

Engaged Citizens of Burlington

Presentation on the
Lakeside Village
Redevelopment

February 12, 2019



History of this Plaza

- Originally developed in the 1960's as Skyway Shopping Plaza.
- A number of vibrant retail businesses flourished here over the course of many years:
 - At least two restaurants;
 - LCBO;
 - Theatre;
 - Paint and Decorating store.
 - Eames Department Store.
- This mall was considered a prosperous and fairly vibrant shopping facility up until the mid-1980's.
- Significant turnover in tenants and closure of a number of businesses in recent years as this property has slid into decline.



Community Awareness & Input

- Residents acknowledge the need for redevelopment, and understand that change is required to improve this facility.
- Over 300 residents attended the Lakeside Community Visioning Meeting held on November 24, 2015. Their feedback can be found on Appendix 2, pages 90 - 98 of the Planning Justification Report.
- Residents' expectations were clearly articulated at that time:
 - Low density development;
 - Upgrading of the existing mall;
 - More abundant green space and attention to landscaping;
 - Adequate parking.

Present vs. Proposed

| Criteria | Present Structure | Proposed Structure |
|-----------------------------|--------------------------------------------------------------|----------------------------------------------------------------------------------|
| Composition | All stores in the mall are one storey commercial facilities. | Buildings varying in height and size. Two are 18 storeys, and one is 14 storeys. |
| Number of buildings | One connected plaza. | 9 buildings with varying levels of connectivity. |
| Residential units | None | 900. |
| Zoning | Neighbourhood Commercial – CN1 Zone | Community Commercial – CC1 Zone |
| Density | Low Density | High Density – 235 units per hectare |
| Ground Level Parking | 542 | 200 |
| Visibility | Unrestricted from Lakeshore Road, Hampton Heath and Kenwood. | Restricted from Lakeshore and Kenwood. Visible from Hampton Heath. |
| Shadowing | None | Noticeable and increasing in intensity later in the year. |
| Retail and Commercial Space | 10,340 sq. metres | 11,955 retail service + 2,700 office space. |

Concerns

- Building Height
- Density
- Parking
- Traffic Congestion
- Shadowing
- Commercial Viability
- Phased Development
- Environmental Concerns
- Incompatibility with Ward 5 Residents' Opinions
- Zoning Amendments
- Lack of Congruence with the Tenets of Burlington's Official Plan

Building Height

- There are already several high rise developments on the south side of Lakeshore Road. However, they are a noticeable distance from Lakeshore Road and are on extensive properties that are fully landscaped. Even so, the erection of several tall buildings on the north side of Lakeshore Road will create a tunneling effect.
- The housing provided will cater predominantly to empty-nesters, not families. Burlington needs more affordable housing that caters to families with children.
- **Recommendation:** We believe the height of this development is excessive, and that it should conform to the Guidelines set out in the City of Burlington's Official Plan, Section 2.2.2.



Density

- The proposed redevelopment calls for:
 - 900 residential units (895 apartments, and 5 townhouse units) across 9 different property blocks ranging in height from one to eighteen stories.
 - 11,955 m² of retail space, and 2,700 m² of office space.
 - 235 units per site hectare.
- This level of development is far in excess of what would be considered low to medium-density.
- The existing high rise condominiums on the south side of Lakeshore Road are a considerable distance from the Lakeshore Road. They are neither overbearing nor
- **Recommendation:** We believe the number of residential units should be reduced to a level that conforms to the existing Principles set out in the City of Burlington's Official Plan (2017) Section 2.2.2.



Parking

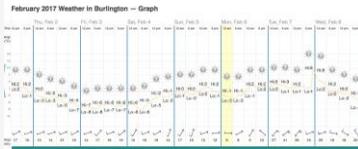
- The proposed reduction in parking spaces for visitors and patrons from 542 to 200 surface spots is both unrealistic and impractical.
 - There are at least 50 employees working in this mall weekdays, and most drive.
 - Older and disabled shoppers require easy access to the grocery store. Most drive to this mall location. There needs to be adequate parking nearby.
 - The dates on which the studies for parking were all taken at different date and time intervals. None are longitudinal surveys. Both the residential and office building surrogates comparisons were done at different times and seasons:
 - 6550 Glen Erin, Mississauga – September 2016
 - 5450 Explorer Drive, Mississauga – March 2017
 - Lakeside Plaza, Burlington – April 2017
- The parking study admits there is deficit of 29 parking spots in Phases 2 and 3 of the development (see Section 4.3.4 of the Planning Justification Report, page 24). Only temporary solutions were proposed to ameliorate this problem.
- Table 5 in the Parking Requirements report speaks to a parking deficit of 153 underground spaces.
- **Recommendation:** We believe the number of above-ground parking spaces should be increased to at least 300. We believe the parking study should be re-done.

