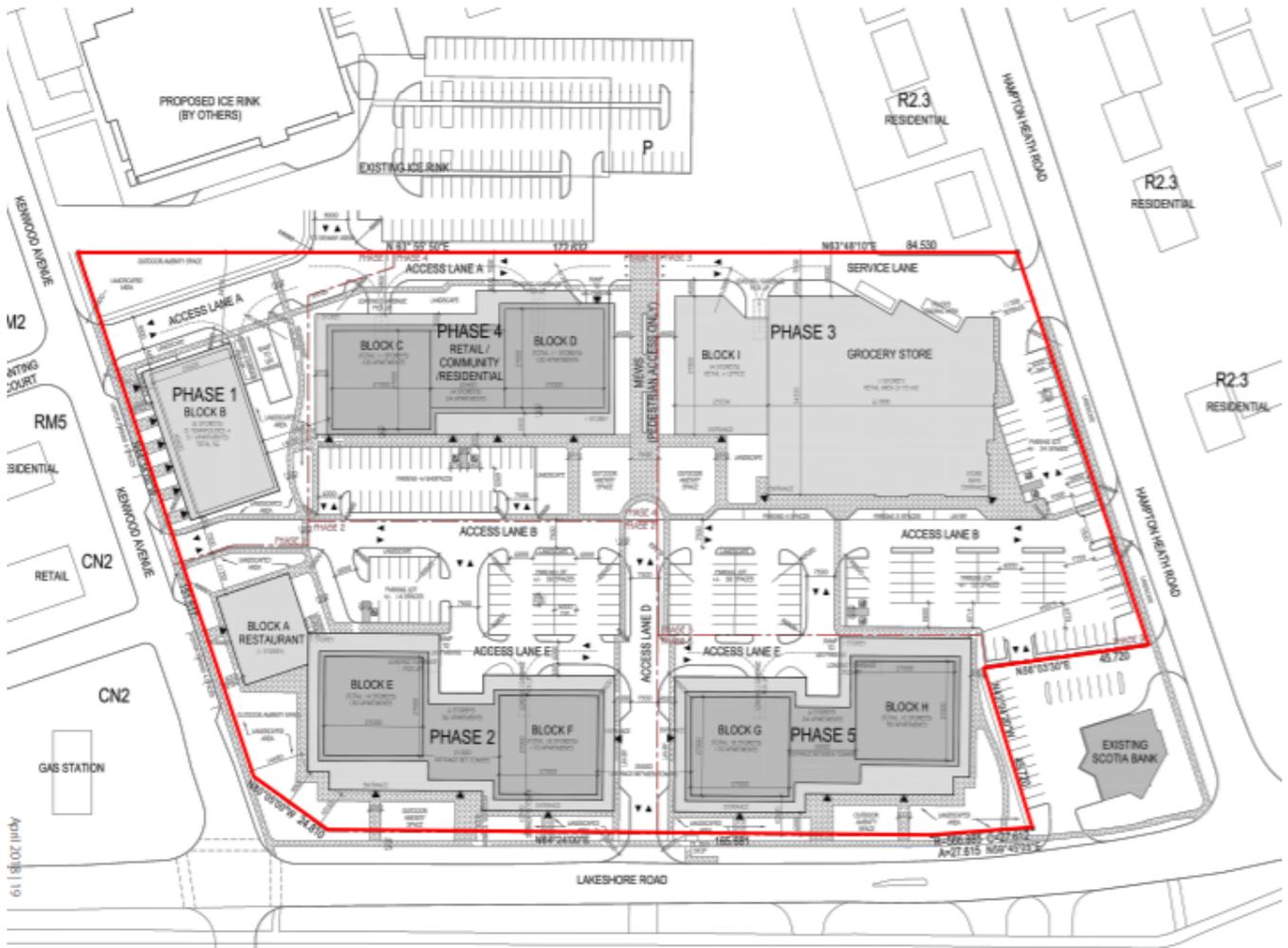
**Figure 1: View of the proposed buildings on the site**