Table 5: Parking Requirements Forecast Based on Surrogate Site Data for each Phase

| Combined Blocks | Number of Dwellings/ GFA | Parking Rates | Parking Spaces Required | Total Parking Required | Total Parking Supplied | Parking Deficiency |
|-----------------------------------|--------------------------------|-----------------------------------|-------------------------|---------------------------------|---------------------------------|--------------------|
| Residential Blocks A, E, F, G & H | Residential 620 units | 1.07 / unit 0.10 / unit | 663 62 | 663 residential tenent/ offices | 510 residential tenent/ offices | 153 spaces |
| | Commercial 5560 m ² | 1,670.89 / 100 m ² GFA | 74 | 75 Non-residential/ visitor | 200 Non-residential / visitor | None |

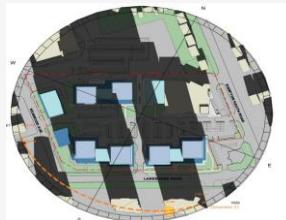
Traffic Congestion

- The Transportation Review references the **proposed** signalization of Hampton Heath and Lakeshore Road which is now a reality.
- When traffic accidents occur on either the QEW or Burlington Skyway motorists traverse through the city to avoid traffic jams. This problem is especially acute on Lakeshore Road.
- Traffic counts as detailed on page 4 of the Traffic Impact Study were done over two days Thursday Feb. 2/17 and Saturday Feb. 4/17. This is an inadequate timeframe over which to compute reliable sample statistics on transportation patterns and flows. A significant proportion of mall patrons and users are seniors and 'snowbirds', and this timeframe does not reflect that in the results. Also, February 2nd and 4th were two of the colder days in 2017.
- **Recommendation:** A longitudinal assessment of traffic patterns taken over several days and different seasons, with averaged results.



Shadowing

- The Study by Cynthia Zahoruk indicates extensive shadowing across the complex at various times of the year, notably March and December.
- Even in June there are significant areas of this mall property that will be shadowed.



Commercial Viability

- Once completed, this mall will be obscured on three sides, and particularly from Lakeshore Road, by several high rise developments.
- The developer offers no plan or strategy on how they would facilitate, promote or enhance retailer visibility.
- Retailers in this mall will see their businesses dramatically impacted during this period of redevelopment. There is no strategy on what the developer will do to support their continued operation during this period.
- **Recommendation:** We believe a more realistic design proposal involves an integrated 3 - 4 storey development with retail space on the main level and residential accommodations above. Physical setback from the road will enhance sightlines and visibility.

Phased Development

- The development proposal calls for this project to be constructed in five phases completed in 2025.
- The timeframe for construction is excessive, and the noise and disruption will cause undue hardship to both patrons and mall tenants, and particularly residents at two nearby retirement homes.
- The first phase involves the northwest block of the mall where the daycare is currently located. Families with children could be adversely affected.
- The second phase calls for the destruction of the west wing of the mall. Several small businesses operate in this location and will be severely disrupted.
- **Recommendation:** We believe the developer needs to provide a detailed timeline on how long this development will take. We believe a plan needs to be developed to ensure business continuity during the period in which redevelopment occurs.

Environmental Concerns

- Section 4.3.6, pages 24 and 25 of the Planning Justification Report, mentions 5 Areas of Potential Environmental Concern (APECs) relating to Phase I of the Project and the storage of gasoline related products and a dry cleaning establishment.
- There is concern with the proposed reduction in the amenity area per units which is one of the variances requested.
- **Recommendation:** We believe the APEC issue warrants further investigation. We also believe the proposed landscaping plans for this development are modest at best. We believe much more could be done to promote greenspace, preserve the character of this area, and enhance both residents' and shoppers' enjoyment.

Incompatibility with the Interests of Ward 5 Residents

- See pages 90 - 98 Planning Justification Report.
- When asked what they didn't want to see at the mall at least 26 comments were expressed opposing "high rises", "high density" or "high buildings".
- Survey participants wanted an enhanced shopping experience, a view of the lake, a low rise development and a residential/commercial mall that was integrated and upscale.

WHAT ARE YOUR FEARS FOR A REDEVELOPED LAKESIDE PLAZA

High density, cars and walkers, (not at central location) owners not getting upgraded, motorcycles, don't make it like Appleby Mall

Losing retail function, welcome redevelopment

No more condos/apart, complexes, no bar (night club)

Big tall buildings, too much development, traffic, fast food (keep it out) loss of local businesses, more collaboration with the city, "uncertainty" of future plan, need co-ordination, need commitment

Increased traffic, residential units as possible multi stores, high and services drives out stores already there, no parking (cars will change community fees, safety issues with more traffic)

High traffic - no high density

High rise - the plus stores out, losing green space

No high rise residential, increased traffic

No five, work, play condos with small stores attached

Do not fill up with more buildings, more of parking like Appleby, very high density (34-40) traffic volume/longation

No residential, fear tax 5 will go to developer, concern for condos.