**Figure 2: Location of the site**



**Figure 3: Site plan**



**Table 1: Site details**

Phase	Block	Residential (dwelling units)	Building Height (storeys)	Retail Floor Area (m <sup>2</sup> )	Office Floor Area (m <sup>2</sup> )
1	B	56	6	0	0
2	A	0	1	560	0
	E	166	14	2,520	0
	F	170	18		0
3	I	0	4	4,075	2,700
4	C	112	11	2,320	0
	D	112	11		0
5	G	170	18	2,480	0
	H	114	10		0
<b>Total</b>		900		11,955	2,700

**Preamble:**

The applicant is requesting amendments to the City's Official Plan and Zoning By-law 2020 to permit the redevelopment of the commercial property. The phased redevelopment is proposing 900 residential units within a mix of townhouses, mid-rise (4-11 storeys) and high-rise (14-18 storeys) along with 2,700 square metres of office space and 11,955 square metres of retail and service commercial uses that includes retention of a grocery store.

The property currently contains a one storey commercial retail plaza known as Lakeside Plaza (5353 Lakeshore Road). The land is bound by Skyway Arena and Park to the north, Hampton Heath Road to the east, Lakeshore Road to the south, and Kenwood Avenue to the west. This proposal affects 3.84 hectares of land on the north side of Lakeshore Road. The site is accessed via one driveway on Kenwood Avenue, one driveway from Lakeshore Road and two driveways from Hampton Heath Road.

Currently to the south of the subject properties there is a mix of residential uses (i.e. apartment buildings) with variety of building heights ranging from 2 to 19 storeys. To the east is a retirement home and low density residential uses (i.e. single detached units) and a Scotiabank located on the corner of Lakeshore Road and Hampton Heath Road. To the west, there is a small commercial plaza and gas station at the corner of Lakeshore Road and Kenwood Avenue and medium-density uses (i.e. townhouse units). To the north is Skyway Arena and Park.

The City of Burlington Official Plan designates the subject lands as Neighbourhood Commercial (CN1-63) which is to provide opportunities for limited commercial uses to meet the immediate neighbourhood residents' day-to-day and weekly goods and service needs. The CN1 zone permits a variety of uses including retail, service commercial, office, community, automotive, entertainment and recreation. Large-scale neighbourhood commercial areas will have a site area of up to 5 ha and a maximum building area of approximately 12,500 square metres. The maximum building height is 3 storeys up to 12 m maximum. Residential uses may be permitted in the second and/or third storey of retail/commercial buildings.

The Official Plan amendment is proposing an increase in the residential density to a maximum of 240 units per hectare, increase the maximum building area of 15,000 square metres and will permit residential uses in standalone buildings of up to 6 storeys in height and in mixed use buildings up to 18 storeys in height.

The zoning by-law amendment is proposing to change the zoning to a Community Commercial (CC1) zone with a special exception for a number of provisions including permitting townhouse and apartment building, building height, landscaping and parking.

## **General:**

The SDC supports higher density development close to transit, retail and community services that will likely attract transit-oriented, environmentally-focused residents and businesses.

The SDC agrees that the current site is underutilized and that it is a good candidate for mixed use development. The proposal has many positive features including:

- Proximity to parks and transit (bus connections to downtown and Appleby GO)
- An increase in the landscaped component vs. the current plaza
- A walkable connection through the development from Skyway Park to Burloak Park
- Grading of building height down from the south property line towards existing low-density residential areas
- The inclusion of 3 bedrooms units that can accommodate families
- Proposal to include a mix of rental units and condos
- Reduced parking allotment
- Retention of a grocery store on site (the existing store would be removed in Phase 3 and rebuilt in Phase 4)
- A planned increase in commercial space, that would help to meet the daily needs of residents and the surrounding community, and create employment
- A number of design elements to manage stormwater

## **Site Specific Considerations**

The City's 2008 Official Plan allows for up to 185 units/ha in Residential – High Density area. The applicant has proposed 235 units/ha. The City's Draft Official Plan identifies the area as a Secondary Growth Area which allows a maximum of mid-rise buildings (5-11 storeys). The maximum of 11 storeys is subject to the reduction of parking at grade, a high quality of design and mitigation of the adverse impacts of increased height. The applicant has proposed to construct three buildings on the south perimeter that exceed this limit (one 14 storey and two 18 storey buildings). As context, the buildings south of the site across Lakeshore Road are 8-10 storeys.

In community consultation, some local residents welcomed the proposed redevelopment as it would represent an improvement from the current state. Other local residents expressed concern about the tall buildings, increased density, traffic and more condos and expressed the desire for a "village feel".

The proposed development should address design elements to reduce the use of energy and minimize GHG emissions. It should help the City move towards its goal of being net carbon neutral.

**Recommendations:**

Our comments are based on the following Principles and Objectives of Sustainable Development, as developed by the committee, endorsed by Council and found in Appendix E of the City’s Official Plan:

SUSTAINABLE DEVELOPMENT PRINCIPLES	COMMENTS
<p>1. Recognize the interdependence of humans and the rest of nature in a common ecosystem; seek to prevent and reverse degradation of the earth, air, water, plants and animals by human activity.</p>	<p>Use a Low Impact Design approach to stormwater management</p> <p>Use of sustainable practices to manage construction waste</p>
<p>2. Recognize the urgency of climate change and take measures to reduce greenhouse gas emissions and to adapt.</p>	<p>The applicant has not provided information on design elements to encourage the conservation of energy. The buildings should be designed and built to help Burlington to achieve its goal of being net carbon neutral. SDC recommends:</p> <ul style="list-style-type: none"> <li>• Construction of very efficient building shells.</li> <li>• Renewable energy generation</li> <li>• Incorporation of active and passive solar design elements</li> <li>• Reduction in the use of energy through efficient fixtures and appliances, and</li> <li>• Individual energy metering of each unit</li> </ul> <p>This site, perhaps in conjunction with the redeveloped Skyway Arena, could be a candidate for a district energy system.</p> <p>A major goal of this development should be to encourage residents to use forms of transportation other than their automobiles, especially given the proximity to the Appleby GO Station and City of Burlington transit. SDC supports:</p> <ul style="list-style-type: none"> <li>• Reduced parking spaces</li> <li>• Providing ample bike storage</li> <li>• Providing ample electric vehicle charging capacity</li> <li>• Providing an on-site vehicle sharing program</li> <li>• Incorporating a “lay-by” area in the site plan for transit, taxis, ride sharing</li> </ul>
<p>3. Promote conservation, stewardship and responsible use of resources. Discourage processes and practices that result in natural resources being consumed at a rate faster than they can be replenished.</p>	<p>The SDC would like to see reference to:</p> <ul style="list-style-type: none"> <li>• Commitment to installation of energy efficient appliances (if provided)</li> <li>• Efficient use of water</li> </ul> <p>It may be possible to use some of the stormwater collected on site for irrigation of landscaped features.</p>

SUSTAINABLE DEVELOPMENT PRINCIPLES	COMMENTS
4. Discourage the production and use of persistent and harmful substances. Reinforce proper disposal practices for such substances	
5. Affirm and promote practices that provide a safe and healthy environment and build resilience, and engage our community in not only meeting the economic and social needs of all citizens but enhancing quality of life.	