High rise buildings, traffic to the site would use Kenwood or Hampton Heath, fire station located here. Building hub on Hampton Heath should be put on Lakeshore.

High rise, over development, too high, need safe crossings over Lakeshore, higher prices.

Incompatibility with the Interests of Ward 5 Residents

WHAT ARE YOUR FEARS FOR A REDEVELOPED LAKESIDE PLAZA (Selected excerpts, pages 97 - 98, Planning Justification Report)

"Intensified traffic, residential units as possible multi storey, high and services drives out stores already there, no parking spots will change community feel, safety issues with more traffic"

"Do not fill up with more buildings, maze of parking like Appleby, very high density (high rise) traffic volumes/congestion"

"Traffic, losing green space, too many high rise, failure of detail being sustainable"

"High rise - five plus storeys out, losing green space"

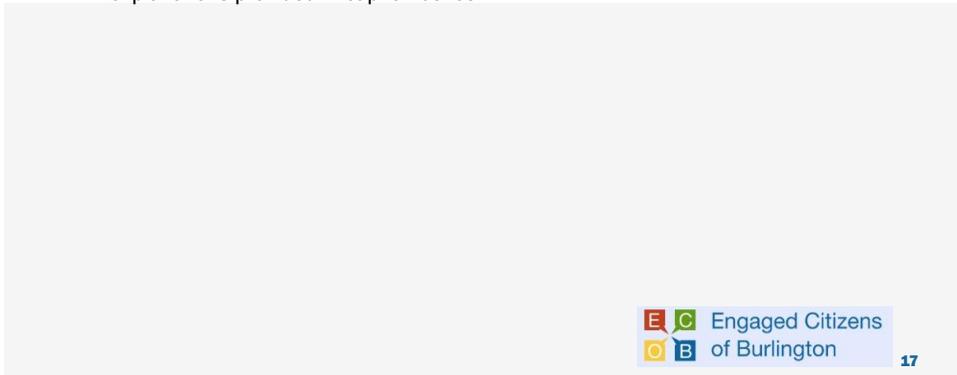
Zoning By-Law Amendment

- Not only is the developer seeking to change the Zoning to Community Commercial, but they are also requesting the following (see page 26, Section 4.4.2, Planning Justification Report):
 - An increase in building height to permit an 18 storey structure;
 - A loading area 10 metres away from a residential area;
 - A reduction in landscape strip widths in the parking area;
 - A reduction in amenity area per units;
 - An increase in projections of buildings into certain yards.

Recommendation: These bylaw permissions variances are also not in compliance with the Official Plan, but these are needed to accommodate the application as it is out of scale and incompatible with the existing Official Plan and bylaws.

Lack of Congruence with Burlington's Official Plan (2017)

- The following pages highlight numerous examples of where the City of Burlington's Official Plan is in contradiction with the developer's proposal for this site, as well as residents' concerns and preferences.
- Identified incompatibilities with the Official Plan are highlighted in red with explanations provided in caption boxes.



References to Burlington's Official Plan

Part II - Functional Policies

Neighbourhood Character 6.2 (c)

c) To ensure that the design of the built environment **strengthens and enhances the character of existing distinctive locations and neighbourhoods, and that proposals for intensification and infill within existing neighbourhoods are designed to be compatible and sympathetic to existing neighbourhood character.**

This development does not reflect the character of the surrounding Elizabeth Gardens neighbourhood.



References to Burlington's Official Plan

Part III – Urban Planning Area General Objectives – 2.2.1 (a)

Intensification

This proposal is not integrated with the existing neighbourhood. The positioning of residential properties abutting Lakeshore Road does not reflect an integrated design.

a) To encourage new residential development and residential intensification within the Urban Planning Area in accordance with Provincial growth management objectives, while recognizing that the amount and form of intensification must be balanced with other planning considerations, such as infrastructure capacity, compatibility and integration with existing residential neighbourhood

f) To encourage the integration of a wide range of housing types and tenure and discourage large concentrations of higher density residential blocks. Compatible with development

The number of high rises proposed for this site is incompatible with the character of the Elizabeth Gardens area.

g) To require new residential development to be compatible with surrounding properties.



01/01/2018

19

References to Burlington's Official Plan

Part III – Urban Planning Area General Principles – 2.2.2

Low Density

c) In Residential-Low Density areas, single-detached and semi-detached housing units with a density to a maximum of 25 units per net hectare shall be permitted. In addition, other forms of ground oriented housing units with a density to a maximum of 25 units per net hectare may be permitted, provided that these forms are compatible with the scale, urban design and community features of the neighbourhood.

Medium Density

d) In Residential-Medium Density areas, either ground or non-ground oriented housing units with a density ranging between 26 and 50 units per net hectare shall be permitted.