SUSTAINABLE DEVELOPMENT OBJECTIVES	COMMENTS
a. <b>Leadership:</b> Take a leadership position on sustainability issue both within and outside the City of Burlington. Recognize that our local actions can have global implications.	The SDC requests information on the corporate philosophy of the applicant in terms of sustainable development. Progressive companies set an example for others.
b. <b>Protection and Enhancement of Natural Features:</b> Protect and enhance Burlington’s natural features to ensure that shorelines, natural water courses, wetlands, flood plains, woodlands and forestry tracts, as well as notable landmarks such as the Niagara Escarpment, are preserved for future generations. Improve the connectivity of natural features to enhance the natural heritage system. Preserve habitat to maintain and increase biodiversity and protect species at risk.	
c. <b>Protection of Natural Resources:</b> Sustainably manage and protect natural resources such as water, minerals and fertile lands. Reverse degradation of natural resources when feasible.	
d. <b>Responsible Use of Natural Resources:</b> Reduce the consumption of natural resources and ensure users are responsible for the full local costs of services such as water, electricity and sanitary sewers. Provide educational programs to encourage conservation of natural resources and increase awareness of the full costs of services.	Provide fixtures and appliances that conserve water.  Collected rainwater can be used to fill water features, irrigate gardens and maintain landscapes. Innovation in onsite water management technologies is encouraged.  Green roofs act as a natural way of filtering runoff.

SUSTAINABLE DEVELOPMENT OBJECTIVES	COMMENTS
<p>e. <b>Waste Reduction:</b> Reduce waste generation and increase resource recovery. Minimize waste in designing, building, operating, renovating, demolishing and re-purposing buildings.</p>	<p>The applicant should ensure that proper recycling methods and facilities are available for residential tenants. This should include organic waste through the green bin program.</p>
<p>f. <b>Greening of the City:</b> Promote the preservation, management and planting of trees and other vegetation on private and public property within the City. Encourage the use of native, non-invasive and diverse species.</p>	<p>The site allows for planting a significant number of trees. Urban forests provide habitat and food sources for wildlife, cooler watercourses, mitigate noise and dust levels, improve air and water quality, absorb pollutants, sequester carbon and help conserve energy.</p> <p>The applicant states that 58 of the existing 71 trees will be retained and also states that the amount of tree canopy on site will be increased through a comprehensive landscape plan. The applicant is requested to clarify the proposed number of trees for this project. The SDC requests a minimum tree canopy of 30% to be achieved by 2038. Calculations should show the tree caliper and the projected canopy area in 20 years.</p> <p>The current studies show a relatively small amount of landscaped space. There is a single mention of the possibility of bioswales. Additional landscaping would improve the site.</p>
<p>g. <b>Natural Features and Green Space:</b> Ensure natural features and greenspace are fundamental components of the City including new developments and redevelopments.</p>	<p>Green roofs, rooftop gardens and/or terrace gardens should be considered.</p> <p>Illustrations show more landscaping in the proposed development than is currently in place, but there are few details available. The potential exists for a significant amount of landscaping within the site and the developers need to integrate the landscaping as a critical component of the development and not as an afterthought. Stormwater should be used to irrigate plantings within the proposed development area.</p> <p>The development will have very good access to Skyway Park and Burloak Park.</p>
<p>h. <b>Superior Neighbourhood Design:</b> Make land-use decisions considering the natural features, site characteristics and location relative to employment, transportation and amenities. Apply an ecosystem approach to assess the impacts of development and</p>	<p>The proposed development supports healthy and walkable neighbourhood design. Four transit routes currently serve this area. There is bus connection to Appleby GO.</p>

SUSTAINABLE DEVELOPMENT OBJECTIVES	COMMENTS
<p>ensure environmental integrity, diversity and resiliency. Create vibrant, equitable communities that are healthy, walkable and transit supportive.</p>	<p>The proposed 14,655 m<sup>2</sup> of commercial space (2,700 m<sup>2</sup> of it office space) exceeds the current commercial space of 10,340 m<sup>2</sup>. Currently some of the commercial space is empty. Additional density will help ensure the success of the new space.</p> <p>The applicant notes that there will be greater variety of unit sizes, although no detail is provided.</p>
<p>i. <b>Sense of community:</b> Create sustainable and appropriate forms of development that reflect the human scale, promote a sense of community, and connect and integrate urban development natural surroundings.</p>	<p>The proposal includes some outdoor amenity space and landscaping to the south of blocks D and I.</p> <p>The applicant has proposed amenity space of 13,500 m<sup>2</sup>, well below the required 17,800 m<sup>2</sup>. The justification for this reduction is not clear. The SDC asks that the minimum amount of 17,800 m<sup>2</sup> be included in the final proposal.</p>
<p>j. <b>Neighbourhood Connectivity:</b> Promote community development where residents can easily access necessities and amenities, such as housing, employment, locally produced food, retail, green spaces, education, recreation, and arts and culture through active transportation or transit.</p>	<p>The proposed development includes commercial space including a grocery store, housing, some employment and is in close proximity to an arena, parks and schools. The development has good access to transit.</p> <p>There is a proposed pedestrian access through the development from Skyway Park through to Burloak Park. It appears that there will be sidewalks providing safe pedestrian routes within the development (in the landscaped strips). This is important. It would be helpful to improve pedestrian access across Lakeshore Road.</p> <p>The phasing of the demolition/rebuild of the grocery store leaves the community without a local store for 12-24 months or longer. It would be preferable if the new store on site was opened prior to the demolition of the existing one.</p>
<p>k. <b>Sustainable Transportation System:</b> Prioritize walking, cycling and transit and make the best use of the existing road system for the safe movement of goods and people. Support multi-modal connectivity within the City and with neighbouring municipalities.</p>	<p>The area is very walkable and there is easy access to the bus stops. Four existing transit routes serve the area (2 of these routes service to Appleby GO). The proposal supports active and public transportation and encourages modal shift through a reduction in parking in conjunction with TDM. 1350 parking spots are proposed based on a parking study. It is estimated that ~950 spots will be required for residents. There will be 1,150 underground spots</p>

SUSTAINABLE DEVELOPMENT OBJECTIVES	COMMENTS
	<p>and 200 surface spots (therefore ~400 spots for customers and visitors). Current zoning requires ~610 commercial spots and 1520 residential spots (reference: Planning Justification Report). Given the amount of retail space proposed, particularly with a large grocery store, the 200 surface spots may not be sufficient.</p> <p>The applicant refers to providing cycling/walking route maps in lobbies and the distribution of TDM info packages to new residents. The applicant's provision of bike storage promotes cycling and multi-modal transportation. A bike pump station within the development would further encourage personal bike use. The SDC strongly encourages the applicant to provide an on-site car sharing program.</p>
<p><b>l. Efficient Urban Design:</b> Increase the efficiency of land use in the urban community with the goal of reducing greenhouse gas and other air emissions and provide efficient, well-connected route for active transportation and transit. Promote urban intensification and development policies, rather than suburban policies that generate sprawl.</p>	<p>This proposal supports this objective except for the provision of the two low-rise structures. Given the density of the site, it seems possible to combine the proposed restaurant and grocery store into some of the tower structures. This would negate the need to exceed the 11 storey maximum and provide much more space for amenities/landscaping.</p>
<p><b>m. Natural Storm Water Management:</b> Protect water courses in their natural state and encourage the restoration of water courses that have been degraded. Encourage low impact development design and use of best practices to improve storm water quality and reduce the quantity storm water sent to traditional storm water infrastructure.</p>	<p>The applicant states that stormwater will be collected in underground cisterns and that rooftop controls are also proposed for Block A. The stormwater quality control target for the site will be 80% TSS removal for 90% of the runoff. There will also be 4 oil-grit separators (OGS) in the parking lot. Bioswales are mentioned as a possibility in the parking lot.</p> <p>The applicant is asked to identify methods to use some of the collected stormwater for landscape irrigation. Another possible option to reduce stormwater to city sewer is through the use of permeable pavement.</p>
<p><b>n. Energy Conservation, Efficiency and Generation:</b> Promote net zero carbon energy generation and usage. Increase energy conservation through efficient land use planning and building design. Encourage sustainable local thermal and electrical energy generation and the supporting distribution network. Adopt low emission forms of</p>	<p>The applicant has not provided information on design elements to encourage the conservation of energy. The buildings should be designed and built to help Burlington to achieve its goal of being net carbon neutral.</p> <p>This large site, in proximity to the Skyway Arena, may</p>