High Density

e) In Residential-High Density areas, either ground or non-ground-oriented housing units with a density ranging between 51 and 185 units per net hectare shall be permitted.

This proposal is 235 units per net hectare, or nearly 10 x the maximum limit of a low density development

This proposed development has a density rate higher than what is used to define a High Density area in the Official Plan

01/01/2018

20

References to Burlington's Official Plan

Part III – Urban Planning Area Infill Development – 2.5.4

a) Ground-oriented residential infilling within existing neighbourhoods shall be encouraged.

b) New infill development shall be compatible with the surrounding development in terms of height, scale, massing, siting, setbacks, coverage and amount of open space; and in the case of individual applications for consent, the additional policies of Part VI, Subsection 4.4 of this Plan apply.

Most of the existing buildings on the south side of Lakeshore Road are much less than 18 stories.

References to Burlington's Official Plan

4.6.2 – Neighbourhood Commercial Designation - Policies

b) Residential uses may be permitted in the second and/or third storey of retail/commercial buildings.

c) Evaluation Criteria:

A phased development will result in an extended period of disruption for area residents and patrons.

The following criteria shall be considered when evaluating applications for new or expanded neighbourhood commercial sites:

- (ii) the impacts of the proposal on adjacent residential development are acceptable with respect to noise, dust, vibration, lighting, odours, security, sun-shadowing, removal of vegetation and privacy, or the proposed development has the capability to mitigate any impacts to acceptable levels;
- (iii) the proposal is compatible to the surrounding neighbourhood in terms of height, massing, setbacks, and landscape and buffer areas;
- (vii) on-site parking is adequate to accommodate the level of commercial development proposed

Onsite parking may be adequate for residents but does not address the needs of shoppers.

The Official Plan (2017) Should Apply

- Excerpt from motion adopted at Burlington City Council, February 4, 2019:

3. Direct the Director of City Building that until such time as the modifications that result from the work being undertaken in (1) and (2) above are brought forward and adopted by Council and sent to the Region for approval, **that the adopted OP policies not be given weight in evaluating development applications that may be processed in the interim period.**

- Excerpt from a speech by Mayor Marianne Meed Ward to Burlington Chamber of Commerce Wednesday January 30, 2019 re: the above motion subsequently presented to and adopted by Burlington City Council:

“The motion will also provide absolute clarity to staff and to the community that **the City of Burlington staff are not to use the adopted 2018 plan in evaluating current/new development applications and the existing Official Plan is still in full legal force and effect.** Multiple analyses by staff in assessing development applications, downtown in particular, have made it clear we do not need to over-intensify in order to meet our obligations under the Province’s Places To Grow legislation”.

ECoB’s Perspective

- Consideration of this proposal should be governed by the existing Official Plan (2017) posted on the City of Burlington’s website to review this proposal, **not** the proposed plan which was been rejected by the Region of Halton and is now under review.
- Both the size and scope of this proposed redevelopment are significant.
- Insufficient consideration has been given to Ward 5 residents’ concerns and opinions.
- Very little thought or consideration has gone into the impact that this redevelopment will have upon existing retailers and tenants in this mall, many of whom will be profoundly impacted and displaced during the construction phase.

ECoB's Perspective

- The focus should be upon low-rise development that is compatible with the surrounding neighbourhood, and that reflects the wishes of Ward 5 residents.
- ECoB and local residents are not opposed to redevelopment, but it is the size and scope of this proposed development that is concerning.
- The potential exists to accommodate both the developers' needs and those of residents with an attractive design that promotes a sense of community while providing affordable accommodation oriented to young families.



ECoB's Specific Recommendations

- A low-rise development sequestered to the north end of the existing mall property with physical integration of both residential units on upper levels and commercial enterprises on the ground level.
- A maximum height of four stories in accordance with the Official Plan.
- A timeline should be provided on how long this development would take. We believe 5 to 10 years is excessive.
- Temporary accommodation and specific provisions should be made for existing businesses so that they can continue during the period of construction while minimizing the negative impact upon their clientele.
- Unobstructed sightlines into the mall while maintaining views of the lake.
- Increased focus upon landscaping immediately in front of residences and businesses, as well as around the perimeter of the mall property and that portion that fronts onto Lakeshore Road.
- An increase in the number of above ground parking spaces to 300.

Final Comments

- We believe in the future of Lakeside Village as an integral component of the Elizabeth Gardens neighbourhood, and ECoB supports in principle the basic concept of redevelopment this outdated facility.
- We believe that a low-rise, integrated residential complex and shopping facility would be in keeping with the character of the surrounding neighbourhood.
- Our membership welcomes the opportunity to partner with the developer, City officials and other stakeholders to refine this development proposal so that it better reflects the character of the Elizabeth Gardens neighbourhood as well as the needs of local residents and retailers.