SUSTAINABLE DEVELOPMENT OBJECTIVES	COMMENTS
<p>transportation. Take all opportunities to switch from fossil fuel to renewable and electricity-based technologies.</p>	<p>be a candidate for a district energy system.</p> <p>The developer noted that “Sustainable and energy efficient building methods and materials will be considered during the detailed design stage...”.</p> <p>SDC recommends:</p> <ul style="list-style-type: none"> <li>• Construction of a very efficient building shells. (Note that the use of a lot of glass can reduce efficiency – R-value reduces over times with seals failing and provides a large solar heat gain.)</li> <li>• Incorporation of active solar panels and passive solar design elements; the grocery store is an ideal candidate for this and could use a nighttime ice-making system that provides space cooling during the day as is done at the Mountain Equipment Coop in Burlington.</li> <li>• Reduction in the use of energy through efficient fixtures and appliances, and</li> <li>• Individual energy metering of each unit</li> </ul> <p>The applicant should provide electric vehicle charging stations for residents and visitors.</p>
<p><b>o. Agriculture and Food:</b> Promote policies that improve long-term food security with sustainable local agriculture in urban and rural communities. Increase the supply of local, accessible, affordable, culturally diverse and nutritious food. Protect agricultural land from loss and fragmentation.</p>	<p>The applicant should provide rooftop and/or terrace garden facilities for residents.</p> <p>The inclusion of a public space at ground level may allow for a farmer’s market.</p>
<p><b>p. Healthy Lifestyles:</b> Promote and support healthy and active lifestyles through the development of complete neighbourhoods, active transportation infrastructure, recreational facilities and parks.</p>	<p>The proposal contains an interconnected network of landscaped pedestrian paths and open spaces. The proposal includes a pedestrian connection between Skyway Arena and Park and the Burloak Waterfront Park. It would be helpful to improve pedestrian access across Lakeshore Road.</p>
<p><b>q. Community Engagement:</b> Seek and encourage public participation and education, and, consider public input in city decision-making. The economic, environmental and social aspects of proposed developments should be considered. Decisions should address all aspects and build consensus</p>	<p>A Lakeside Community Visioning Session (led by the City) was conducted in November 2015 and community feedback collected. A total of four public open houses will be conducted in July/August 2018.</p> <p>The Developer is encouraged to ensure that the project is supportive of Halton Region’s</p>

SUSTAINABLE DEVELOPMENT OBJECTIVES	COMMENTS
among stakeholders.	<p>Comprehensive Housing Strategy and is in the alignment with the housing objective 86(26) of the Halton Region OP: “Seek development opportunities for Assisted and Affordable Housing in Intensification Areas where public transit, retail and other facilities are readily accessible.” The SDC asks that this be addressed in the recommendation report and not left to the subsequent Section 37 Benefits discussion after the OP and Zoning Bylaw amendments are approved. The Region requires 30% of new housing to be affordable. The latest report by the Region gives a 2017 purchase price of \$362,950 for private townhomes and apartments. It is not clear how condominium fees are dealt with. The equivalent rent mid-point is \$1,932 per month and again, utilities and fees are not specifically dealt with. Currently, only about half of Burlington households can afford these amounts (Statistics Canada 2016 Census). The SDC has conducted research on ways to build housing at lower cost than conventional means. By doing so, the selling price and rental amount can result in profitability for the developer/builder. The SDC would welcome the opportunity to explore these options.</p> <p>The applicant stated that residential units include a mix of 1, 2 and 3 bedroom apartments and 3 bedroom townhouses. The applicant stated that some of the units will be rental and some will be condos. Only a very small number of the units are townhouses (~5 out of 900 units).</p>
r. <b>Evaluation of Development:</b> Continuously monitor and evaluate community development to assess its sustainability in relation to social, environmental or economic impacts.	
s. <b>Sustainability Assessment:</b> To assess progress towards sustainability, the City of Burlington should prepare a performance review of the entire municipality at regular intervals and develop and implement an action plan based on the findings.	

**Summary of Above Discussion and Recommendations/Action Items:**

The SDC agrees that the current site is underutilized and that it is a good candidate for mixed use development. The proposal has many positive features. The proposed development should be further enhanced by addressing issues such as:

- Incorporating affordable and accessible housing units by following Region of Halton criteria and examining alternatives for both construction and financing such as a partnership with Habitat for Humanity.
- Including design elements to reduce the use of energy and reduce GHG emissions including incorporation of passive design, very energy efficient building shells and evaluation of a district energy system
- Enhancing TDM measures such as:
  - Providing for car share
  - Improving transit linkages with Appleby GO
  - Providing discounted transit passes for new tenants
- Enhancing stormwater management e.g.:
  - Using some of the collected stormwater on site
  - Incorporating permeable paving
  - Including bioswales in the parking areas
- Providing for more outdoor amenity space (e.g. at grade, rooftop or terrace garden areas) for residents. The applicant has proposed amenity space of 13,500 m<sup>2</sup>, below the City requirement of 17,800 m<sup>2</sup>.
- Providing at least 30% tree canopy that can be achieved in 20 years.
- Incorporating sustainable practices and LEED level components e.g.:
  - Use of recycled building materials
  - Use of heat pumps
  - The use of effective recycling and waste facilities on-site
- Incorporating the two single storey structures into the taller towers. On such a dense site, all the land should be put to the best possible use. Putting additional housing on top of the grocery store or placing the restaurant at the base of one of the towers would open up more space for common areas or greenscaping.

The applicant is requested to clarify (on a per phase basis) what percentage of the residential units are proposed to be each of 1, 2 and 3 bedroom units.

Some of the comments from community consultation indicated concern about tall buildings, high density development and more condos. Local residents expressed the desire for a “village feel”. It should be noted that three of the six proposed residential towers (at 14, 18 and 18 storeys respectively) would exceed the 11 storey maximum in the Draft Official Plan and are significantly higher than the mid-rise buildings that are immediately to the south of the site. The addition of some affordable housing and inclusion of sustainability measures may help to offset the proposed density.

## **Future Site Plan & Building Permit Considerations:**

The City of Burlington has approved the Sustainable Building and Development Guidelines. The committee recommends that the applicant consider the guidelines in this application. Many of the items identified in the guidelines are implemented through site plan and/or building permit approval, after a development proposal has received an Official Plan amendment and/or zoning by-law amendment, however, to ensure the design of sustainability features can be incorporated, we recommend these items are given consideration at this stage in the process. A full copy of the guidelines can be downloaded at:

[https://www.burlington.ca/en/services-for-you/resources/Planning\\_and\\_Development/Official\\_Plan/sm\\_UPDATE-for-web---18-044-PB-Sustainable-Building-and-Development-Guidelines.pdf](https://www.burlington.ca/en/services-for-you/resources/Planning_and_Development/Official_Plan/sm_UPDATE-for-web---18-044-PB-Sustainable-Building-and-Development-Guidelines.pdf)

The Sustainable Development Committee requests a response from the applicant related to the recommendations in this document. The committee would be pleased to meet with the applicant to discuss these comments in further detail. We would welcome discussions with the applicant to consider how the sustainability of the building could be enhanced, including at the Site Plan stage.

The SDC thanks the applicant for the assessment of the proposed development as compared to the Sustainable Development Principles and Objectives (included in an Appendix of the Planning Justification Report).

**Note:** This report was reviewed and approved by the Sustainable Development Committee on August 8, 2018.

Respectfully Submitted,

Jillian Gorbald and Glenn Portch (P&D Sub-committee Co-Chairs)  
Burlington Sustainable Development Committee (SDC)

Cc: Tim Park, Lynn Robichaud, Leah Smith